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I. EXECUTIVE SUMMARY

In April 2004, the Town of Manchester engaged Management Partners, Inc. to conduct an organizational, effectiveness and efficiency study of selected Town services. The study was commissioned for the purpose of recommending “actions that will improve the effectiveness and efficiency in the utilization of monetary, equipment and human resources of the Town and School system.” The study was limited in scope to the following areas:

1. Recreation
2. Human Services
3. Library Services
4. General Government, including General Manager’s Office, Budget and Research Office, Town Clerk, Planning, Customer Service, and Human Resources
5. Public Works, and
6. Water and Sewer

In May 2004 Management Partners commenced field work with interviews of the department heads of the selected functions being studied, as well as the Mayor, Director of Operations, Finance Director, Director of Information Technology, the previous Budget and Research Officer (who is retired from Town Service) and the Management Analyst, who during the course of this review was promoted to fill the Budget and Research Officer position. Our analysis was further informed by studying various documents and reports, benchmarking Town operations with comparable communities, and soliciting input from Town staff via focus groups. Management Partners compared the practices of the Town of Manchester with our knowledge of best practices and developed solutions that can be replicated by the Town.

This study makes in excess of 100 recommendations for improvement in the Manchester government, that when fully implemented, will improve organizational effectiveness and ensure that municipal services are provided in the most efficient method possible.
II. BACKGROUND

The Town of Manchester is one of the few truly full-service towns in the State of Connecticut. The Town provides all traditional municipal services for its residents, as well as water and sewer and landfill operations.

The Town of Manchester is organized under the Council-Manager form of government. The legislative function is performed by a bipartisan Board of Directors which consists of nine board members who are elected biennially for two year terms. The Board of Directors elects a Mayor from its membership for the two year term and also appoints the General Manager.

The Town has traditionally enjoyed an excellent financial position evidenced by healthy fund balances, steady growth in the Grand List and the resulting ability to serve its residents with a variety of programs and services. In the past several years, however, economic constraints have impacted the Town’s revenues, with state and federal aid falling off by several millions of dollars, and growth of the Grand List slowing to less than 1%. For the past two years, the government has been in a retrenchment mode, with service levels being reduced. During these difficult periods, the strategic plan has provided clear direction to the organization about the Board of Directors’ municipal services priorities. The Town staff has further recognized the importance of being in touch with its residents during these difficult times by funding a survey of Town residents.

During this time of retrenchment, Town management reduced staffing levels, reduced funding for training and professional development and eliminated some programs altogether. In 2004, Town management got more aggressive about reducing operating costs by offering an early retirement incentive program to employees. This program has allowed the Town to reduce the cost of benefits for existing employees and replace employees with positions in lower pay ranges. It also creates opportunities to reorganize and create a structure that is more efficient for future service delivery.

Thus the context for this review is not one of crisis or immediate urgency, but rather a natural outgrowth of sound management decisions to reexamine the organizational structure and operational performance to ensure that the residents of Manchester are in fact receiving the best value possible for their tax dollars.
Town Objectives and Expectations

The Town of Manchester commissioned this study for the purpose of identifying “actions that will improve the effectiveness and efficiency in the utilization of monetary, equipment and human resources of the Town and School system.” The Town requested that the study consider the following:

1) Organizational structure, including staffing levels, reporting requirements (i.e., span of control), opportunities for cross-operational efficiencies, and specific issues and opportunities.
2) The efficiency of department operations as it relates to staffing, methods of scheduling and productivity.
3) Potential sources of additional state and federal funding.

The Town requested specific guidance in areas where pending retirements created an opportunity to potentially restructure certain departments. Management Partners has made recommendations related to the overall organizational structure, as well as the structure within specific departments, and transferring functions from one department to another.
III. APPROACH

Management Partners’ project team commenced work on this project in May 2004 by meeting with the General Manager, Director of Administrative Services and the then Management Analyst to discuss the overall direction and approach. Subsequently the project team met with all Town Department Heads at a staff meeting to explain the approach and process that would be used to conduct this study.

Management Partners used a variety of techniques to inform the research for this review. Personal interviews were conducted with the Mayor, General Manager and affected Town department heads. Additional interviews were conducted with management personnel within each department. These interviews provided the opportunity to gather general information on the status of Town operations, identify perceived problem areas, and gain insight into organizational dynamics.

During the course of this review, Management Partners collected numerous documents from Town staff that relate to operations including budgets, financial reports, work plans, workload tracking data, contracts and more. These items were reviewed and, when appropriate, analyzed to provide further insight.

In June, Management Partners conducted five focus groups with line employees that served to further inform the research. In addition, Management Partners met with relevant union officials to gain insights about their perception of Town operations.

Having thoroughly examined the Town’s operations, the next major task was to gather information on how other comparable jurisdictions approach various operations. Management Partners identified recognized “best practices” which represent optimal operations for various services.
Benchmarking provides insight into the practices of other jurisdictions. Table 1 summarizes basic information about each of the communities where Management Partners attempted to obtain information to include in this report. Not all communities participated in every area surveyed, but the information obtained was helpful and is included as relevant in this report.

**Table 1: Benchmark Communities**

<table>
<thead>
<tr>
<th>Jurisdiction</th>
<th>Population</th>
<th>Total Budget</th>
<th>Grand List</th>
<th>FTEs</th>
</tr>
</thead>
<tbody>
<tr>
<td>Fairfield</td>
<td>57,340</td>
<td>$193,859,929</td>
<td>$7,200,616,607</td>
<td>587.5</td>
</tr>
<tr>
<td>Glastonbury</td>
<td>31,876</td>
<td>$102,729,170</td>
<td>$2,580,164,650</td>
<td>257.0</td>
</tr>
<tr>
<td>Hamden</td>
<td>56,913</td>
<td>$141,901,945</td>
<td>$2,598,554,665</td>
<td>467.0</td>
</tr>
<tr>
<td>Manchester</td>
<td>54,740</td>
<td>$126,743,686</td>
<td>$2,820,598,850</td>
<td>530.3</td>
</tr>
<tr>
<td>Meriden</td>
<td>58,244</td>
<td>$160,814,139</td>
<td>$2,338,793,000</td>
<td>638.0</td>
</tr>
<tr>
<td>Milford</td>
<td>52,305</td>
<td>$147,034,228</td>
<td>$3,983,877,028</td>
<td>510.0</td>
</tr>
<tr>
<td>South Windsor</td>
<td>24,412</td>
<td>$49,226,647</td>
<td>$1,946,424,962</td>
<td>170.0</td>
</tr>
<tr>
<td>Stratford</td>
<td>49,976</td>
<td>$139,724,591</td>
<td>$3,166,601,835</td>
<td>407.5</td>
</tr>
<tr>
<td>West Hartford</td>
<td>63,589</td>
<td>$164,619,744</td>
<td>$3,627,960,740</td>
<td>428.0</td>
</tr>
<tr>
<td>West Haven</td>
<td>52,360</td>
<td>$129,000,525</td>
<td>$1,830,000,167</td>
<td>315.0</td>
</tr>
</tbody>
</table>

From individual interviews to focus groups, outside research and discussion with management, each step of the methodology serves as a means of validating and cross-checking the information developed in other phases of the work. Ultimately, this provides the Town with insight regarding current operations, recommendations for improving service, and efficient use of employee resources.
IV. OPERATIONAL ASSESSMENT

The following departments were examined as part of this review.

1. Recreation
2. Human Services
3. Library Services
4. General Government
5. Public Works
6. Water and Sewer

An overview, information on budget and staffing, and analysis and recommendations for each area are presented in order.

In addition, Management Partners has made some recommendations that span the organization, and those recommendations are appropriately included in the section regarding General Government.
A. DEPARTMENT OF RECREATION

The Department of Recreation is responsible for planning, organizing and conducting leisure programs and recreational activities for the residents of Manchester. The mission of the department is to enhance the quality of life for all Manchester residents. This is accomplished by providing a comprehensive program of recreational opportunities for all ages, ability levels, and also providing safe attractive, well-maintained, well-managed parks and recreation facilities. Department staff also works with other private, public and quasi-public recreation providers (such as Little League, Midget Football, Soccer Club, Adult Baseball, Manchester Swim Club, Girls Softball, the Police Athletic League, etc.) to program and conduct recreational services and activities.

The department is comprised of two divisions that together provide recreation services, facilities management, budgeting and capital project planning under the direction of two assistant recreation directors. Each assistant director supervises the work of the recreation supervisors who are responsible for certain recreation program areas and/or department operational duties. Recreation programming areas include summer recreation, youth/after-school programming, adult recreation and special needs programs and activities. Department staff also plan, coordinate and carry out a number of annual special projects including: Christmas in April, Pride in Manchester Week, Fourth of July Celebration, Heritage Day and Santa Calls.

In addition to providing a comprehensive program of recreation the department manages active use of Manchester parks, by working closely and cooperatively with the Field Services Division of Public Works in the maintenance and upkeep of all parks, recreation areas, athletic fields, outdoor recreation facilities and associated equipment. Prior to 1995, Park Maintenance (now in the Public Works Department) was a division of this department. Within the current organizational structure, the Field Services Supervisor works closely with the Director of Recreation to coordinate field and facility programming and use in support of recreation activities and league play with field maintenance and upkeep.

Recreation staff also works with Field Services to plan and implement major and minor renovations and new construction at Town recreation facilities and park sites. The two have also been active partners in long-range park and recreation facilities planning.
Budget and Staffing

Budget

The Recreation Department has a total 2003-04 general fund budget of $2,106,147 and a total 2004-05 general fund budget of $2,113,071. Summary detail is shown in Table A-1.

| TABLE A-1: RECREATION GENERAL FUND BUDGET 2003-2005 |
|---------------------------------|----------|----------|
|                                | 2003-04  | 2004-05  |
| Administration                 | 696,606  | 709,540  |
| Recreation Facilities          | 620,900  | 651,719  |
| Organized Sports               | 144,017  | 133,014  |
| Aquatics                       | 200,343  | 198,509  |
| Camp Kennedy/Truepoint         | 65,632   | 61,784   |
| Summer Recreation Program      | 344,049  | 323,905  |
| Instructors of the Handicapped (IOH) Pool | 34,600  | 34,600   |
| Total                          | 2,106,147| 2,113,071|

For the most part, the department's budget has increased slightly over the past two budget cycles with increases in administration and recreation facilities being offset by decreases in the organized sports programs, aquatics, Camp Kennedy and summer recreation. The Instructor’s of the Handicapped (IOH) pool budget supports a therapeutic pool that is located at the Manchester High School and is cooperatively maintained and operated by the Town and the Board of Education. This budget item is unchanged for the period. IOH is a non-profit group that supports programs and facilities for special needs populations.

The approved 2003-04 budget for the department included a $35,000 reduction in part-time and temporary staffing, and additional reductions in the amount of $17,446 for part-time and seasonal staffing was adopted in the FY 2004-05 budget.

The department also has funds appropriated to Recreation Activities Fund. This fund is used to hire part-time and seasonal instructors who conduct the majority of the instructional classes sponsored by the department. The fund is largely self-sustaining and activity fees are used to pay back most of the appropriation. In 2003-04 the appropriation was $210,000, and for the 2004-05 fiscal year the appropriation is $230,000. The increased appropriation will support anticipated program expansion and an anticipated increase in facility rentals and reservations.
Recreation is also currently the recipient of two small grants totaling $20,354 that include:

- $3,250 from the William Foulds Family Foundation to support special needs programming for elementary through high school-aged children during the school year
- $17,104 in Community Development Block Grant funds for the purchase and installation of playground equipment at Wilfred Road park

**Staffing**

Staffing for the department is depicted in the following organization chart in Figure A-1 below, and includes 9 full-time staff. A listing of project and program responsibilities is included in Table 26 below. All of the professional recreation staff members have bachelor or graduate level education in parks and recreation administration, recreation management, physical education and community and urban recreation.

**Figure A-1: Department of Recreation Organizational Chart**
In addition to the director there are two assistant directors who jointly supervise four recreation supervisors, based on the program or function. Each assistant director is responsible for a separate set of operations and programs as summarized in Table A-2:

**TABLE A-2: ASSISTANT DIRECTOR - SUMMARY OF RESPONSIBILITIES**

<table>
<thead>
<tr>
<th>Assistant Director 1</th>
<th>Assistant Director 2</th>
</tr>
</thead>
<tbody>
<tr>
<td>Aquatics</td>
<td>Budgeting</td>
</tr>
<tr>
<td>Systems Management</td>
<td>Capital Projects</td>
</tr>
<tr>
<td>Public Relations and Marketing</td>
<td>Facility Usage and Private Groups</td>
</tr>
<tr>
<td>Budgeting</td>
<td>Program Evaluation</td>
</tr>
<tr>
<td>Capital Projects</td>
<td>Coordination of MHS Athletic Fields</td>
</tr>
<tr>
<td>Grant Writing</td>
<td>Illing Middle School</td>
</tr>
<tr>
<td>Employee Training</td>
<td>Mahoney &amp; East Side Recreation Centers</td>
</tr>
<tr>
<td>Program Evaluation</td>
<td>Program Evaluation</td>
</tr>
<tr>
<td>Voice Mail</td>
<td>Adult Indoor and Outdoor Sports</td>
</tr>
<tr>
<td>Fine Arts Program</td>
<td>Christmas in April</td>
</tr>
<tr>
<td>Adult/Youth Leisure Programs</td>
<td>Fishing Derbies</td>
</tr>
<tr>
<td>Community Y Recreation Center</td>
<td>Nike Tykes Preschool Program</td>
</tr>
<tr>
<td>Earl Yost Tennis Tournament</td>
<td>Partners in Play Preschool Program</td>
</tr>
<tr>
<td>Ice Skating</td>
<td>Sledding &amp; Skating</td>
</tr>
<tr>
<td>Healthier You</td>
<td>Special Events</td>
</tr>
<tr>
<td>Skate Park</td>
<td>Special Needs Camps</td>
</tr>
<tr>
<td>Smart Start</td>
<td>Summer Recreation Program</td>
</tr>
<tr>
<td>Soccer Fields</td>
<td>Tennis Lessons</td>
</tr>
<tr>
<td>Special Needs Programs</td>
<td>Youth Indoor/Outdoor Basketball</td>
</tr>
<tr>
<td>Youth Indoor Soccer</td>
<td></td>
</tr>
</tbody>
</table>

Recreation supervisors are responsible for an assigned grouping of projects, special projects and or facilities. Each recreation supervisor reports to both assistant directors, depending on the program, project or facility assigned. Each supervisor is also responsible for hiring seasonal and part-time instructors and staff, as well as for general program development and oversight.

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1 While this practice is unusual, Management Partners observed that the current system works well for Manchester and will not recommend modifying this informal and flexible structure.
Many of the staff in the department are part-time or seasonal employees. Recreation employs from 250 to 300 part-time and seasonal staff to fill a variety of year-round recreation staffing needs, including but not limited to:

- Lifeguards
- Program Instructors
- Camp Counselors
- Special Events Staff
- Field Commissioners
- Recreation Center Managers and Leaders

**Analysis and Recommendations**

The Manchester Department of Recreation provides a wide array of exercise and fitness, recreational, therapeutic and instructional programs for children, youth, adults, and seniors. During summer 2004 the department provided a wide variety of programs that attracted thousands of participants, including:

- Camps for pre-school and school-age children, youth and those with special needs (youth and adults)
- Specialized sports and skills development training programs for baseball, basketball, soccer, and general sports skill enhancement
- Lessons (swimming, tennis, skateboarding, etc.)
- Competitive sports
- Exercise and stress-management programs
- Bus trips
- Special events (Manchester Week/Heritage Day, Pride of Manchester, Earl Yost Tennis Classic, Christmas in April, Independence Day Celebration, family fun nights)
- Training clinics (Recreation Leader in Training)
- Parks and trails programs and activities
The magnitude of Recreation accomplishments is summarized in the following 2003 annual report highlights for the department:

- New softball field at New State Road field
- Initiated KidsClub, a program for special needs, elementary-age school children
- Recruited and organized an estimated 1,400 volunteers to repair 63 homes as part of Christmas in April home repair program
- Operated a summer recreation program that offered 12 programs at 11 camp sites and served over 1,200 youth, ages 5-15 years
- Operated a summer special needs camp for youth and teens, and served 78 participants
- Served an estimated 5,000 participants through the leisure recreation program
- Implemented the photo identification card that will be linked with the new RecWare, recreation tracking software

Recreation staff designs and distributes a schedule/booklet of programs, events, activities and registration forms three times each year. The brochure details the program offerings for the season along with the registration process, fees and contacts for staff and Recreation facilities. The brochure, produced in-house, by department staff is well designed, with a layout that is easy to read, attractive and informative.

In the past the guide has been designed and produced in full-color booklet form, and directly mailed to all Manchester households. Staff indicates that the full-color brochures projected a quality, professional brand/image of the department and programs that resulted in a large volume of registrations and demand.

Starting with the 2003-04 budget there was a significant decrease in the brochure budget for the department. The brochure budget was reduced by $14,900. The outcome of the budget reduction resulted in discontinuation of the full-color format and the inability to send it via direct mail. The 2004-05 budget includes funding to direct mail all three brochures, which are now printed at no cost by a local newspaper in exchange for allowing the paper to sell advertising.

In January, Recreation staff drafted an e-marketing and registration proposal that was submitted to the General Manager. The internet should be used extensively to market all recreation programs, but the Town should carefully evaluate results of the e-marketing efforts compared to the printed brochure. It is presumed that the budget reduction will negatively impact program/activity registration unless staff moves forward with the e-marketing and registration plan.
Recommendation A-1: Implement and track the success of the Recreation e-marketing plan. The marketing plan includes enhancing the department’s website to include a wider range of recreation, park and program information, a software upgrade that will allow on-line program registration and payment and improved reporting capabilities. Software enhancement and increased reliance on the Recreation website as a marketing/advertising vehicle is a more cost effective way to promote department programs and activities and provide 24/7 access to information and registration options.

Recommendation A-2: Implement on-line registration and payment for programs and activities. This feature of RecWare should be implemented as soon as possible. Once this feature is launched, the availability of e-registration should be announced using various forms of media.

Many of the Town’s recreation facilities are old or nearing the limit of their productive and useful life span. The Community Y, perhaps the Town’s most heavily used recreation facility is over 60 years old. The Nike site, a large 40-acre former army barracks facility, is the location of the Nike Tykes pre-school program and programs serving the disabled, is in dire need of renovation. Much of the site is in an abandoned and unused state and requires repair and upgrade.

Some of the park and recreation facilities are operated and maintained solely by the Town or jointly with the Board of Education, as indicated in 2002 Recreation Leisure Facilities and Program Inventory, prepared in 2002. The facilities inventory provides information about facility location, type, uses, acreage, classification, ownership and maintenance responsibility. The inventory is included as Attachment E of the report.

A five-year business plan for the Manchester Recreation Department was completed in 2000. It addresses programming, marketing and community relations, personnel, technology, facilities/park areas and facilities management. None of the parks and recreation documents addresses capital facilities and maintenance issues in a comprehensive manner.

Recommendation A-3: Prepare a comprehensive facilities capital plan. The facilities plan should be jointly developed by Recreation staff and the Public Works Field Services Supervisor. It should include an assessment of need for current and growing population segments. The plan should address existing conditions and the future recreation and facility needs of the various population segments (children, youth, adults, seniors, special needs/disabled) in the Manchester community. The plan should address near and long-term facilities needs, renovations, the need for new facilities and/or site
consolidations or closures, as well as include costs and capital facilities priorities.

**Recommendation A-4: Update and expand the Recreation business plan to include an assessment and recommendation of resident needs.** The business plan was created in 2000. The plan includes goals and program objectives with associated timelines for all major program areas. The business plan should be used as a key operations and management tool, and provide the basis for monthly and annual reporting.

**Recommendation A-5: Develop performance measures to track recreation programming, revenue, attendance and facility usage.** Program level performance measures will allow Recreation staff to track and assess impact and program objectives included in the department business plan and provide a method for conducting trend analysis, and measuring program outcomes. While this recommendation applies universally throughout the Town, solid performance measures will help assess individual recreation programs.

In addition to completing a capital facilities and business plan, the department should seek to regularly benchmark itself with other high performing park and recreation organizations.

**Recommendation A-6: Complete the self-assessment process for accreditation from the National Recreation and Park Association (NRPA).** Attainment of NRPA accreditation should be a long-term goal of the department and will signify a high standard of management and commitment to operations that is based on a rigorous process of self-assessment, peer review and dedication to best practices. The work completed in conjunction with Recommendations A-4, A-5 and A-6 is critical to successful completion of the accreditation process.

A large part of the summer Recreation season includes management and operation of outdoor pools. Manchester has six outdoor municipal swimming pools, the newest of which is the West Side Pool, opened in 2004. A new pool house at the Globe Hollow pool was also opened in the summer of 2003. Globe Hollow is an outdoor facility, and there are four other outdoor swimming sites (Salters Pool, Swanson Pool, Waddell Pool and Verplanck Pool).
The outdoor swim season began with a preseason that included two pools. Each was open for ten days prior to the standard season that begins in mid-June. The standard season lasts for eight weeks and all pools are open during this time. There is also a ten-day extended season in which one pool location remains open. For the 2004 season it is the Globe Hollow Pool site. In total, Recreation operates pools for a ten-week period from June through August. Hours of operation for pools sites vary, but each is open seven days a week for the entire season. Hours for 2004 are listed below:

<table>
<thead>
<tr>
<th>Season</th>
<th>Hours</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pre-season</td>
<td>1:00 p.m.– 6:00 p.m.</td>
</tr>
<tr>
<td></td>
<td>Monday - Sunday</td>
</tr>
<tr>
<td>Standard</td>
<td>9:00 a.m.– 7:30 p.m.</td>
</tr>
<tr>
<td></td>
<td>Monday - Friday</td>
</tr>
<tr>
<td></td>
<td>12:15 p.m.– 5:45 p.m.</td>
</tr>
<tr>
<td></td>
<td>Saturday - Sunday</td>
</tr>
<tr>
<td>Extended</td>
<td>1:00 p.m.– 6:00 p.m.</td>
</tr>
<tr>
<td></td>
<td>Monday - Sunday</td>
</tr>
</tbody>
</table>

It was noted by a recreation supervisor that at the end of the season there are often many evenings in which there are very few or no swimmers at the pool.

**Recommendation A-7: Adjust hours and staffing to reflect facility use patterns based on outdoor pool attendance.** There is no need to adhere to standard pool hours if pools are not being fully utilized. This is typically the case at the end of the season and prior to the beginning of school when some families take vacations. Staff should determine which weeks and days at the end of the season can be opened up for use by special groups or for special events (i.e., additional family fun nights or swim tournaments or meets) based on pool attendance trend data. In some cases the data may support early closure or reprogramming of additional facilities prior to the end of the season. In all cases, adequate notice should be provided to the public prior to changing or adjusting pool schedules.

The Town of Manchester has a policy that provides Town residents with exclusive or priority registration for recreation programs and facilities. The Town also has a policy of cost recovery for adult programs and activities, however recovery does not include the overhead expense of program administration by department managers.

**Recommendation A-8: Revise the policy for cost recovery to include overhead costs.**
When all Recreation revenues and expenses are considered in the aggregate, the department has historically recovered between 23% and 32% of expenses through user fees. Table A-3 shows revenue and expense history for the past three fiscal years. This recovery is consistent with existing policy. Many local governments have moved towards increasing recreation user fees as a way of continuing to provide programs in times of declining revenues. It is not uncommon for policy bodies to require cost recovery of 50% or more.

**Table A-3: Recreation Department Revenue and Expense Data**

<table>
<thead>
<tr>
<th></th>
<th>Unaudited 2003/04</th>
<th>2002/03</th>
<th>2001/02</th>
</tr>
</thead>
<tbody>
<tr>
<td>GF Expenses</td>
<td>2,098,903</td>
<td>2,024,117</td>
<td>1,975,737</td>
</tr>
<tr>
<td>Total Recreation Expenses</td>
<td>1,965,524</td>
<td>1,965,524</td>
<td>1,965,524</td>
</tr>
<tr>
<td>Total Recreation Revenues</td>
<td>637,280</td>
<td>517,183</td>
<td>459,646</td>
</tr>
<tr>
<td>Net Recreation Expense</td>
<td>1,328,244</td>
<td>1,448,341</td>
<td>1,505,878</td>
</tr>
<tr>
<td>% Expenses Recovered</td>
<td>32%</td>
<td>26%</td>
<td>23%</td>
</tr>
</tbody>
</table>

**Recommendation A-9:** Assess current recreation user fees and policies and recommend adjustments as needed. While the Town has a long-standing practice that guides pricing decisions, it would be appropriate for the Board of Directors to have an opportunity to affirm or modify these policies.

The Department is fortunate to have professional staff who have, over the years, developed very effective working relationships. There is consistent verbal communication between program supervisors, and the Director. Division recreation supervisors indicate, however, that there is no regular written reporting mechanism to inform the assistant directors and director of program progress or goal attainment. Consistent written reports that are punctuated by verbal meetings are an integral piece of a quality management system.

**Recommendation A-10:** Develop a format for reporting program outcomes, accomplishments and issues. Regular reporting and the use of program level performance measures will facilitate work planning and the use of data to assess outcomes and the use of resources.
Recreation provides seasonal programming for senior citizens in addition to the programs and activities sponsored by the Senior Center. Currently, the Senior Center provides many programs and services to Manchester residents 60 years and older. Programming is varied and includes topics and activities that are related to general health, health care, general education, recreation and leisure services. As a result of the early retirement incentive, the Senior Center coordinator has recently retired and provides an opportunity for greater collaboration with Recreation.

The overall focus of Senior Center activities is social, health-related and recreation. While it is appropriate to retain oversight management of the Senior Center within the Human Services department, it also makes sense to partner with Recreation staff to achieve enhanced exercise and therapeutic program offerings. The changing demographics of the United States has played a major role in refocusing recreation and parks departments nationally on the unique needs of older adults.

**Recommendation B-3: (Repeated from Human Services): Transfer the senior activities coordinator position to the Recreation Department.** Essentially Human Services would “contract” with the Town’s Recreation Department to provide programs at the Senior Center. This position would continue to work at the Senior Center. However senior recreation programming would be carried out as a recreation function. Activities, scheduling, and facility programming would be done collaboratively between the Senior Center supervisor and the activities coordinator. While the senior activities coordinator position will be overseen by the Recreation Department, the activities budget should remain in the Senior Center budget.

Throughout this report Management Partners has referred to the department as the Department of Recreation. This may cause some confusion on the part of those who are familiar with calling the department, the Department of Parks and Recreation. In fact, while the Town Budget refers to the department as the Department of Recreation, the department letterhead, and even titles, reflect the use of Department of Parks and Recreation. The Town should clarify the name of the department and ensure consistent reference in publications and documents.

**Recommendation A-11: Clarify the name of the Department of Recreation.**
Conclusion

One of Manchester’s primary assets is the vast array of park and recreation amenities available to residents of the Town. Recreation provides high quality year-round programs and activities for all residents.

The structure of the organization is lean and is built around a small staff that is responsible for program design and oversight and facilities scheduling and coordination with programs and activities conducted and carried out by contract employees. This model allows the department to quickly respond to changing requests, as well as national and local recreation programming trends.

The recommendations contained in this report:

- Prompts Recreation staff to engage themselves in defining the future direction of recreation program and facility needs over the next five to ten years.
- Expands the programming responsibilities to include the Senior Center.
- Put systems in place that provide for a more systematic method of performance measurement and outcomes tracking.
- Strengthen and enhance the overall delivery of recreation services to Manchester residents.
B. HUMAN SERVICES

Background

The mission of the Human Services department is to “Promote the health and social well being of Manchester Residents.” To this end, the Human Services Department is comprised of four divisions each having a direct role and contribution to the department mission.

Human Services divisions include:

- Administration
- Health
- Elderly and Family Services
- Senior Center

Administration is comprised of the director, and executive assistant and a grants specialist. Each of these positions is full-time and funded through the Town General Fund budget. In addition to these positions, there are also staff persons associated with the various grant funded positions for human services and health related activities. Grant funds are summarized in Table B-2.

Administration is responsible for general oversight and management of department and division functions, and the planning and coordination of human service delivery to Manchester residents and businesses. The Administration Division is also responsible for collaborating with other Manchester agencies and organizations to address community health issues and emerging trends, school readiness and employment and training.

The Health Division is responsible for improving the personal health of Manchester residents, controlling the spread of communicable diseases, preventing illness, disability and premature death through programs addressing community health, environmental health, clinic services, the AIDS project and the Lead Abatement Project. The Lead Abatement Project is a federally funded and nationally recognized project dedicated to:
Providing aid and assistance to abate lead content in single and multi-family housing (up to seven units) and correct code violations

Educating the community about lead abatement and related problems

Providing free testing to eligible families (with children under the age of six years) in which lead poisoning is suspected

Since 1995 the Lead Abatement Program has made significant accomplishments in a concentrated approach to reduce lead level in older dwelling units in Manchester. Key accomplishments include abatement, code correction and energy conservation for 425 low-income housing units; screening of 383 children for hazardous lead levels, lead education to over 10,000 citizens, and lead safety training to over 200 housing providers. In 1999, the program was awarded a HUD best practice award for program innovation, production within budget, management and quality construction.

The community health program of the Health Division is devoted to employee and community wellness initiatives, including school age children, and monitoring and conducting investigations of reportable disease outbreaks. Human Services Administration staff also collaborates with other agencies and contract service providers to deliver a variety of health-related services to the Town residents including: home nursing, dental services, mental health service, community health education, emergency medical, and other preventive health services.

Staff of the environmental health program review, monitor and license activities that are related to the physical environment such as ensuring safe food, water and air for use and consumption. Environmental staff is also responsible for the periodic review and inspection of restaurants, as well as review and approval of waste disposal systems.

Clinic services staff provides geriatric services to Manchester residents ages 60 years and older, in addition to health screening and health/wellness promotion activities such as flu shots and vaccines to identify high risk populations. Case management services are also provided where necessary for individuals in target populations. The AIDS project provides staffing and community-wide educational programs to combat the spread of AIDS.

Staff of the Elderly and Family Services Division provides case management, outreach, advocacy, information referral and a host of social services to Manchester residents 60 years of age and older, in addition to families, individuals and persons with disabilities.
Elderly and Family Services is staffed by case managers with a background in social work who manage cases and provide social work services at the Weiss Center and the Senior Center. One and one half FTE serve as a court-appointed conservators of estates and persons assigned by Probate Court. Elderly and Family Services staff provides informal and referral and case management services to families (with and without children), seniors, disabled persons and individuals.

The Senior Center Division provides social, recreational, therapeutic, health and educational services to Manchester seniors who are 60 years of age and older at the Manchester Senior Center. The Center provides the opportunity for seniors to socialize and interact with other older adults from the community. The Center is open Monday through Friday, three evenings per week and Saturdays (except during the summer months), and provides meals daily to members at the center and home-delivered meals to the frail elderly. They also provide classes, health focused clinics, shopping trips, transportation services and programs designed to meet the needs of seniors.

**Budget and Staffing**

The budget and staffing for Human Services is summarized in Table B-1 below.

<table>
<thead>
<tr>
<th>Human Services Administration</th>
<th>Health</th>
<th>Elderly and Family Services</th>
<th>Senior Citizens Center</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>2003-04</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>801,325</td>
<td>658,335</td>
<td>367,212</td>
<td>547,229</td>
<td>2,374,101</td>
</tr>
<tr>
<td><strong>2004-05</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>773,021</td>
<td>685,481</td>
<td>378,058</td>
<td>581,785</td>
<td>2,418,345</td>
</tr>
<tr>
<td><strong>2003-04 to 2004-05</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Budget Difference</strong></td>
<td>-3.5%</td>
<td>4.1%</td>
<td>3.0%</td>
<td>6.3%</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td><strong>1.9%</strong></td>
</tr>
</tbody>
</table>

Over the last two years the overall department general fund budget has remained stable, with decreases in administration offset by modest increases in health, elderly and family services and the senior center.

Human Services also obtains grants for health and human services programs. Grant funds for programs in 2005 will total in excess of $2.8 million.

Table B-2 details total current inventory of Department grant funds by type and amount. Grants for human services and health programs for a period that extends from 2002 to 2005 total $2,882,222. Human Services grants
make up 51% of total funds, while health department grant funds make up 49% of total grant funds.

**Table B-2: Human Services Department Grant Funds**

<table>
<thead>
<tr>
<th>Human Services Grant Funds</th>
<th>Amount</th>
<th>Grant Source</th>
<th>Year(s)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Manchester Early Learning Opportunities (MELO)</td>
<td>591,410</td>
<td></td>
<td>2002 - 04</td>
</tr>
<tr>
<td>Graustein Memorial Fund-Early Childhood Discovery Initiative (Includes $4,445 carryover)</td>
<td>39,445</td>
<td></td>
<td>2004</td>
</tr>
<tr>
<td>Certified Nurses Aid Training Program</td>
<td>50,000</td>
<td>Capital Workforce Partners</td>
<td>2003-04</td>
</tr>
<tr>
<td>Certified Nurses Aid Training Program</td>
<td>22,800</td>
<td>Capital Workforce Carryover</td>
<td>2003-04</td>
</tr>
<tr>
<td>Certified Nurses Aid Training Program</td>
<td>30,300</td>
<td>CDBG</td>
<td>2003-04</td>
</tr>
<tr>
<td></td>
<td>10,000</td>
<td>Manchester Housing Authority</td>
<td>2003-04</td>
</tr>
<tr>
<td>Certified Nurses Aid Training Program</td>
<td>7,000</td>
<td>Savings Bank of Manchester</td>
<td></td>
</tr>
<tr>
<td>School Readiness Program</td>
<td>100,000</td>
<td>State Dept. of Education</td>
<td>2003-04</td>
</tr>
<tr>
<td>Manchester Early Learning Day Center (MELC) - Day Care</td>
<td>290,495</td>
<td>Dept. of Social Services</td>
<td>2004</td>
</tr>
<tr>
<td>Federal Emergency Management Agency energy Assistance</td>
<td>3,437</td>
<td>FEMA</td>
<td>2003-04</td>
</tr>
<tr>
<td>Hartford Foundation for Public Giving (Frail Elderly, Sat. Programs, Social Worker, Nurse)</td>
<td>135,000</td>
<td>Connecticut Department of Public Health</td>
<td>2001-04</td>
</tr>
<tr>
<td>Dial-A-Ride</td>
<td>13,839</td>
<td></td>
<td>2003-04</td>
</tr>
<tr>
<td>State Administered General Aid (SAGA)</td>
<td>46,434</td>
<td></td>
<td>2003-04</td>
</tr>
<tr>
<td><strong>Human Services Subtotal</strong></td>
<td><strong>1,474,836</strong></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**Table: Health Department Grants**

<table>
<thead>
<tr>
<th>Health Department Grants</th>
<th>Amount</th>
<th>Grant Source</th>
<th>Year(s)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Asthma Program</td>
<td>85,892</td>
<td>Connecticut Children's Medical Center</td>
<td>2003-04</td>
</tr>
<tr>
<td>Bioterrism Program</td>
<td>86,960</td>
<td>Connecticut Department of Public Health</td>
<td>2003-04</td>
</tr>
<tr>
<td>Diabetes Program</td>
<td>10,375</td>
<td>Connecticut Department of Public Health</td>
<td>2003-04</td>
</tr>
<tr>
<td>Lead Action Program (Round 7 Extension)</td>
<td>1,000,000</td>
<td>U.S. Department of Housing &amp; Urban Development</td>
<td>Thru 7/31/2004</td>
</tr>
<tr>
<td>Nutrition Fitness Lifestyle Initiative</td>
<td>5,000</td>
<td>New Alliance Bank of Manchester</td>
<td></td>
</tr>
<tr>
<td>Per Capita Grant</td>
<td>51,719</td>
<td>Connecticut Department of Public Health</td>
<td>2004-05</td>
</tr>
<tr>
<td>Ryan White Title I Grant</td>
<td>227,713</td>
<td>City of Hartford, CT</td>
<td>2004-05</td>
</tr>
<tr>
<td><strong>Health Department Subtotal</strong></td>
<td><strong>1,467,659</strong></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**Grand Total Human Services and Health Dept. Grants**

**2,942,495**
Staffing for the department totals 51 positions (full and part-time), of which 38 are general funded positions and 13 are grant-funded positions, as shown in Table B-3.

**Table B-3: Human Services Staffing by Division**

<table>
<thead>
<tr>
<th>Human Services Budget</th>
<th>Administration</th>
<th>Health</th>
<th>Elderly and Family Services</th>
<th>Senior Citizens Center</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>General Fund</td>
<td>3</td>
<td>7</td>
<td>10</td>
<td>18</td>
<td>38</td>
</tr>
<tr>
<td>Grant Fund</td>
<td>5</td>
<td>8</td>
<td></td>
<td></td>
<td>13</td>
</tr>
<tr>
<td><strong>Total Positions</strong></td>
<td><strong>8</strong></td>
<td><strong>15</strong></td>
<td><strong>10</strong></td>
<td><strong>18</strong></td>
<td><strong>51</strong></td>
</tr>
<tr>
<td>No. of Full-time</td>
<td>6</td>
<td>11</td>
<td>3</td>
<td>6</td>
<td>26</td>
</tr>
<tr>
<td>No. of Part-time</td>
<td>2</td>
<td>4</td>
<td>7</td>
<td>12</td>
<td>25</td>
</tr>
</tbody>
</table>

The reporting structure for the Human Services department and divisions is represented in the organization chart (Figure B-1) below.
Analysis and Recommendations

Department Wide

The Town of Manchester recently implemented an early retirement incentive option. The incentive allows persons in the defined benefit pension plan who are eligible to retire on or before July 1, 2006 to elect retirement with enhanced benefit options. The incentive provides three credit years of service for the purpose of benefit accrual.

Early retirement will result in a total decreased payroll for the Town as a result of eliminating positions or reduced salaries. The other outcome of this incentive will be the loss of key department staff. In the case of Human Services, the impact of early retirement will have significant impact throughout the department. Table B-4 below summarizes the divisions and positions affected by early retirement.

**TABLE B-4: POSITIONS IMPACTED BY EARLY RETIREMENT**

<table>
<thead>
<tr>
<th>Division</th>
<th>Position</th>
<th>Authorized Positions</th>
</tr>
</thead>
<tbody>
<tr>
<td>Administration</td>
<td>Director</td>
<td>1</td>
</tr>
<tr>
<td>Community Health Services</td>
<td>Community Health Nurse</td>
<td>1</td>
</tr>
<tr>
<td>Senior Center</td>
<td>Senior Center Supervisor</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>Senior Activities Coordinator</td>
<td>1</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td></td>
<td><strong>4</strong></td>
</tr>
</tbody>
</table>

The early retirement incentive will impact three of four of the divisions, including key management positions. Therefore an effective transition and timely hiring of new staff is critical to maintaining effective service delivery. The loss of personnel also provides an opportunity to evaluate the organizational structure to ensure that the department is optimally organized. The Director of Human Services and the Senior Activities Coordinator have already retired under this program. The community health nurse will be retiring within the next three to six months. The Senior Center Supervisor position will be vacated effective 9/1/2004.

**Recommendation B-1: Implement a transition plan and a schedule for filling key positions.** It will be critical to determine backfill staffing arrangements as well as the timing for hiring for positions that will be filled. At present, the recently retired director is working part-time, and two part-time senior center staff are coordinating the senior activities. Filling the director's position is a top priority. The position should be advertised and filled within the next 90 days.
Recommended organization and staffing is discussed in recommendation B-2 below.

The current structure of the organization of the department, shown above in Figure B-1 illustrates a department that operates under the direction of the director of human services and consists of four divisions:

- Administration
- Health
- Elderly and Family Services
- Senior Center

The pending retirement of the supervisor of the senior center provides an opportunity to align the programs and services of the Elderly and Family Services Division with the Senior Center.

**Recommendation B-2: Combine the divisions of Elderly and Family Services and the Senior Center.** The new division will be called Elderly/Family Services and Senior Center. Combining the two divisions would allow the Senior Center Supervisor to be eliminated upon retirement. There are currently two part-time positions that have been used to under-fill a full-time case management supervisor position in Elderly and Family Services. Management Partners recommends that each of these positions be made full time. One will become the program manager for what could be called Senior, Adult and Family Services. This individual will be physically located at the Senior Center and be responsible for supervising that function, in addition to Elderly and Family Services programming. The second position would be the Case Management Supervisor for elderly and family services and be located at the Weiss Center. This person will provide daily supervision to the Elderly and Family Caseworkers as well as the Conservators.

The salary range for full time case management supervisors is $49,690 to $77,013. This salary is commensurate with that of the senior center supervisor. The position, which would manage this division, should be in a salary range somewhat higher than the Case Management Supervisor. Since two part-time staff persons currently occupy the case management supervisor position and there is a pending vacancy in the senior center supervisor position, fully staffing both positions neither produces the need for additional staff, nor significant additional funding.

The Senior Center provides many programs and services to Manchester residents 60 years and older. Programming is varied and includes topics and activities that are related to general health, health care, general education,
recreation and leisure services. The overall focus of Center activities is social, health-related and recreation. While it is appropriate to retain oversight management of the Senior Center within the Human Services Department, it also makes sense to partner with the Recreation Department to achieve enhanced exercise and therapeutic program offerings. Essentially Human Services would be “contracting” with the Town’s Recreation Department to provide programs at the Senior Center. The changing demographics of the United States has played a major role in refocusing recreation and parks department nationally on the unique needs of older adults.

**Recommendation B-3: Transfer the senior activities coordinator position to the Recreation Department.** This position would continue to work at the Senior Center. However senior recreation programming would be carried out as a recreation function under the title Recreation Specialist. Activities and scheduling would be done collaboratively between the new Director and the recreation specialist. While the recreation specialist position will be overseen by the Recreation Department, the activities budget should remain in the Senior Center budget. Over time a savings may be realized that comes from Recreation programming that replaces activities currently carried by part-time staff.

Division managers and program managers report that no reporting mechanism is being used to regularly inform the director about important issues and program outcomes.

**Recommendation B-4: Develop a format for reporting program outcomes, accomplishments and issues.** Regular reporting and the use of program level performance measures will facilitate work planning and the use of data to assess outcomes and the use of resources.

The community grants specialist position is responsible for identifying, initiating and preparing grants for a broad spectrum of programs and services, and assisting Town staff with a variety of technical assistance needs for grant development. While this position was designed to develop grants for the Town organization as well as determine emerging and unmet need areas in the community, efforts have been focused solely on human services and health. A corporate position should be aligned with other central organizational services.
Recommendation B-5: Transfer the community grants specialist position to the Department of Administrative Services. Moving this position will allow for and promote a corporate-wide grants initiative. Since many of the grant funds received by the Town are for Human Services it is anticipated that a considerable amount of staff time will continue to be devoted to this area. While other departments have been reluctant to access this resource it will be necessary to clearly articulate an organization-wide role and function of the position.

With retirement of the Human Services director and transfer of the grants coordinator, the School Readiness Programs and MELO (Manchester Learning Opportunities) Project and Center grants will not be staffed or managed. Currently the former director of Human Services serves as the chair of the School Readiness Council and oversees the grant. Additionally, the community grants coordinator oversees the MELO grant and the early Childhood Discovery Initiative. These grants represent a total funding of $1,021,350 as detailed in Table B-5 below.

**TABLE B-5: HUMAN SERVICES GRANTS**

<table>
<thead>
<tr>
<th>Grant Description</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>Manchester Early Learning Opportunities (MELO) Project</td>
<td>$591,419</td>
</tr>
<tr>
<td>Manchester Early Learning Center (MELC) Day Care</td>
<td>$290,495</td>
</tr>
<tr>
<td>School Readiness</td>
<td>$100,000</td>
</tr>
<tr>
<td>Early Childhood Discovery Initiative</td>
<td>$39,445</td>
</tr>
<tr>
<td><strong>Total Grants</strong></td>
<td><strong>$1,021,350</strong></td>
</tr>
</tbody>
</table>

The community is served by a Youth Services Bureau that has a direct reporting relationship with the General Manager. In analyzing the functions, the Youth Bureau serves for the organization and the community, Management Partners recommends that grant programs should be aligned with that position.

Recommendation B-6: Transfer oversight and responsibility for the School Readiness and Early Childhood Discovery grants and MELO project to the Youth Services Bureau. The Youth Services Bureau has a mission of being community-based and providing a variety of no-cost programs and services using a personal approach, facilitated by dedicated staff for the purpose of helping to develop responsible individuals who make positive contributions to the community. The Town should wait to implement this recommendation until a new Human Services director is hired, and then assess the skill set of that individual prior to implementing this change.
Health

The Division of Health is comprised of the following program areas:

- Community Health Services
- Environmental Health Services
- Clinic Services
- AIDS Project

Each program area addresses the overall responsibility of the division to improve personal health by controlling the spread of communicable diseases and preventing illness, disability and premature death. The division is also responsible for working toward enhancing environmental quality and protecting Manchester residents from environmental hazards.

The current structure of the Health Division has seven direct reports to the director. They include:

- Medical advisor (a contract employee)
- Senior administrative secretary
- Community health nurse
- Sanitarian
- Lead abatement project administrator
- Asthma project coordinator
- Emergency response technician

In addition to oversight and direction of senior program managers, the Health Director is responsible for monitoring and coordinating all health services and programs for the control of chronic disease, as well as environmental health services, the annual budget for the department and membership on community, and state and regional boards and commissions.

The community health nurse works closely with and under the direction of the Director of Health. This position is also responsible for investigating communicable disease reports, making referrals for home visits, developing and maintaining monitoring systems for community disease and causes of death. The community health nurse also assists in providing employee health services, pre-employment screening and review of worker compensation cases. The community health nurse supervises the clinic nurse. However, the position is also responsible for community and family health programs and services, early childhood and school age health issues.

Recommendation B-7: Assign the community health nurse the responsibility of supervising the lead action grant and the asthma program. This position should be reclassified to community health administrator and have increased programmatic and administrative responsibilities for a broader range of community health functions and programs.
The change in classification and duties should become effective at the time a new community health nurse is hired.

Manchester has recently implemented Municipal Information Systems software (MUNIS). MUNIS replaces an AS400 system and will facilitate efficiency in the use of financial and client data information for all health services and programs.

Many staff, including the community health nurse have received introductory training in the use of MUNIS. However, the community health nurse has existing client data and information files on the AS400 system that are confidential. Each of the confidential files, which number in the hundreds, must be converted from the old AS400 system to MUNIS. The community health nurse has been told that conversion of the client files will not be included in the MUNIS setup and will need to be completed by Health Division staff with support from IS staff.

**Recommendation B-8: Secure technical support and/or additional training from Information Services staff to support data/information conversion of confidential files.**
Without additional technical support it is likely that important data could be lost due to a lack of technical expertise or insufficient training of Human Services staff.

Staff of the Environmental Health program are currently using the GOVERN system to track inspections and to schedule and record restaurant inspections. For restaurant inspections, the GOVERN system is used to record scores, inspection date(s), the status of critical items and follow-up inspection dates. While GOVERN is used for some functions of the program it is by no means fully functional. The intent is to use GOVERN for all Environmental Health functions, however initial use of the software has revealed that the notes function of the software is particularly difficult to use resulting in notes that are documented and filed separately from the GOVERN file. Additionally, the generation of reports has been a problem due to limited training and technical support in the use of Crystal Reports. Eventually all Environmental Health staff will be expected to use GOVERN for inspections and septic reviews and permit issuance.

**Recommendation B-9: Obtain adequate training and technical support to ensure proper and efficient use of the GOVERN software.**
The Town of Manchester enforces Section 19-13B of the State of Connecticut Public Health Code which indicates that class 3 and class 4 restaurants must have at least one qualified food operator (QFO) on site for at least 30 or more hours per week. The Town sanitarian provides training to food service operators for the purpose of obtaining temporary food licenses, as well as for issuing annual restaurant licenses. While more frequent training intervals are needed, the Town ordinance does not address training for food service workers.

**Recommendation B-10:** Modify relevant Town ordinances to address periodic training for each food service classification. A codified training schedule tied to annual license renewal or temporary permit issuance for each of the four food service classifications will ensure compliance with specified food handling and safety training requirements.

**Elderly and Family Services**

Staff of this division serves both families and individual clients providing case management, information and referral, and conservator oversight. For the past fiscal year (2003-04) Elderly and Family Services social workers have managed an average of 241 active cases per month. During the fiscal year staff provided an average of 672 units of services per month in the form of home visits, field visits and other forms of contact. Conservator contacts on behalf of the court included an average of 588 units of service per month for the 2003-04 fiscal year.

Table B-6 below provides additional data about Elderly and Family Services contacts. For the 2003-04 fiscal year the caseload was comprised of:

- Social work cases for the elderly 72%
- Social work cases for the disabled 14%
- Services to families with minor children 11%
- Services to all other adults 3%

**Table B-6: 2003-2004 Elderly and Family Services Data**

<table>
<thead>
<tr>
<th>Data Type</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Social Work Units</td>
<td>8,065</td>
</tr>
<tr>
<td>Information and Referral Units</td>
<td>2,554</td>
</tr>
<tr>
<td>Conservator Units</td>
<td>7,056</td>
</tr>
<tr>
<td>Total Units</td>
<td>17,675</td>
</tr>
<tr>
<td>Average Active Social Work Caseload</td>
<td>241</td>
</tr>
<tr>
<td>Average Conservator Caseload</td>
<td>45</td>
</tr>
<tr>
<td>Unduplicated Persons Served</td>
<td>1,911</td>
</tr>
</tbody>
</table>
During Management Partners’ employee focus groups, employees from this division commented about the lack of space and privacy for conducting client meetings. Office noise was also noted as a problem. All visitors to the Family and Elderly Services Office should have the opportunity to speak with social workers and other office staff in a setting that ensures privacy and confidentiality.

**Recommendation B-11:** Dedicate a private meeting room to use when meeting with clients and visitors. Due to issues of confidentiality and the nature of issues addressed in this office, a private meeting room is warranted.

**Recommendation B-12:** Merge Elderly and Family Services and the Senior Center. (See Recommendation B-2 above)

The proposed organization chart incorporating the recommended changes in staffing and oversight are shown on the following page in Figure B-2.

**FIGURE B-2: HUMAN SERVICES DEPARTMENT PROPOSED ORGANIZATION CHART**
**Senior Center**

The Senior Center provides a wide variety of services and programs for Manchester residents 60 years of age and older. The Center also hosts programs and activities at Manchester community sites three days a week. Off-site programs are provided for persons 60 years of age and older who are residents of the Town and are held at locations outside of the Senior Center. They include recreational and leisure programs such as the breakfast club and various recreation, crafts and arts activities through the Senior Circle. Many of these activities are developed and programmed by a full-time senior activities coordinator. This position was vacated in June of this year due to the early retirement option.

**Recommendation B-13:** Work with the Directors of Recreation and Human Resources to transfer the senior activities coordinator position to the Recreation Department. *(Implement in conjunction with Recommendation B-3.)*

**Recommendation B-14:** Undertake a planning process and seek the input of the Senior Advisory Committee in the development of enhanced senior recreation and therapeutic recreation activities for the frail elderly. *(Implement in conjunction with Recommendation B-13)* The identification and development of enhanced senior recreation offerings should be the result of a planning process that assesses the needs of Senior Center users as well as programming trends and best practices applicable to Manchester residents.

There are a variety of cash transactions that occur daily at the Senior Center and five non-general fund accounts for Center activities are in place. These accounts are the repository for participant cash receipts to purchase activity and membership cards, meal tickets, and pay for classes and activities.

Two accounts, the Diner’s Club and Activity Account are actively monitored and maintained and there is little evidence that any other cash handling procedures are in place. In the recent past, the division experienced internal cash handling problems and worked with staff from the Finance Department to improve cash handling within the Center. However, at present there is no employee at the Senior Center who has adequate accounting background or training to track and monitor daily cash transactions.

For the past year, a Senior Center volunteer and former employee of the Manchester Finance Department has assumed accounting functions for two of the five accounts. This individual has made a significant contribution to the Center. Receipts and accounting functions for the other three accounts are not being monitored or maintained. This is a critical function that requires appropriate staffing.
Recommendation B-15: Transfer responsibility for the bookkeeping and accounting functions of the Senior Center to one of the existing clerical assistant positions.

The Town should change the clerical assistant position title to the existing job classification of account associate. This position will be responsible for maintaining each of the five existing non-general fund accounts, as well as for ensuring proper cash handling procedures and separation of duties in the collection and deposit of funds. The starting salary range for this position is only $1,300 higher than the starting salary range for the clerical assistant title.

The Senior Center provides meals to members through the Diner’s Club. Individual meals are priced at $1.75 per meal or $17.50 for a meal ticket for 11 meals. Food for the meal program is entirely supported through lunch/meal proceeds. However, the funding for staff for the operation (1 part-time cook, 1 part-time assistant cook and 1 part-time kitchen aide) is through the general fund. Manchester’s approach to providing meals for seniors is unique in that it is not supported with grants or other funding sources. While this approach allows the Town to restrict participation, it may not totally fulfill the need for senior meals among the residents of the Town.

There has been some discussion and thought on the part of the Senior Center Advisory Committee that the price of meals provided by the Senior Center should be increased, because the current rate of $1.75 per meal is not adequate to cover the cost. Based on information obtained from the volunteer bookkeeper, the revenues for meals for the prior ten-month period (September 2003 to June 2004) projected for the year suggest that a shortfall of approximately $2,230 will occur. However the current records are based on unverified meal ticket receipts from September through December. It has also been noted that because meal ticket sales are not monitored, there is no easy way to determine the value of unredeemed tickets.

Recommendation B-16: Establish 12-months of accurate data on meal ticket sales and receipts before determining the need to increase the price of a meal. The Senior Advisory Committee in conjunction with the reassigned clerical assistant (see Recommendation B-15) should reevaluate the need to increase meal prices after one year of complete and reliable data has been collected. This should be done as part of a larger effort to develop a strategy for utilization of Senior Center fund raising accounts.

Both the Senior Center and Elderly and Family Services provide services to Manchester seniors. Currently, service delivery is provided through two separate divisions of the department. With the pending retirement of the Director of Senior Services there is an opportunity to align and further enhance senior related programs and proactively extending case management as needed to senior center members. Merging the Senior Center with the Elderly and Family Services Division will promote greater
coordination of senior activities programming and a greater emphasis on information and referral and social services designed to meet the needs of Center clients.

**Recommendation B-17: Extend case management services to Senior Center clients as needed.** While this occurs now, combining the two divisions will facilitate opportunities for enhanced outreach and case management through this facility.

In 2003, a Senior Advisory Committee was appointed to advise and assist the Center supervisor and the General Manager in enhancing services, programs and activities at the Center. In theory, the Center supervisor and the Advisory Committee work collaboratively toward a shared vision and mission that is articulated in organization’s business plan. Unfortunately the current Supervisor and the Committee have not developed a collaborative relationship. The new Elderly and Family Services Director will need to work proactively with the Committee to ensure a more collaborative relationship than was enjoyed by the current Supervisor.

**Recommendation B-18: Implement a process of team building and board development with Senior Center Staff and Advisory Committee members.** Team building should be structured and facilitated in a way that promotes open dialogue with a goal of achieving a shared vision and process for collaborative interactions that is based on mutual respect. Key Senior Center employees, including the activities coordinator position, should participate in the team building process. One result of this process should be increased information sharing between Senior Center administration and the Advisory Committee.

SERVtracker software was recently implemented by the Elderly and Family Services Division. The software, specifically designed for senior service agency functions, allows for the collection, retention and management of client data including case notes and information including personal data, emergency contacts, medical information, and related information. The software also has modules that will allow for the reporting and tracking of recreation and program attendance data, nutritional information and related adult day care figures. RecWare is used by the Recreation Department and in a very limited manner for some Elderly and Family Services programs.

**Recommendation B-19: Install appropriate software for use in the Senior Center.** The use of SERVtracker and/or RecWare will allow for a method of data collection and reporting in support of the new division of Elderly/Family Services and the Senior Center and associated programs and activities.
Implementation of Recommendations B-2 (combining divisions), Recommendation B-14 (enhanced senior recreation activities) and B-15 (closer monitoring of cash handling) strongly suggests a renewed management philosophy and organizational approach to programming and service delivery at the Senior Center. These efforts should culminate in official recognition of the Center through the accreditation process.

Recommendation B-20: Achieve accreditation of the Senior Center from the National Institute of Senior Centers, a division of the National Council on Aging. Accreditation is the official recognition that a senior center is meeting its mission in a nationally accepted professional fashion. It is based on compliance with nine standards of senior center operations. The assessment questions and process are designed to help personnel measure process and procedures against national standards and strengthen overall program management. A comprehensive self-assessment process is used to prepare for peer review and National Accreditation determination. Accreditation is based on nine standards that are included as Attachment C.

Conclusion

The programs of the Human Services Department are vital to the health and well being of Manchester residents and businesses. Division services (health, elderly and family services and the senior center) to families, the disabled and elderly, health and wellness, bioterrorism and environmental health touch all sectors of the community.

The organizational review comes at a key time as current and pending retirements impact crucial positions within the department. The restructuring and other recommendations will allow the department staff to continue providing quality services to all sectors of the community within the resource constraints set by the Town board and the General Manager.
C. LIBRARY SERVICES

The Town of Manchester operates its own public library system, which is comprised of the main library, Mary Cheney Library, located at 586 Main Street and a branch, Whiton Memorial Library, located at 100 North Main Street. The Manchester Public Library (MPL) provides library services and programs to meet the informational, educational, and leisure time needs and interests of the community. The Cheney Library is open 64 hours per week with an additional 4 hours per week from January through March. The Whiton Memorial Library is open 50 hours per week and 58 hours per week during the winter.

The MPL operates with the following mission/vision statement that is used to guide library operations:

The Manchester Public Library provides books and other materials and services desired by community members in order to meet their needs for information, creative use of leisure time, and lifelong education. The library emphasizes individual service, especially to children. It serves as a focal point for interaction among the diverse residents of the community. The Manchester Public Library is among the most efficient and cost-effective public libraries.

Management Partners conducted interviews and toured the facilities with representatives from the MPL to examine operations and understand the organizational culture. Employees were interviewed in order to develop an understanding of how the library operates, what works well, and where employees see opportunities for improvement. Library documents and policies were also analyzed.

Budget and Staffing

The adopted MPL Budget for 2004/2005 is $2,459,241. Of this total $1,953,839 is for personal services. The remaining $505,402 is divided between purchased services, supplies and materials. The total MPL collections budget (excluding gifts and private funds) was $244,800 in FY 2004. For 2004/2005 the collections budget was reduced to $206,800 reflecting a directive to reduce spending on video acquisitions, an issue which is discussed later in this report.
The MPL has an authorized staffing level of 28 permanent positions and 53 non-permanent positions. One position has been frozen, however, since December 2002, and the newly adopted budget anticipates freezing an additional Librarian I position when an incumbent retires in January 2005. The permanent employees are all full-time with the exception of one technician. Only 3 of the 27 permanent employees are not in the union. The three individuals who are not in the union are the director, assistant director, and an administrative assistant. Union and non-union members are employed in supervisory positions at the library. Non-permanent employees are not members of the bargaining unit and are all part-time. Table C-1 summarizes the authorized and funded positions within the Library department.

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Library Director</td>
<td>1.0</td>
<td>1.0</td>
<td>1.0</td>
</tr>
<tr>
<td>Assistant Library Director</td>
<td>1.0</td>
<td>1.0</td>
<td>1.0</td>
</tr>
<tr>
<td>Administrative Assistant</td>
<td>1.0</td>
<td>1.0</td>
<td>1.0</td>
</tr>
<tr>
<td>Librarian II</td>
<td>3.0</td>
<td>3.0</td>
<td>3.0</td>
</tr>
<tr>
<td>Librarian I</td>
<td>10.0</td>
<td>9.0</td>
<td>8.0</td>
</tr>
<tr>
<td>Library Paraprofessional</td>
<td>1.0</td>
<td>1.0</td>
<td>1.0</td>
</tr>
<tr>
<td>Library Technician II</td>
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<td>2.0</td>
<td>2.0</td>
</tr>
<tr>
<td>Library Technician I</td>
<td>9.0</td>
<td>0.0</td>
<td>0.0</td>
</tr>
<tr>
<td>Total Regular Positions</td>
<td>28.0</td>
<td>27.0</td>
<td>26.0</td>
</tr>
</tbody>
</table>

Analysis and Recommendations

A thorough benchmark study of library operations in Connecticut laid a good foundation by which to evaluate operating procedures. Management Partners’ review of the MPL operations was then compared with best practices nationally and recommendations for improving aspects of the MPL were formed.

Nature and Composition of the Collections

Traditional measures of success are the circulation of the collections, library visits per capita, and program attendance. Using these measures, the MPL is doing very well. In fact, there has been an increase in programming of 23% and an increase in program attendance of 41% during the last five years. When one looks at total circulation compared with the circulation of the print collection, the MPL is doing much better than most public libraries in the state. Looking at other measures, however, like non-resident circulation per capita, adult books as a percent of total circulation, and video circulation as a percent of total circulation, the results raise issues for consideration. Table C-2 shows the benchmark comparisons of Manchester and nine other Connecticut public libraries.
### Table C-2: Public Library Benchmark Data

<table>
<thead>
<tr>
<th>Town</th>
<th>Non-Resident Circulation as a % of Total Circulation</th>
<th>Adult Books as a % of Total Circulation</th>
<th>Video Circulation as a % of Total Circulation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Fairfield</td>
<td>18%</td>
<td>61%</td>
<td>28%</td>
</tr>
<tr>
<td>Glastonbury</td>
<td>14%</td>
<td>46%</td>
<td>22%</td>
</tr>
<tr>
<td>Hamden</td>
<td>16%</td>
<td>64%</td>
<td>17%</td>
</tr>
<tr>
<td>Manchester</td>
<td>23%</td>
<td>48%</td>
<td>39%</td>
</tr>
<tr>
<td>Meriden</td>
<td>02%</td>
<td>43%</td>
<td>09%</td>
</tr>
<tr>
<td>Milford</td>
<td>08%</td>
<td>58%</td>
<td>15%</td>
</tr>
<tr>
<td>South Windsor</td>
<td>16%</td>
<td>53%</td>
<td>24%</td>
</tr>
<tr>
<td>Stratford</td>
<td>13%</td>
<td>53%</td>
<td>32%</td>
</tr>
<tr>
<td>West Hartford</td>
<td>14%</td>
<td>61%</td>
<td>28%</td>
</tr>
<tr>
<td>West Haven</td>
<td>04%</td>
<td>62%</td>
<td>15%</td>
</tr>
</tbody>
</table>

The non-resident circulation as a percentage of total circulation is at 23 percent for the MPL. This 23% figure is the highest non-resident circulation rate of all the benchmark towns with which the library has been compared. Meriden had the lowest percentage (2%), while the median non-resident circulation for all benchmark towns was 14%. The town nearest to the MPL in non-resident circulation is the Fairfield Public Library with a rate of 21%.

Patrons of the MPL borrow about 50,000 items per year from other libraries in the state, and the MPL lends 200,000 items per year to patrons from outside the Town. A 4:1 lending ratio is clearly out of balance and is a concern because many materials may not be available to residents when they are in need. With a pattern of non-resident use like this it is fair to ask whether the materials being selected and purchased are what the residents of the town really desire, or whether the materials are more suited for individuals in other areas of the state.

Another concern with the circulation of the MPL collections is the rate at which adult books are checked-out. Manchester has the second lowest adult books as a percent of total circulation of all the benchmark libraries surveyed. About 48% of the books being lent are adult books. This is low when compared to the median adult book circulation, which is 55.5% for the benchmark group. Further compounding the low percentage of adult books being circulated is the fact that the total number of adult books being loaned is down from five years ago. In FY 98/99 there were 227,514 adult books circulated and five years later in FY 02/03 there were about 9,745 fewer adult books checked out. This decline in adult book circulation represents a 4.3% decrease in use. For a number of reasons adults are not engaging the library in Manchester.
A success of the MPL is its high circulation rate of all materials and high per capita ratio of available material. It is of concern, however, that this high circulation rate is mainly being driven by an expansive video and DVD collection that has grown 51% in the last five years, while the total book and audio collection has had no significant change. Manchester has the highest video circulation as a percentage of total circulation of all the benchmark jurisdictions in the region at 39%. The benchmark towns had a median video circulation rate of 23% and the lowest benchmark town in the area only lent out 9% of its total circulation in videos. The average video/DVD goes out about every two weeks as compared with the average book that goes out about every 20 weeks at the MPL. Clearly the video/DVD circulation drives the numbers of the total collection turnover rate for Manchester. The number of videos and DVDs has caused concern among the library staff who have expressed that the collection is far too expansive.

The collections of the MPL are being well utilized with a turn-over rate that is up 19% in the last five years. This high rate of turn-over does not necessarily suggest that the residents of Manchester are obtaining a good value for their tax dollar at their public library. A considerable percentage of the use of the collections is mainly by children and people outside of town. One cannot help but wonder whether the attraction isn’t the explosive addition of popular video and DVD items to the collection in the last five years.

**Recommendation C-1: Establish a material selection policy that meets all of the aspects included in the mission statement.** A detailed book selection policy should be developed by the library administration, professional staff, and the library board members. A well developed selection policy would address the following:

1) Role of staff in acquisition selection and guidelines for the staff about choosing materials
2) Final acquisition selection authority
3) Subject areas in which the library collects materials
4) Kinds of materials collected for each subject
5) Which subject areas and formats are most important priorities
6) Scope statement for adult, teen, and children’s reference collections
7) Role of the public’s suggestions in acquisition selection
8) Handling of gifts to the library
9) Handling of patrons who object to materials in the collection and the library board’s role in dealing with complaints
Library Programs

It is clear that the MPL has a very strong set of programs and activities for children and families. Both during the academic year and in the summer there are lots of things going on. Programming for adults is less evident and averages around one program per month. While consistent with the current interpretation of the mission of the library, it should be of concern to the library board and the town.

The current menu of programs includes:

Children
- Story times – 14 per week, September through May; three drop-in preschool play groups per week during same period.
- Summer reading program June through August.
- Library staff visits every elementary school classroom in all public and parochial schools once during the school year.
- Family Place for birth through 36 months.
- Special program: music, storytellers, magicians.

Teens
- Chess Club at Whiton once a week.
- Teen nights, twice a month at Cheney.

Adults
- One book discussion group per month for the public plus one for employees.
- Summer reading program.

The library staff members, by their own admission, have concerns about the lack of adult and teen activities available. Concerns have been voiced that there is too heavy of an emphasis placed on children’s programming and that there needs to be more adult and teen programs. The mission statement for the library culls out children’s services specifically, which is laudable, but has served to justify de-emphasizing programs and services for other populations.

Recommendation C-2: Reassess library programming levels for adults and teens with input from the citizenry, staff, and the library board. Deciding on library programming levels is a policy issue that must be dealt with by the library board first and foremost. The board needs to define the importance of each program within the overall set of activities the library undertakes, which is linked to setting priorities and ultimately the funding levels needed for each priority. This process underscores the importance of having a programmatic budget for the library, which will be explained in further detail later in this report. A good way to get a feel for setting library priorities is through interaction with the community via focus groups.
or questionnaires. The question should be asked, “What programs would the townspeople like of the Library to provide?” Another source of information that is helpful in gaining an understanding of citizen priorities is through school librarians and local educational, social, and civic groups.

**Buildings**

Management Partners observed that the Cheney Library is clearly overcrowded and has serious space problems especially with regard to the main service desk and the children’s area. The branch library is also quite crowded. There is too much material on the floors of both buildings and this makes the space messy as well as a safety hazard. Manchester’s library space per capita is well below the median compared with the benchmark libraries in the region. As Table C-3 shows, the range of library space per capita for the benchmark towns is .65 to 1.29 square feet. The median square footage per capita is .86, while the MPL only boasts .70 square feet per resident.

<table>
<thead>
<tr>
<th>Town</th>
<th>Library Space</th>
</tr>
</thead>
<tbody>
<tr>
<td>Fairfield</td>
<td>1.18</td>
</tr>
<tr>
<td>Glastonbury</td>
<td>1.04</td>
</tr>
<tr>
<td>Hamden</td>
<td>0.98</td>
</tr>
<tr>
<td>Manchester</td>
<td>0.70</td>
</tr>
<tr>
<td>Meriden</td>
<td>0.99</td>
</tr>
<tr>
<td>Milford</td>
<td>0.73</td>
</tr>
<tr>
<td>South Windsor</td>
<td>1.29</td>
</tr>
<tr>
<td>Stratford</td>
<td>0.72</td>
</tr>
<tr>
<td>West Hartford</td>
<td>0.65</td>
</tr>
<tr>
<td>West Haven</td>
<td>0.69</td>
</tr>
</tbody>
</table>

Manchester took a step in the right direction by having a needs assessment done for the MPL in December 2003 by Aaron Cohen and Associates. The report does a good job of identifying space deficiencies. There is no disagreement from Management Partners with either the assessment of existing space or the calculations that show the library needs around 14,000 additional square feet to meet state standards. The finding in the report that indicates that the library needs to increase its space by another 25,000 square feet to meet program requirements in 2023 is unfounded. Cohen’s estimated space projection is based in large part on an exponential increase in the size of the collection. Collection size is based on population and the projection of population growth for the next 20 years is minimal for Manchester — from 54,740 to 56,230. The library currently exceeds the state standard for print collections of two
volumes per capita by having 3.1 volumes per capita. The state recommends a minimum of 14,917 non-print items and the library has more than double that amount. Both current print and non-print collections meet the 20 year projections. Public libraries do not need to keep increasing their collections if they weed out unused duplicates and low or non-use materials. Most public libraries are capping their collections either at the current level if they meet or exceed standards, or with whatever growth it takes to meet those standards. The bottom line is that Manchester needs a new or enlarged central library, but one of 40,000 GSF rather than 65,000 GSF.

**Recommendation C-3: Reexamine space needs assumptions before proceeding with plans for further expansion or renovation.** There are probably a few short-term improvements that could be made to improve the library space issues until a permanent fix is feasible, especially with regard to the Cheney circulation desk area. The department should pursue the “concierge plan” unveiled at the May 28 staff meeting as a short term solution. This plan will require a very detailed planning to make sure there is sufficient space for the changes necessary.

**Management and Staff Relations**

Historically there has been tension between management and staff at the MPL. The Town has made major strides towards improving this situation since taking over direct responsibility for managing the library. Many steps are available for the MPL to continue organizational change. Management and staff must have mutual respect to make these changes possible. Mechanisms for better communication and accountability need to be arranged with employees feeling that they have ownership in their development. The following recommendations relate directly to this issue, and it should be noted that the Director of Administrative Services is already pursuing many of these solutions with the Library Director. These efforts are applauded and should be continued.

**Recommendation C-4: Increase communication opportunities by implementing a routine schedule of staff meetings between management and library staff and within various divisions (Children’s, Reference, Branch, etc.) of the library.**

**Recommendation C-5: Develop staff meeting agendas for distribution in advance of each meeting and allow time for each item to be attended to thoroughly.**
Recommendation C-6: Design a system for employee input that will be verbally addressed at each staff meeting. The feedback process needs to ensure that the loop is closed and staff understand how their input was taken into consideration in making the final decision.

Recommendation C-7: Utilize an employee performance evaluation system for all staff. Employees should be evaluated regardless of tenure and eligibility for pay increases in order to ensure continuous high performance. The Library Director should work with the Administrative Services Director to develop an appropriate method for evaluating Library staff.

Recommendation C-8: Implement an employee recognition program that is used consistently. Employee recognition would fit in well at annual staff meetings and will serve to recognize the efforts of the hard-working staff of the library.

Recommendation C-9: Require management training. Management performance evaluations should include personal development plans that identify targeted areas for improvement.

Recommendation C-10: Distribute an informational memorandum or newsletter that addresses staff and management issues on a consistent basis.

Recommendation C-11: Vary management work scheduled to allow more coverage and communication between library staff and the Director and Assistant Director. Both the Library Director and Assistant Director currently work “regular” office hours at the Library. Communications could be enhanced by ensuring that management is on site during as much of the hours the library is open to the public as possible by modifying the work schedules of the Director and Assistant Director.

Library Budget

Unlike most public library budgets, the MPL budget does not have specific allocations for books and media. They are simply lumped together under “children and adult.” Nor are there allocations for general or specific subject areas such as literature, arts, music, science, travel, and social science. Without a programmatic budget it is difficult to discern where funds are being allocated within the library. This presents a problem when setting priorities and funding levels for the library.
The library’s five year plan developed in 1998 has not been updated. It should be updated to reflect the priorities of the new library board, especially in light of the new governance model recently enacted. Without a budget that is linked to an annual operating plan or five-year strategic plan, the sense of direction for the library is lost.

**Recommendation C-12: Develop a programmatic budget that is linked to an annual operating plan and to a five-year strategic plan.**

The branch library and main library are currently budgeted together. Accounting for the two libraries separately will give management much more accurate and readily available information as to how efficient and effective the two libraries are operating on an independent basis.

**Recommendation C-13: Budget for the branch library separately from the main library.**

Manchester’s library budget is not proportionately balanced. Manchester is spending a lower proportion on books, periodicals, and media than most of the towns in the benchmark study. The median percentage of material expenditures in comparison to the total operating budget is 14.25%. As shown in Table C-4, Manchester is third from last in the benchmark group, spending only 10.3% of its total budget on material acquisition.

**TABLE C-4: LIBRARY MATERIAL EXPENDITURES**

<table>
<thead>
<tr>
<th>Town</th>
<th>Percent of Total Operating Expenditures</th>
<th>Expenditures Per Capita</th>
</tr>
</thead>
<tbody>
<tr>
<td>Fairfield</td>
<td>17.9%</td>
<td>$9.64</td>
</tr>
<tr>
<td>Glastonbury</td>
<td>14.8%</td>
<td>$6.46</td>
</tr>
<tr>
<td>Hamden</td>
<td>15.8%</td>
<td>$4.74</td>
</tr>
<tr>
<td><strong>Manchester</strong></td>
<td>10.3%</td>
<td><strong>$4.33</strong></td>
</tr>
<tr>
<td>Meriden</td>
<td>08.6%</td>
<td>$2.54</td>
</tr>
<tr>
<td>Milford</td>
<td>15.6%</td>
<td>$2.74</td>
</tr>
<tr>
<td>South Windsor</td>
<td>20.4%</td>
<td>$6.46</td>
</tr>
<tr>
<td>Stratford</td>
<td>08.5%</td>
<td>$3.83</td>
</tr>
<tr>
<td>West Hartford</td>
<td>13.7%</td>
<td>$6.88</td>
</tr>
<tr>
<td>West Haven</td>
<td>11.8%</td>
<td>$2.94</td>
</tr>
<tr>
<td><strong>Median</strong></td>
<td></td>
<td><strong>$4.54</strong></td>
</tr>
<tr>
<td><strong>Average</strong></td>
<td></td>
<td><strong>$5.06</strong></td>
</tr>
</tbody>
</table>

Not only is Manchester’s library budget off balance with regard to expenditures for its collection, it is also spending less on materials per resident than many of the other towns in the region. The median expenditure per capita for materials of all the benchmark towns is $4.54 for each resident with a $5.06 average. Manchester is spending below the median and the average with only $4.33 per resident going towards its
collection. It is important, however, to note that these figures and analysis do not take into consideration the use of private trust fund money to supplement material acquisition which, if considered, would likely significantly improve Manchester’s numbers.

**Recommendation C-14: Allocate more funds for material acquisition.** Finding funds for further material acquisition will be difficult, but Manchester should consider reallocating personnel expenses toward materials as positions become vacant. The Library Director should provide per-capita material expenditure data to the General Manager that includes the full amount allocated by utilizing private funds and the Town should consider that data before determining if and how much to increase material acquisitions by.

**Fines**

Fines serve several important roles for the library and its patrons. Most importantly, library patrons are deprived access to materials without an adequate fine schedule for overdue materials. The MPL currently charges $.15 per day for overdue adult books and media and $.01 for children’s materials (see Table C-5). Adult fines are slightly above the median for the fine schedules of the benchmark libraries in the region. The fines associated with children’s material are very low compared to the benchmark towns and probably do not serve to deter people from keeping materials out longer than they need to thus depriving others from access. Manchester’s policy of charging $1.00 for overdue videos is on par with other communities, and as such would be difficult to modify at this time. The Town may choose to consider becoming a pace-setter in this area and at least matching Glastonbury and Hamden fines of $2 per video, or even raise the amount to $2.50.

**TABLE C-5: OVERDUE FINES PER DAY**

<table>
<thead>
<tr>
<th>Town</th>
<th>Adult</th>
<th>Children</th>
<th>Video/DVD</th>
</tr>
</thead>
<tbody>
<tr>
<td>Fairfield</td>
<td>.10</td>
<td>.10</td>
<td>1.00</td>
</tr>
<tr>
<td>Glastonbury</td>
<td>.20</td>
<td>.20</td>
<td>2.00</td>
</tr>
<tr>
<td>Hamden</td>
<td>.10</td>
<td>.10</td>
<td>2.00</td>
</tr>
<tr>
<td>Manchester</td>
<td>.15</td>
<td>.01</td>
<td>1.00</td>
</tr>
<tr>
<td>Meriden</td>
<td>.10</td>
<td>.05</td>
<td>1.00</td>
</tr>
<tr>
<td>Milford</td>
<td>.10</td>
<td>.02</td>
<td>1.00</td>
</tr>
<tr>
<td>South Windsor</td>
<td>.05</td>
<td>.02</td>
<td>1.00</td>
</tr>
<tr>
<td>Stratford</td>
<td>.25</td>
<td>.10</td>
<td>1.00</td>
</tr>
<tr>
<td>West Hartford</td>
<td>.15</td>
<td>.15</td>
<td>0.15</td>
</tr>
<tr>
<td>West Haven</td>
<td>.10</td>
<td>.05</td>
<td>1.00</td>
</tr>
</tbody>
</table>
Recommendation C-15: Increase the fines associated with overdue children’s materials. Overdue fines for children’s material should be increased to $.10 per day at a minimum. Many libraries do not have a different fine schedule for children’s and adult material. This should be considered as well, especially with the amount of children who attend and check-out items from the MPL. National best practices show an upward progression in fees for all patrons to keep materials circulating fluidly. Manchester should strive to stay ahead of the curve for overdue fines even though the library is comparatively above the benchmark median for adult fees. A fee study should be conducted by the MPL on a regular basis that will aid the library in staying current and in line with best practices.

Lost Book Replacement Fees

Lost book replacement fees are important in keeping a library’s collection whole and to encourage responsible use of materials by library patrons. When the MPL bills for lost books, the Town places the revenue that the library receives back into the general fund. The processing fees and the cost of the item are collected and neither is used to aid the library in acquiring a replacement. This practice presents a problem when the library has to purchase another copy to replace the lost or stolen item.

<table>
<thead>
<tr>
<th>Town</th>
<th>Cost of Item</th>
<th>Processing Fee</th>
</tr>
</thead>
<tbody>
<tr>
<td>Glastonbury</td>
<td>X</td>
<td>$20 out of print</td>
</tr>
<tr>
<td>Hamden</td>
<td>X</td>
<td>$10</td>
</tr>
<tr>
<td>Manchester</td>
<td>X</td>
<td>$5</td>
</tr>
<tr>
<td>Milford</td>
<td>X</td>
<td>$8</td>
</tr>
<tr>
<td>South Windsor</td>
<td>X</td>
<td>$5</td>
</tr>
<tr>
<td>Stratford</td>
<td>X</td>
<td>$8</td>
</tr>
<tr>
<td>West Hartford</td>
<td>X</td>
<td>$5</td>
</tr>
</tbody>
</table>

Several benchmark libraries in the region that utilize processing fees charge more than the MPL, as noted in Table C-6. Lost or stolen items that are out of print are very difficult to find and may cost the library a significant amount of money to replace. Manchester should determine a method of charging patrons for the disappearance of out of print items in a similar manner to other libraries that place an added protection mechanism to guard their endangered collections.
Recommendation C-16: Increase the processing fee for lost items and create a revenue stream in the library budget for collected replacement fees. Use the funds to replace books that have been lost or stolen. Charging patrons a $5 processing fee plus the cost of the item to be replaced is not a sufficient protection policy for the library’s collection, especially in dealing with items that cannot be replaced. Best practice institutions charge $25 or more for processing fees and the MPL should look into a similar structure. This is another area where MPL could be a regional pace-setter.

Friends of the Library

There is currently ambiguity about the roles and responsibilities of the Friends of the Library organization. The group’s primary function seems to be running the annual book sale. Monetary gains from the book sale go into the Friends’ budget that is used to buy museum passes and other small items for both patrons and the library. There are many beneficial tasks a good Friends organization could complete for the MPL. The organization needs to be vitalized and embraced by the director as an important community resource.

Recommendation C-17: Develop a written agreement outlining the roles and responsibilities of the Friends of the Library. Most FOL organizations collect dues, maintain an association of persons interested in high-quality library services and books, aid in the attainment of cultural and educational opportunities, enhance the partnership between the library and the community, and act as an advocate for quality library services. Staff has suggested that the FOL would be an excellent source of aid for increasing the availability of adult programming that is currently lacking. Programming such as special interests and lectures could be held in the Steven Howroyal Program Room with financial support from the FOL.

Security

It seems that the idea of a new security system for MPL is a priority for the Director. Potential benefits such as self check-out do exist with the implementation of a new Radio Frequency Identification (RFID) security system, but there needs to be a better cost analysis to know the benefits as they compare with the costs of such a system. This is especially important with regard to the cost of placing targets in all currently owned materials and the acquisition of new equipment.
Recommendation C-18: Conduct a cost-benefit analysis of implementing a new RFID security system before moving forward with an acquisition. A great deal of publicity generally surrounds the implementation of an RFID security system and not all of the publicity is favorable. If the MPL secures the needed funding for a new system and decides to implement, many issues will need to be addressed. Concerns generally include privacy, security, and cost. The following is a list of actions that need to be taken before installing the RFID system:

1) Analyze and itemize all of the current costs associated with circulation – personnel, materials, security, and replacement of stolen or lost items.
2) Identify cost areas where an RFID system would improve the functionality and cost effectiveness of the process.
3) Develop a clear sense of all of the costs associated with an RFID system:
   a) Acquisition of the system
   b) Rearrangement of space, including furniture
   c) Purchase and installation of tags on the existing collection and on new material
4) Identify who will spearhead the system changeover
5) Compare the advantages and disadvantages of the several systems on the market.
6) Address privacy issues for patrons.
7) Clarify such operating issues as allowing self checkout, staff supervision, and what happens when an alarm is tripped.
8) Identify funding for the program.

Non-Users

A large percentage of people in Town neither visit nor borrow from the library. Manchester’s registration per capita is average compared to the benchmark towns in the region as noted in Table C-7. The range for registration per capita is .4 to 1.0. Manchester has a registration per capita of .5. Note that Fairfield is not a member of a consortium, and thus all library users (resident and non-resident) must have a Fairfield library card which skews their number. For the library to fulfill its mission and role in the community it is absolutely necessary to attract residents through the doors. Figuring out which demographic segments of the community are not using the facilities and why residents are not visiting the library is the first step in this process.
TABLE C-7: CITIZEN REGISTRATION

<table>
<thead>
<tr>
<th>Town</th>
<th>Registration per Capita</th>
</tr>
</thead>
<tbody>
<tr>
<td>Fairfield</td>
<td>1.00</td>
</tr>
<tr>
<td>Glastonbury</td>
<td>0.50</td>
</tr>
<tr>
<td>Hamden</td>
<td>0.40</td>
</tr>
<tr>
<td>Manchester</td>
<td>0.50</td>
</tr>
<tr>
<td>Meriden</td>
<td>0.80</td>
</tr>
<tr>
<td>Milford</td>
<td>0.60</td>
</tr>
<tr>
<td>South Windsor</td>
<td>0.40</td>
</tr>
<tr>
<td>Stratford</td>
<td>0.60</td>
</tr>
<tr>
<td>West Hartford</td>
<td>0.50</td>
</tr>
<tr>
<td>West Haven</td>
<td>0.60</td>
</tr>
</tbody>
</table>

Recommendation C-19: Determine why non-cardholders do not utilize the library and what segments of the population are not making use of the facilities. The Town should include a question regarding library use in the annual survey to obtain an understanding of why people are or are not visiting the library. Additionally, the library already has the ability to conduct an analysis of visitors (and non-visitors). Library management should begin forming a statistical summary outlining who is visiting the library, what days, and at what times. Discovering who is making use of the library and why will allow management to make key decisions about issues including, but not limited to, library hours, collection composition, programming, and staffing levels.

Conclusion

The Manchester Public Library needs to explore and evaluate current policies and determine if the current data are indications of success or indications of significant populations within the community being underserved by the current direction. The library has done well in areas where it has chosen to focus attention and resources but is becoming almost exclusively a dual purpose institution – children’s services and video loaning. That direction should be evaluated as a matter of policy and depending on the outcome, either reconfirm the direction or establish new goals for future performance and measures of success.
D. GENERAL GOVERNMENT

General Government includes the administrative functions of the Town, including the Board of Directors, Customer Service and Information Center, General Manager, Human Resources, Finance, Planning and Economic Development, Town Clerk, Registrar of Voters, Town Attorney, Probate Court, and Information Systems. The following General Government services were explicitly excluded from this review: Finance, Probate Court and Information Systems. The first series of analysis and recommendations are corporate in nature and span the organization, as well as any subsets of general government in particular. An overview of each function and discrete budget and staffing information is subsequently provided for each of the areas reviewed as part of this study.

Analysis and Recommendations

The Town of Manchester has benefited from strong, stable leadership for several decades. The General Manager was appointed in 2001, but has been with the organization since 1977. This longevity means that he is thoroughly familiar with the culture and service delivery performance of the government. Many Town department heads have also been with the Town for a long period of time and thus the entire organization benefits from this stability.

There are two types of work that are performed throughout the government during the year: programs/services and projects. Programs are the regular, repetitive services that the Town provides on a daily basis (e.g., keeping the streets in good repair, responding to calls for service, keeping the water and waste water flowing); the preponderance of the workforce is engaged in providing those services. Some services are provided directly to the residents or others in the Town (e.g., police, fire, streets, water and wastewater services); others are provided internally within the government to Town departments or agencies (e.g., legal, financial or human resource services).

Best practice jurisdictions have established measures of performance that track the efficiency and effectiveness of service delivery on a continuing basis for every Town program, year in and year out. Only through the use of such measures can policymakers, citizens and managers truly evaluate performance results. The Town does not currently have a system of tracking and recording performance measures because of the lack of data
or the lack of ability to extract data from existing systems. While it would be easier to implement a system of performance measurement if data were readily available, the Town should not allow this to stymie efforts to implement such a system.

**Recommendation D-1: Prepare performance measures for each program to measure the efficiency and effectiveness of the results achieved.** Performance measures should be established in a uniform system for all programs in the government (a program is a group of Town employees working together under a common supervisor to provide a basic, repetitive service). Once the system is established, performance data can then be collected over time.

The other type of work that is central to effective performance is project execution. A project is a unique, discrete element of work designed to improve service delivery or to improve some aspect of Town operations. It has its own separate plan of work with a schedule for completion and often with a separate budget. The key goals for accomplishment during the year are usually projects. Identifying the important projects and planning the work it will take to complete them effectively is essential to quality execution. The General Manager has instituted a system of project tracking. This is a key component of performance management and should be recognized as such.

To complete the picture of a quality performance management system, these program measures and project management information needs to be shared on a routine basis in two ways – via written reports and regular one-on-one meetings between managers and their subordinate staff. This combination of performance measurement, project management and explicit communication is “performance management” and is the infrastructure every high-performance organization needs to be accountable for service delivery.

**Recommendation D-2: Implement a performance management system.** Routine written communications between managers and subordinate staff need to summarize important information in four explicit categories (customer service, financial performance, operations and staff resources), in addition to the program measures and project management data. The written reports should be scheduled on a regular basis with the frequency of reports and meetings increasing as it cascades through various levels of the organization. For example, department heads should meet with the General Manager or his designee on at least a bi-monthly basis, but they should meet with their direct reports on a bi-weekly basis, and those division leaders should meet with their staff on a weekly basis.
Over a period of several years, most departments of the Town of Manchester completed a five-year business plan at the request of the Town Council. The business plan includes the department mission statement, goals and objectives, summary of personnel and an assessment of equipment and personnel needs. Having operational business plans is a recognized best practice and Manchester is to be commended for their foresight in this regard. To keep business plans relevant they should be updated on a regular basis.

**Recommendation D-3: Update department business plans.** The business plans should be updated annually and used in annual work planning.

1. **General Manager**

The General Manager's Office provides management services and coordination to ensure effective and efficient delivery of services consistent with the policy of the Board of Directors.

**Budget and Staffing**

The current budget for the General Manager's Office is $535,874. Of that total, $517,424 is for personnel cost and $18,450 is for other expenses.

There are 3.5 positions funded in the General Manager's Office. The authorized and funded position complement is shown in Table D-1.

<table>
<thead>
<tr>
<th>Position Title</th>
<th>Number of Authorized Positions</th>
</tr>
</thead>
<tbody>
<tr>
<td>General Manager</td>
<td>1.0</td>
</tr>
<tr>
<td>Executive Assistant</td>
<td>2.0</td>
</tr>
<tr>
<td>Director of Operations</td>
<td>0.5</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>3.5</strong></td>
</tr>
</tbody>
</table>

The Administrative Services Division is a unit in the General Manager's Office. Staff of that division is shown in Table D-2.
### TABLE D-2: ADMINISTRATIVE SERVICES DIVISION AUTHORIZED AND FUNDED PERSONNEL

<table>
<thead>
<tr>
<th>Position Title</th>
<th>Number of Authorized Positions</th>
</tr>
</thead>
<tbody>
<tr>
<td>Director of Administrative Services</td>
<td>1.0</td>
</tr>
<tr>
<td>Budget and Research Officer</td>
<td>1.0</td>
</tr>
<tr>
<td>Management Analyst</td>
<td>1.0</td>
</tr>
<tr>
<td>Human Resources Specialist</td>
<td>2.0</td>
</tr>
<tr>
<td>Human Resources Associate</td>
<td>2.0</td>
</tr>
<tr>
<td>Human Resources Technician</td>
<td>0.5</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>7.5</strong></td>
</tr>
</tbody>
</table>

### Analysis and Recommendations

The General Manager’s Office has recently undergone some reorganization with the creation of a Director of Administrative Services position. This sets the stage for follow-up organizational changes that will provide clearer reporting relationships, better coordination, better span of control, and improved accountability.

The General Manager has the following direct reporting relationships: Executive Assistant, Director of Operations, Director of Administrative Services, Public Works Director, Police Chief, Fire Chief, Water and Sewer Director, Recreation Director, Finance Director, Planning and Economic Development Director, and the Health and Human Services Director. Having twelve positions directly reporting to the General Manager exceeds the recommended span of control. Best practice is to limit the Chief Executive Officer’s span of control to six to ten direct reports.

The Director of Administrative Services has direct supervision of the Budget Office, Human Resources Department, Customer Service, and the Library. The Director of Administrative Services also carries the responsibility for being the Human Resources Director. This position should also take on responsibility for supervising support staff of the General Manager’s Office.

**Recommendation D-4:** Transfer responsibility for supervision of the General Manager Office’s support staff to the Director of Administrative Services. Supervision of the support staff function should also include improving the way the office is managed and workload distributed between all support positions within the General Manager’s Office. This includes three Executive Assistants (although the equivalent of 1 are actually budgeted for in other budgetary areas) and an Executive Assistant who provides primary support to the...
Finance Director (.5 FTE) and Budget and Research Officer (.5 FTE). Support needs to be provided to the General Manager, Town Board and professional positions within the General Manager’s Office. The Director of Administrative Services should ensure that assignments, productivity and capacity are closely monitored to fully utilize the capabilities of each employee. By combining support positions under a single manager who will dedicate time to managing the office function, there is an opportunity to achieve additional efficiencies and potentially reduce staff in future years. If a vacancy occurs in any of these three positions in the near future, the Town should hold the position vacant and assess the workload to see if the position is necessary.

The Director of Operations plays a key role in guiding the direction of the Department of Public Works. The Director of Operations also directly supervises two key functions, Sanitation and Facilities. The Director of Operations should also be utilized to provide day-to-day guidance and direction to the Recreation Department. The General Manager should assign day-to-day operational contact with the Public Works Department and Recreation Department to the Director of Operations. Making the operational link between Public Works (who maintains Parks) and Recreation (the key customer of Parks) will be beneficial to the organization.

Implementation of these recommendations would establish reporting relationships as depicted on the following organization chart.

**Figure D-1: Recommended Organization Chart—Direct Reports to the General Manager**
The Director of Administrative Services is physically located with the Human Resources Office staff in the basement of the Town Hall. In order to effectively manage the General Manager’s Office and access the General Manager, this position should be relocated to the General Manager’s Office suite.

**Recommendation D-5: Relocate the Administrative Services Director’s office space to the General Manager’s suite to enhance reporting relationships.**

Budget development is managed by the Administrative Services Director. Budget Office staff includes a Budget Officer and a Management Analyst. Annual operating budget preparation begins in October and the budget must be adopted by May 15. The 2004-05 operating budget for the Town is approximately $126.8 million of which approximately $80 million (63%) is for education. The Board of Directors approves the total budget and sets the tax rate. However, it seems that the education component of the operating budget lacks the transparency of the non-educational budget to the Board of Directors.

The fact that the tax rate is established by a body that does not have full access to information about proposed expenditures should be a cause for concern. While the mandates of state law have an impact as to the development of the education budget, it seems that improvements to the budget process can be made within that context. The Town Charter requires the Board of Education to submit a budget request in a format prescribed by the General Manager. State law also prescribes the format for appropriation of expenditures for education. It is possible to meet both requirements if the General Manager requires the Board of Education to submit its budget request in the same format as all other Town agencies. The Board of Directors would appropriate the education budget in the format required by state law. This simple step would render the education budget as transparent as every other department of the Town.

**Recommendation D-6: Meet with the School Superintendent to develop a mutually satisfactory arrangement for submitting the School Budget to the Town.**

The Budget Office has begun formalizing the Town’s capital budget process. However, at the time of this review, budget instructions and an overall process had not been initiated. This gives Manchester an opportunity to adopt best practices for capital budget development and administration.

**Recommendation D-7: Conduct a best practice survey for capital budget development and administration.** Organizations such as the International City/County Management Association and the Government Finance Officers Association (GFOA) can be a good source of
information about jurisdictions that have been recognized as using best practices in this area.

The Town’s budget document is a good source of information for residents and policy makers regarding Town services. A budget document should be a policy document, a financial plan, and an operations guide and communications device. The Government Finance Officers Association has developed a Distinguished Budget Award to recognize local governments whose budget document serves these four purposes well.

**Recommendation D-8: Prepare the annual budget using the GFOA check-list for the distinguished budget award as a guide.** This will enhance the usefulness of the Town’s budget document. The Town may also choose to set a goal of applying for and achieving this recognition with the 2006 budget document. A copy of the GFOA check-list has been provided as Attachment A to this report.

**Conclusion**

The General Manager’s Office reporting relationships with operating and staff agencies should be modified to provide better span of control, clearer reporting relationships, better coordination, and improved accountability. The recommendations contained in this section of the report will help to achieve those qualities.

Improvements recommended to the Town’s budget process will provide transparency as well as a means to evaluate organizational performance.

2. **Customer Service and Information Center**

The Citizens Services and Information Center is responsible for several functions related to customer service and public information. Staffing and operating the Customer Service Center which includes the citizen complaint and request for information system, is the most visible duty. Staff is responsible for developing printed and electronic material including brochures, reports, home page elements and audio-visual presentations regarding any and all aspects of Manchester government operations. This division also is responsible for generating public access slides for the Town’s government access programming, and provides general support to the General Manager’s Office and departments in developing information in response to inquiries from the Board of Directors.
Budget and Staffing

The current budget for the Citizens Services and Information Division is $170,730. The budget consists of $144,390 in personnel costs and $26,340 in other expenses.

There are two full-time positions in the division, a Customer Services Center Manager and a Customer Service Representative. The division is also authorized one part-time position for 19 hours a week and two part-time positions at 15 hours per week each. The 19 hour per week position is the Director of Citizen Services and Information.

Analysis and Recommendations

The Citizens Services and Information Division fulfills many roles in the organization. Most, but not all functions of the division are also carried out by some other organizational unit in the Manchester Town government. This organizational unit's reason for existence is to provide convenience to customers. When events such as tax payments or high volume licensing occur, the staff of this division is used to help process the work in order to reduce customer-waiting time. Thus, this is a value-added service that supports the operation and contributes to a culture of providing top-notch customer service to Manchester residents.

One of the primary functions of the division is to manage the system for tracking and answering citizen complaints and requests for information. The hardware and software being used for this purpose falls well short of the state-of-the-art. Division staff attempts to resolve complaints or answer questions. If that is not possible, an electronic form is used to document the matter and forward it to the appropriate party for resolution. The party to whom the matter is forwarded is then responsible for final disposition.

The best practice regarding complaint/inquiry management in local government is a closed loop system. Admittedly such systems are typically found in organizations much larger than the Town of Manchester where “311” call centers operate 24/7 to provide convenience to customers and reduce errant calls to 911 emergency communication systems. In such systems, complaints/inquiries are logged in and, if appropriate, a work order is generated electronically and routed to the appropriate agency for action. Standards for turn-around time are established for the various types of actions to be taken. Open action items are tracked on each agency's database and the complaint/inquiry is not closed until the agency has taken appropriate action. Performance against standards is tracked and reported at different levels of the organization, including at the corporate level. Analysis of complaints and inquiries is performed to determine patterns and trends. This information is used strategically in operations evaluations to detect the need to adjust operations, provide better public information, and/or improve training. System protocols usually entail a follow-up contact of some sort with the
individual customers to determine the degree of satisfaction with the service.

**Recommendation D-9:** Redesign the complaint/inquiry tracking system used by the Customer Service and Information Center to incorporate best practices as appropriate. At the very least, the system should track information about the types of complaints/inquiries being received to provide information about operational concerns.

Division staff reported that 58% of the users of their services are walk-in customers, 40% make phone contact, and 2% use electronic access. Staff reports an average of 160 contacts per day. An Excel spreadsheet program is used to track activity. Staff could not easily provide data on customer contacts that would be helpful in determining how the service could be improved, or operations made more efficient. A “contact” is not defined, and includes an individual walking in the front door of Town Hall and asking, “Where do I renew my dog license?”

This type of contact needs to be distinguished from customer contacts that require time and attention to resolve legitimate issues. In addition, the data point of an average 160 contacts per day is far too general to be meaningful. It is likely that if customer contacts were tracked by type of contact, date, and time of day, one would find that a significant number of contacts occur during three or four times of the year when there are seasonal activities such as tax payment, dog licensing, or pool pass events. Tracking contacts in this way would produce information that could lead to adjustment in staffing patterns and reduce the cost of service. For example, instead of investing in part-time staff for a given number of hours per week, it could be more economical to invest in temporary staff full-time for a given number of weeks per year.

**Recommendation D-10:** Define “contacts” and classifications of types of inquiries to be tracked by the Customer Service Center.

**Recommendation D-11:** Redesign the customer contact tracking system to provide more detailed information. A relational database program should be developed to track customer contact by how the contact was made, the reason for the contact, the date and time of the contact, the day of the week, the time duration and the number of customers waiting for service at the time of the contact.

One of the full-time personnel in the unit has resigned and the position is vacant. This would be the appropriate time to begin gathering the data described above in order to arrive at an informed decision regarding the appropriate staffing pattern for this service. It will be necessary to gather
the data over the course of a year in order to cover periods when cyclical events occur, such as tax payments. To retain maximum flexibility on staffing patterns, it is best to postpone replacing the person who has left until all the data has been collected and analyzed.

Recommendation D-12: Postpone filling the vacant position in the Customer Service Center until information on customer tracking has been analyzed.
Part-time and/or seasonal staff should be employed as necessary, or personnel from other agencies should be temporarily detailed to the center.

Forty percent of the customer contacts have been reported as phone calls. Yet the staff does not have telephone equipment appropriate for this number of calls. Equipment is available that will track such information as call abandonment rates (the number of callers who terminate the call due to waiting time). It would also be important to know the number of calls lost because there was no line available. Staff efficiency could be tracked by determining the average call duration. These are just a few examples of the types of information that should be tracked by an operation with a mission of managing complaints and inquiries.

Recommendation D-13: Analyze the cost and benefit of using a state-of-the-art telephone call tracking system for handling phone traffic.

A spreadsheet with results of a customer satisfaction survey was provided to Management Partners. The spreadsheet data was compiled from completed customer contact cards. Among the data points compiled is information on the Town agency contacted, the purpose, opinion of quality, and anecdotal comments. The data provides anecdotal insights into how customers experience interactions with the organization. The task is now to convert the spreadsheet data into information useful to various stakeholders. This will not be an easy task due to the structure of the data gathering tool and the software being used to aggregate the data, but it is not impossible. It would be good to see the service quality data stratified by agency and purpose of visit. Opinions on unsatisfactory quality should be disaggregated and comments read to determine whether any patterns exist.

Recommendation D-14: Analyze the customer satisfaction survey and report on the results. This could be a good project for a local university class looking for some project to conduct in association with classroom work.
Conclusion

The Customer Service and Information Center is providing a convenience for residents atypical in comparably sized communities. An important aspect of the division’s mission is complaint/inquiry management. However, the business process design and technological support being used for this purpose lags well behind current government practice in this regard. The recommendations made in this section of the report would help Manchester administrators determine the cost and benefits of moving the operation to a current best practices level. There are other information tracking systems that would have relatively insignificant one-time costs that could produce information that would be instructive as to the best ways to match the staffing curve to the demand curve.

3. Town Clerk

The Town Clerk is an elected official responsible for the operation of the Office of the Town Clerk. The Town Clerk has the following statutory responsibilities designated by Connecticut law:

- Recording of land records
- Administering all general and special elections within Manchester
- Maintaining vital statistics, including birth, death and marriage records within Manchester
- Serving as agent for all state and local licensing requirements
- Maintaining all public records as required by Connecticut law, and
- Overseeing Justices of the Peace within Manchester.

Budget and Staffing

The approved operating budget for the Town Clerk Office is $437,971. This is broken down into $382,471 for personnel cost and $55,500 for other expenses.

There are six full-time positions and three temporary positions authorized for this organization. The complement of authorized positions is shown in Table D-3.
### TABLE D-3: TOWN CLERK AUTHORIZED AND FUNDED PERSONNEL

<table>
<thead>
<tr>
<th>Position Title</th>
<th>Authorized Number of Positions</th>
</tr>
</thead>
<tbody>
<tr>
<td>Town Clerk</td>
<td>1</td>
</tr>
<tr>
<td>Assistant Town Clerk II</td>
<td>1</td>
</tr>
<tr>
<td>Assistant Town Clerk I</td>
<td>2</td>
</tr>
<tr>
<td>Land Records Clerk II</td>
<td>1</td>
</tr>
<tr>
<td>Land Records Clerk I</td>
<td>1</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>6</strong></td>
</tr>
</tbody>
</table>

### Analysis and Recommendations

The Town Clerk has recently installed technology that has reduced the labor and improved the customer service associated with recording of land records. As a result, land records users have electronic read-only access to files. Land records constitute the largest volume of work in this office, so it is an appropriate area for initial automation. The next evolution in the land records applications to improve customer service will be to make this information accessible over the internet.

**Recommendation D-15:** Develop a plan to make land records available on the internet.

Other operations of the Town Clerk are also appropriate for the application of technology to incorporate state-of-the-art practices for high quality customer service.

One opportunity for improving customer service and office efficiency is in issuance of marriage licenses. Several kiosks were installed for use of the land records data. With the development of an appropriate software system for this function, these kiosks could also be used for customers to complete marriage license applications.

**Recommendation D-16:** Provide a marriage license application capacity on the kiosks in the Town Clerk’s Office. This upgrade in technology should also be designed so that it is linked to the vital statistics data base module for marriage licenses and can generate reports that are required by state and local law. Such a system should reduce customer waiting time and reduce keyboarding by office staff. Manchester’s information technology staff could develop the software for this application. An additional kiosk and hardware would be needed. Total cost for the application is estimated to be less than $10,000, including the cost of staff time for development.
Another potential function that would benefit from a technology upgrade is in the area of death certificates. Currently, death certificates are completed by funeral home directors and mailed to the Town Clerk. In addition to filing the original certificate, office staff must enter data from the certificate into the vital statistics database. A system that would reduce the labor involved with this process is similar to systems that many police departments now use for tracking pawnshop activity. State-of-the-art pawnshop monitoring by police departments includes providing tracking software to pawnshops for daily downloading of buy and sell transactions. Pawnshops must use the software as a condition of licensing. The police department is relieved of the data entry burden, allowing it to focus attention on data analysis.

If the Town Clerk had a software program for death certificates to distribute to funeral homes and funeral homes were required to use the software as a condition of licensing, the labor associated with maintaining vital statistics would be reduced.

**Recommendation D-17: Provide death certificate software to funeral homes.** Funeral homes should be given the capability of submitting the death certificate information on-line. The software should be designed so that, after staff review, it can be automatically downloaded into the vital statistics database with the capability of automatically generating required state and local reports. The software should have the capacity for electronic signatures and seals. To the extent that hard copy certificates are needed, they can be printed by the Town Clerk. The final software design should involve staff of the Town Clerk and representatives from the funeral home industry. Manchester information technology staff could develop the software for this application. No additional hardware is necessary. The estimated cost for the application is less than $5,000 and consists of the staff time needed for software development.

**Recommendation D-18: Require use of death certificate software by funeral homes as a condition of licensing.** Police departments provide the software at no cost to the pawnshops since they are the primary beneficiary. The Town should consider the same approach with funeral homes.

Dog licensing is an activity that has extremely high volume that occurs in a very short 30-day window of time each year. The Town Clerk reports that during the dog licensing time period, the office is stretched beyond capacity physically and operationally. This is one of the activities for which the temporary office staff is deployed. A system with a different design and using state-of-the-art technology would vastly improve
customer service and likely eliminate the need for employing temporary office help. Since dog licensing is controlled by the State, it will be necessary to develop a system, incorporate the system into legislation, and seek approval of the legislature.

**Recommendation D-19: Draft legislation and seek a sponsor to redesign the business process for dog licensing to make it more customer-friendly and less labor intensive.** Changes that should be considered include making the license a two-year license with half the licenses issued one year and the other half the following year, and spreading the licensing over a 12 month period instead of concentrating the effort in a single month. The proposed modifications should include amendments to the fee schedule to reflect bi-annual licensing. Eventual implementation of this recommendation should eliminate the cost of temporary labor for this function. However, the specific amount of savings is not known since there is no readily available record of the associated temporary labor cost. The appropriate method for implementation would be for a consortium of town clerks to engage a software engineer to develop the software for eventual purchase by town clerks in the state. If this practice is followed, the estimated cost to purchase the software is less than $5,000. Town Clerk offices that already have internet capacity would not need additional software.

While some of the recommendations identified will help reduce the need for customers to come to the Town Clerk’s Office to transact business, the need will not be completely eliminated. The Town Clerk’s Office is not well suited for walk-in service, especially during events that generate a high volume of customer traffic. Management Partners observed that the office is running out of space for records retention.

One element of a solution to the first issue, poor customer service layout, is to reduce the need for customers to physically come to the clerk’s office to transact business. The preferred method of attaining this end is expanded use of e-business solutions that allow transactions on-line. Some of the more obvious solutions have been proposed above. However, there is need for a forward looking technology plan covering all aspects of the Town Clerk’s operation.

**Recommendation D-20: Develop a multi-year technology application plan for the Town Clerk’s Office.** The development of the plan will require the support of the Town’s information technology staff for the hardware and software solutions. However, the plan must begin with the vision that can only come from the Town Clerk staff developing familiarity with the leading edge and state-of-the-art uses of technology in their operating
environment. To develop this vision, the Town Clerk should be given the support for finding best practice jurisdictions and getting a first-hand orientation to their operations.

Even with the application of technology, the Town Clerk faces space capacity issues for records retention. The solution to this has its foundation in a detailed office space study.

**Recommendation D-21:** Conduct an office space needs analysis of the Town Clerk operations with a special focus on records retention.

**Conclusion**

The Town Clerk provides many services requiring business transactions with citizens of Manchester. Some new technology in the land records function is improving customer service and office efficiency. The Town was in the process of implementing a major technology enhancement at the on-set of this project – the MUNIS system. The implications of that installation, however, were not known at the time of this report. All areas of operations can also benefit customers and improve productivity through the application of technology. Actions to develop a plan for technology and office space would lead to better customer service and improved productivity.
4. Town Attorney

The Town Attorney provides legal services for the Town of Manchester including the Board of Directors and the Board of Education and all administrative agencies. All boards and commissions, including the Planning and Zoning Commission, Zoning Board of Appeals, and the Board of Tax Review, are represented by the Town Attorney.

Budget and Staffing

The current operating budget for the Town Attorney is $278,611 broken down into $246,228 in personnel costs and $32,383 in other expenses.

The Town Attorney is appointed by the Board of Directors and serves part-time on a stipend basis. There are also two other part-time attorneys on stipend, appointed by the Town Attorney, who represent the Town on various legal matters and perform legal research. There is also one full-time attorney on the Town staff who serves at the pleasure of the General Manager. This attorney provides all day-to-day legal counsel to the Town’s departments, except for the Board of Education. The staff attorney and part-time attorneys are all supported by an executive secretary. Labor relations counsel, bond counsel and pension system counsel services are each contracted out to law firms specializing in these matters.

Table D-5 shows the authorized positions for the Town Attorney’s Office.

**TABLE D-5: TOWN ATTORNEY’S OFFICE AUTHORIZED AND FUNDED POSITIONS**

<table>
<thead>
<tr>
<th>Position Title</th>
<th>Authorized Number of Positions</th>
</tr>
</thead>
<tbody>
<tr>
<td>Executive Assistant</td>
<td>1</td>
</tr>
<tr>
<td>Administrative Town Attorney</td>
<td>1</td>
</tr>
<tr>
<td>TOTAL REGULAR POSITIONS</td>
<td>2</td>
</tr>
<tr>
<td>Town Attorney</td>
<td>1</td>
</tr>
<tr>
<td>Assistant Town Attorney</td>
<td>2</td>
</tr>
<tr>
<td>TOTAL PART-TIME POSITIONS</td>
<td>3</td>
</tr>
</tbody>
</table>
Analysis and Recommendations

The non-educational general fund budget for the Town of Manchester is over $46.7 million. The budget for legal services through the Town Attorney’s Office for non-educational operations is $278,611, approximately six tenths of one percent of the Town’s non-educational budget. The allocation of resources for non-educational legal expenses would be considered very cost conscious by most local government standards.

The Town Charter specifies that the Town Attorney is to serve as legal counsel to the Board of Education. However, the Board of Education employs its own legal counsel, using the Town Attorney’s staff only for student expulsion cases and certain other selected matters, such as routine contracts with vendors. It also appears that the Town Attorney plays little, if any, role in rendering legal advice to the Board of Education on substantive issues that might have an impact on Town liability. Management Partners is not aware of any legal requirements mandating this distancing between the Board of Education and its Town Charter designated legal counsel. It would seem to be advantageous to the citizens if there were a collaborative relationship at work between the Board of Education and the Town Attorney in matters of legal importance.

Recommendation D-22: Develop a written service level agreement to provide legal counsel to the Board of Education. This does not suggest that every legal service should come through the Town Attorney. Nor does it recommend that the Town Attorney control the Board of Education’s budget for legal expenses. What it does advocate is that there be a written document that specifies the matters on which the Board of Education would consult with the Town Attorney. Appropriate items for consultation would be labor relations, civil suits and budget development for legal expenses.

The overall review of Town operations has produced a recommendation concerning use of outside legal counsel for labor relations. That recommendation is detailed in the Human Resources Department section of the report since that department receives the annual appropriation for this item. Irrespective of the locus of the appropriation for outside labor counsel, it is good management to involve the Town Attorney in the selection and monitoring of labor relations counsel, as is the practice in Manchester.
Conclusion

The Town Attorney’s Office provides legal counsel to the Board of Directors, General Manager, Town departments, and boards and commissions other than the Board of Education. It does so in a cost conscious manner that does not sacrifice quality.

5. Human Resources

The Human Resources Office is responsible for benefits administration, workers compensation, hiring, recruitment, training, grievances, labor relations, and employee contract negotiations. The Human Resources staff also coordinates production of Manchester’s Government Academy. The academy runs one night a week for a ten-week period two times a year. The purpose of the academy is to provide interested citizens an opportunity to “go behind the scene” of town services with presentations of issues and operating policies on many aspects of town operations. Government Academy graduates staff the new Town Government Office at the shopping mall. Graduates also attend a special budget meeting with the General Manager each year. There are over 120 graduates of the Government Academy and there is a waiting list for admission.

Human Resources staff also coordinates production of the Youth Government Academy which is presented in cooperation with Manchester Public Schools.

Budget and Staffing

The current operating budget for the Human Resources Department is $486,459 consisting of $340,809 in personnel costs and $145,650 in other expenses.

The authorized personnel complement for the Human Resources Department is shown in Table D-6.
TABLE D-6: HUMAN RESOURCES DEPARTMENT AUTHORIZED AND FUNDED PERSONNEL

<table>
<thead>
<tr>
<th>Position Title</th>
<th>Authorized Number of Positions</th>
</tr>
</thead>
<tbody>
<tr>
<td>Director of Administrative Services</td>
<td>1.0</td>
</tr>
<tr>
<td>Human Resource Specialist</td>
<td>2.0</td>
</tr>
<tr>
<td>Human Resource Associate</td>
<td>2.0</td>
</tr>
<tr>
<td>Human Resource Technician</td>
<td>0.5</td>
</tr>
<tr>
<td><strong>TOTAL POSITIONS</strong></td>
<td><strong>5.5</strong></td>
</tr>
</tbody>
</table>

In addition to having responsibility for the Human Resources Department, the Administrative Services Director is also responsible for the Citizens Services and Information Center and the Budget Office. The Library Director also reports to the Administrative Services Director. The Administrative Services Director serves as the General Manager’s liaison to the Human Relations Commission.

The Director of Administrative Services reports to the General Manager. Recommendations concerning the organization of the General Manager’s Office staff and those which impact the Director of Administrative Services are described in the section of this report entitled “General Manager.”

**Analysis and Recommendations**

The Human Resource Department’s operating budget of $486,459 is slightly more than 1% of the total non-education general fund budget of $46,739,873. The department has 4.5 full-time equivalent employees (excluding the Director of Administrative Services, whose responsibilities extend beyond the Department of Human Resources).

Responses to the benchmarking survey were received from Fairfield, Milford and Meriden. The results of the benchmarking survey are shown in Table D-7.
<table>
<thead>
<tr>
<th>Responsibilities</th>
<th>Manchester</th>
<th>Fairfield</th>
<th>Meriden</th>
<th>Milford</th>
</tr>
</thead>
<tbody>
<tr>
<td>Benefits Administration</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Pension Only</td>
</tr>
<tr>
<td>Workers Compensation</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
</tr>
<tr>
<td>Recruitment</td>
<td>Yes</td>
<td>Some</td>
<td>Yes</td>
<td>Yes</td>
</tr>
<tr>
<td>Applicant Screening</td>
<td>Yes</td>
<td>Some</td>
<td>Yes</td>
<td>Yes</td>
</tr>
<tr>
<td>Interviews</td>
<td>Yes</td>
<td>Some</td>
<td>Yes</td>
<td>No</td>
</tr>
<tr>
<td>Hiring/Job Offers</td>
<td>Yes</td>
<td>No</td>
<td>Yes</td>
<td>Yes</td>
</tr>
<tr>
<td>New Employee Orientation</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>No</td>
</tr>
<tr>
<td>Employee Training</td>
<td>Yes</td>
<td>Limited</td>
<td>Yes</td>
<td>No</td>
</tr>
<tr>
<td>Grievance Procedure</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
</tr>
<tr>
<td>Labor Bargaining</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>No</td>
</tr>
<tr>
<td>Payroll Processing</td>
<td>No</td>
<td>No</td>
<td>Yes</td>
<td>No</td>
</tr>
<tr>
<td>Classification/Pay</td>
<td>Yes</td>
<td>Yes</td>
<td>No</td>
<td>Yes</td>
</tr>
</tbody>
</table>

There are seven organized labor groups that represent employees of the Town: police, fire, public works, municipal employees union, library, supervisory, and residual. Police and fire labor agreements expire in 2005. The agreement with the public works union expires in 2006. Labor agreements with municipal employees, library, supervisory and residual groups have been negotiated through 2008.

The Town contracts with a law firm to assist with labor relations matters. The cost of this service has been in the range of $55,000 to $90,000 a year depending on the scope of services rendered and the number of hours needed. Town staff questioned whether using outside counsel is the most cost effective means for handling labor relations or if the Town should have an in-house resource dedicated to this purpose.

This issue should not be addressed as a simple comparison of the cost of outside counsel compared with in-house employment. Labor relations impacts the experience the Town has in negotiating with employees, in addressing grievances and thus impacts the total cost of Town services. The true cost of labor relations talent is best measured, not as the purchase price of the talent, but as the overall labor cost experienced by the Town for the services it provides. In other words, it is more important to judge whether the overall labor cost of the Town results in tax rates comparable to or lower than the rate of inflation, a stable workforce, and a citizenry satisfied with service quality than it is to focus on the purchase price of labor relations talent. If the Town finds that it has higher than average labor cost, high tax rates, low service quality, an unstable workforce, it may need to spend more on labor relations talent in order to get better results.
The decision about whether to change the current arrangement for labor relations must begin by determining whether the Town is satisfied with the outcomes from the current arrangement. A high degree of satisfaction with outcomes would suggest that the labor relations arrangement is working well and should be changed only if improvements would result. Improvements would be defined as equal quality at less cost or higher quality at the same cost. If there is a low degree of satisfaction with outcomes, then the reasons should be articulated and a plan for corrective action should be developed. As mentioned before, dissatisfaction with outcomes could very well lead to higher expenditures for labor relations talent.

It is always possible to pay less for labor relations service, whether with outside counsel or in-house employment. Cost comparisons should be guided by the principle “you usually get what you pay for.”

An additional factor that should be weighed by Town management regarding purchase of labor relations talent is the current labor contract environment. The Town has four labor contracts in place that extend through 2008. Police and fire contracts expire in 2005 and the public works contract expires in 2006. This scenario suggests that labor relations efforts, in terms of time devoted to contract negotiations, will be decreasing over the next three years. This leads to the conclusion that it could be more costly to replace outside counsel with in-house employment.

Given the range of labor relations expenditures recently experienced (from $55,000 to $90,000) it would appear that employing in-house labor relations talent would result in higher costs compared with the low end of the range and slightly lower costs than the high end of the range. This is based on the supposition that pay for an in-house labor relations person would be comparable to the administrative attorney working in the Town Attorney’s Office - $89,963 including benefits cost.

All of the factors presented above lead to a conclusion that it would not be economically beneficial to employ in-house labor relations staff at this time.

**Recommendation D-23: Maintain the current arrangement for labor relations services at this time.**

Even though it does not appear to be advantageous to modify the current arrangement for purchase of labor relations services, additional information is appropriate. Information gathering should begin with analysis of labor contracts of comparable jurisdictions. Provisions that appear to be preferable to those used by Manchester should be identified and a strategy developed for adopting these provisions. Any contracts judged to be of equal or better quality than Manchester’s should be identified and a follow-up contact made with those jurisdictions. The
follow-up should ascertain whether outside labor counsel is used and, if so, what firm as well as the total cost and hourly rate.

Labor relations is an area where the Town and Board of Education face similar issues. In fact, some Town and Board of Education employees are represented by the same bargaining unit. The Town and Board of Education should share information and coordinate strategy and proposals for negotiating with the bargaining units.

**Recommendation D-24: Share information between the Town and Board of Education in preparation for negotiations with bargaining units.**

An aspect of human resources administration that should be examined for modification is how education requirements are used for initial hiring and promotion decisions. A review of job descriptions indicates that Manchester generally tends to use a rigid requirement for educational achievement in hiring and promotion eligibility screening. For example, eligibility for promotion to certain positions requires attainment of an advanced degree, such as a Master's degree. While an emphasis on education is laudable, to do so exclusively is not considered a best practice. Many jurisdictions allow the substitution of successful experience for educational attainment. If, for example, eligibility requirements for initial hiring to a certain position include having a Master's degree, but an interested applicant from another jurisdiction has successfully performed in that capacity for three years but does not have a Master's degree, that person could not even be considered without the flexibility of substituting experience for educational attainment. Most employers place more weight on a verifiable track record of successful performance than they do educational attainment. It is wise to reflect that weighting in job descriptions by allowing the substitution of experience for educational attainment.

**Recommendation D-25: Revise eligibility requirements for positions to allow substitution of experience for educational attainment wherever appropriate.** This is a project that could be undertaken entirely by existing staff. Thus, the only cost associated with this recommendation would be the time spent on the project. Standard language can be inserted in each job description that simply says “or equivalent combination of education and experience.”

During interviews, the subject of the cycle time needed to fill vacant positions was frequently mentioned. As a follow-up to these comments, Management Partners prepared a process map for the system used by Manchester to fill vacant positions. This diagram is shown in Attachment B.
A review of the process indicates there is very little that can be done to reduce cycle time. However, there is a routine in the process that appears to add no value. That is the practice of sending the eligibility list to the General Manager for signature. This routine appears to be ministerial in nature. Since the General Manager cannot change the eligibility list, which is the ranking of applicants according to their test performance, no value is added by the signature. Turnaround time for getting the General Manager’s signature varies. It could be done as quickly as one day or it could, if the General Manager is busy, take several days.

**Recommendation D-26: Eliminate the requirement for the General Manager to sign eligibility lists when filling vacant positions.** It is estimated that this will reduce cycle time for filling vacant positions by one to three days. Ministerial functions should be delegated from the General Manager to the Administrative Services Director by Executive Order.

The shortest cycle time for filling vacant positions occurs when an eligibility list exists and the vacant position is not in a bargaining unit. This takes between 22 and 38 business days. The number of days does not include any time taken by the hiring department to do their interviews prior to selection nor does it include time an individual must give to their current employer before beginning the new job, which in most cases is a minimum of two weeks. These two unknown factors are likely to add at least 15 business days to the cycle time.

Cycle time required to fill a vacant bargaining unit position, if an eligibility list exists and no additional applicants are interested, ranges from 29 to 35 business days. This does not include any time required by the employee’s current department director prior to transfer to the new assignment.

To fill a bargaining unit position when testing is required, estimated cycle time ranges from 41 to 55 business days, not including transfer notice time required by the current department.

The longest cycle time requirement is for non-bargaining unit positions that require testing. Estimated time required for this type of action is a minimum of 56 business days. There can be many additional days added to the minimum if there is a longer advertising period.

Significant activities that should be examined to affect reductions in cycle time include the changes suggested below. The posting period for bargaining unit vacancies is ten business days. For all positions, if a test must be administered, the notice period is a minimum of 7 days and could be as many as 14 days. For non-bargaining unit positions, vacancy advertising is a minimum of 10 business days.
Most steps in the process studied have been automated and take a single day of cycle time. The process is linear but where separate routines can be accomplished simultaneously, that is being done. Given that most of the controllable actions having long cycle times relate to advertising/posting times and test notification it would appear that the opportunity to reduce cycle time lies largely in these routines. However, the 10 business day posting/advertising standards being used appear to be appropriate, given the desire to allow a broad community awareness of employment opportunities. Therefore, it would not be advisable to shorten those time periods.

Eligibility lists currently have a life of 18 months. Another technique for reducing cycle time for filling vacancies would be to have the option to extend the existing eligibility list for additional durations.

Recommendation D-27: Provide the ability to extend eligibility lists for additional time periods. The decision whether to extend the time period should be made by the hiring department within certain guidelines. For example, if the eligibility list meets the rule of 5 used for certification, even though it is older than 18 months, the department should have the opportunity to use that list. It might also be good to use a rule that if there are 3 persons on the eligibility list, the department could decide to use the existing eligibility list even if it is older than 18 months. Other variations of this practice should also be considered.

Conclusion

The primary impact of the Human Resources Department is in the area of labor relations and employment and hiring decisions. The majority of labor relations contracts have been settled through 2008. This gives staff time to analyze labor contracts of other jurisdictions for provisions that could be applied to Manchester. It also gives staff time to analyze employment and promotion methodologies in order to adopt industry best practices.

6. Building Inspection

The Building Inspection Division is currently an organizational unit of the Public Works Department and performs plan review and construction inspection to assure compliance with all building and zoning codes adopted by the State of Connecticut and the Town of Manchester. The property maintenance code is also enforced on existing structures and property. This code now consolidates the housing code, public nuisance ordinance, street numbering ordinance, and relevant aspects of the zoning regulation and fire code into one unified code.
Budget and Staffing

The adopted budget for the Building Inspection Division is $705,325 of which $662,000 represents personnel cost and $43,325 is for other expenses.

There are eight authorized and funded full-time positions in the Building Inspection Division as shown below:

**TABLE D-8: BUILDING INSPECTION DIVISION AUTHORIZED AND FUNDED STAFFING**

<table>
<thead>
<tr>
<th>Position Title</th>
<th>Authorized Number of Positions</th>
</tr>
</thead>
<tbody>
<tr>
<td>Chief Building Inspector</td>
<td>1</td>
</tr>
<tr>
<td>Assistant Chief Building Inspector</td>
<td>1</td>
</tr>
<tr>
<td>Zoning Enforcement Officer</td>
<td>1</td>
</tr>
<tr>
<td>Assistant Building Official</td>
<td>3</td>
</tr>
<tr>
<td>Senior Administrative Secretary</td>
<td>1</td>
</tr>
<tr>
<td>Clerical Assistant</td>
<td>1</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>8</strong></td>
</tr>
</tbody>
</table>

The organization chart for the Building Inspection Division is shown in Figure D-2.

**FIGURE D-2: BUILDING INSPECTION DIVISION ORGANIZATION CHART**

Analysis and Recommendations

The Building Inspection Division is an organizational unit in the Department of Public Works. Management Partners was asked to specifically examine whether the current organizational placement was the optimal location for this activity. This subject was broached during interviews with the Public Works Director, the Chief Building Inspector and the Planning Director. The organizational missions of the Public Works Department, the Planning and Economic Development Department and the Building Inspection Division were all examined in detail. Management Partners analyzed how each of these three agencies carries out its mission and the criteria for each to be successful.
The Building Inspection Division has a mission that is different in character compared with other Public Works Department agencies. Building inspection staff engages primarily in activities that have direct customer contact and are regulatory in nature. They focus on compliance and enforcement, charge fees for service, and deal with privately owned property.

Most Public Works Department activities focus on Town-owned assets – primarily those in the right-of-way. Staff typically has little transactional contact with citizens of the Town and deal primarily with other Town or state agencies. They are engineering-oriented in skill sets and approach to mission accomplishment.

The staff of the Planning and Economic Development Department engages in activities that have an impact on private property, are regulatory in nature, has significant direct contact with customers, and are focused on compliance with adopted codes. The activities of the Building Inspection Division and the Planning and Economic Development Department are similar in nature while the activities of the Building Inspection Division and the rest of the Public Works Department are dissimilar in nature.

Another factor influencing organizational placement is the fact that Building Inspection and Planning and Economic Development are located next to one another in, for all practical purposes, the same room. Another consideration related to the proximity of the two units is the potential for more productive use of the support staff of the two agencies.

Both departments have heavy workloads, but there are periods (seasonal) that are more intense than others from a customer-demand standpoint. The clerical support staff of each agency has periods of intense activity and periods, that while busy, are less intense. Consolidation of the two support staffs with cross-training to perform customer service (telephone and counter) functions would add flexibility to their deployment and abate the impact that each separate staff experiences during absences of personnel. In other words, clerical support functions will benefit from economies of scale made possible by consolidation of clerical staff of the two agencies.

An additional similarity between Building Inspection and Planning and Economic Development is that both have a role in zoning issues. Planning and Economic Development is responsible for administration and maintenance of the zoning code. Building Inspection is responsible for enforcing the zoning code in regard to occupancy, use, and site conditions. Appeals on zoning matters are processed through the Board of Zoning Appeals through Planning and Economic Development staff and typically originate as a result of action of the Zoning Enforcement Officer or a plans examination item by staff of Buildings and Inspections.
Related activity between Planning and Economic Development and Building Inspections is found in neighborhood planning and enforcement of the Property Maintenance Code. Neighborhood planning, as the name suggests, focuses on the built and to-be-built conditions of areas of the Town smaller than the whole town. One of the primary objectives of most neighborhood plans is maintaining the quality of the built environment. This objective is also the focus of the property maintenance code. The potential for linkage of planning and enforcement activities on property maintenance would be enhanced if Buildings and Inspections were an organizational unit of the Planning and Economic Development Department.

There are also “addition by subtraction” considerations that should be weighed when considering organizational placement of the Building Inspection Division. We have alluded to the dissimilarities that Building Inspection has with other Public Works agencies. This has led to Building Inspection staff feeling a sense of isolation from other Public Works divisions. And, admittedly, the Public Works Director finds that he spends more time with other divisions under his control than he does with Building Inspection. A related issue is that the Public Works Director is experiencing increasing demands on his time as he attempts to assimilate other organizational changes. Solutions addressing each of these issues can be found by “adding” the Building Inspection Division to Planning and Economic Development and “subtracting” it from Public Works. The proximity of Building Inspection to Planning and Economic Development certainly provides a better opportunity to create an environment of teamwork and a sense of cohesion than with Public Works, where agencies are separated by distance.

The Chief Building Inspector has indicated that he is a team player, willing to do what is best for the Town, and supportive of whatever decision is made.

**Recommendation D-28: Transfer the Building Inspection Division from the Department of Public Works to the Department of Planning and Economic Development.** It is important to point out that merely transferring the division from one department to another will not lead to improvements. Much will depend on the degree to which the Director of Planning and Economic Development takes an approach that weds the two agencies culturally. Issues such as removing the room dividers between the two organizations and developing ways to assimilate clerical support staff must be joined with a positive and optimistic outlook.

The Building Inspection Division has benefited from having a Zoning Enforcement Officer who has long tenure in the position as well as a law degree. The Zoning Enforcement Officer (ZEO) has announced plans to retire within the next ten months. Another employee is being trained
under the tutelage of the current Zoning Enforcement Officer. The division should turn the retirement into an opportunity by having the ZEO and the inspector currently being trained document the training so that it can be provided to others in the division. The objective should be to have at least two staff in the division capable of zoning enforcement.

A format that could be used for documentation is akin to that used by field training officers in police agencies. A daily training objective is established, practices and protocols related to the training objective are taught, real life situational learning opportunities are provided, behavior is documented and evaluated, an end-of-shift analysis is prepared, weekly progress reports covering areas of demonstrated competency and skills that need improvement are prepared. If this process is followed, assuming a person with basic capacity is being trained, a competent ZEO will be produced and the methodology can be duplicated for another individual.

**Recommendation D-29: Prepare a formal training program for a new Zoning Enforcement Officer.**

The State of Connecticut requires a response to applications for building permits by building departments within 30 days of submission. If a response to the application is not forthcoming in that time period, the permit issues by operation of law. Manchester’s Building Inspection Division has never encountered difficulty in conducting plans examination and providing an appropriate response within the state mandated time frame, however data on actual cycle times is not monitored or evaluated. To enable an environment of continuous improvement a more detailed system of application tracking is needed. Best practice plans examination agencies track permit applications by class or type. Applications are divided into differing categories and cycle time standards for processing applications are established for each category. Actual processing cycle time is tracked for each application and results are periodically reported to stakeholders.

**Recommendation D-30: Establish application categories for permits, develop cycle time standards for processing each application category, track performance against standards and report results.**

It was reported during the interviews that the new software used for complaint tracking and inspections has slowed the process and increased labor requirements. Staff reports that help with system failures is not always available on a timely basis. System maintenance is the responsibility of Town information technology staff. It appears that the installation of new technology has not had the desired impact on division operations. The reasons performance has not met expectations should be analyzed so that a plan for meeting expectations can be developed.
Recommendation D-31: Analyze the causes of dissatisfaction with the complaint tracking and inspections technology and prepare a corrective action plan. This task should be carried out by a designated staff group composed of users and information technology staff.

Currently, property maintenance code enforcement is done only on a complaint basis. Industry best practice is to also do this type of enforcement on a planned/programmed basis. Code enforcement is the most economical tool available for neighborhood preservation.

Recommendation D-32: Develop a strategy for initiating proactive property maintenance code enforcement. Upon transfer of the division to the Planning and Economic Development Department, the department director should lead the effort to develop this strategy. The strategy should be driven by the current resource availability level. Representatives of appropriate neighborhood groups should participate in the strategy development phase. It would also be appropriate to look at program enhancement options to increase proactive property maintenance enforcement.

Based on a cursory look at financial reports, it appears that revenue collected from permit issuance covers the expense of plans examination and compliance inspections. Revenue from permit fees was $841,230 in 2002-03 and actual expenditures by the Building Inspections Division were $707,015. It is possible that not all the expenses associated with plans examination and compliance inspections are accounted for by using the Building Inspections Division budget as the barometer. Other agencies, such as water, sewer, fire, and some units in public works, are also involved in plans reviews and carry out inspections. Also, capital costs may not be included in program cost estimates. Other overhead costs, such as space cost, General Manager, human resources, and finance are not factored into total cost. Overhead costs in some jurisdictions are available through the development of an indirect cost allocation plan for federal grants. Best industry practice is to calculate the total cost each year in conjunction with the operating budget, including time estimates from all agencies directly involved in plans examination and compliance inspection, overhead and indirect costs.

Recommendation D-33: Implement a process for annual review of permit fees structured to recover all costs, including direct, indirect, overhead and capital cost. This task should be carried out under the leadership of the Budget Office, using cost accounting principles and other available tools.
High performance building departments using industry best practices make some provision for obtaining and analyzing customer feedback and then using that feedback to improve service. Building inspections staff provides applicants an opportunity to complete a customer contact card regarding the quality of service. Completed cards are returned to the Citizens Services and Information unit for compiling. It is not clear what, if anything, is done with the results of the completed customer contact cards.

**Recommendation D-34: Develop and implement protocols for analyzing customer feedback on service quality.** Best practice is to analyze customer feedback results. The analysis should lead to identification of operations that need strengthening and areas requiring training. The Chief Building Official should share the feedback results and involve staff in dialogue about the meaning of the feedback.

**Conclusion**

The Building Inspection Division performs a critical service that brings it into daily contact with citizens of Manchester. Technical competence appears to be high and state mandates are being met. Improvements in customer service are possible through implementation of the recommendations in this section of the report. Organizational realignment would position the division to make better use of the high level skills of the staff.

**7. Planning and Economic Development**

Chapter XVII of the Town charter authorizes the establishment of the Manchester Planning and Economic Development Department.

Major responsibilities of the Planning and Economic Development include review and processing for:

- Zone changes and zoning regulation amendments, special exceptions and subdivisions and subdivision amendments to the Planning and Zoning Commission
- Inland wetlands agency permits
- Zoning Board of Appeals variances, special exceptions, and appeals of orders (from the zoning enforcement officer)
- Development within the Buckland Industrial Park for the Economic Development Commission
Staff of the department is also responsible for:

- Adopting and amending the Plan of Development
- Studying conditions of economic development and encourage expansion, development, preservation and location of business, commerce and industry
- Planning for the historic district and reviewing plans for rehabilitation and reuse of buildings in the Cheney Historic District and other areas of historic significance
- Coordinating neighborhood-based services through policy and planning initiatives
- Administering and providing policy analysis for the Community Development Block Grant program
- Representing the Town and reporting to the general manager and Board of Commissioners on the activities of the Downtown Manchester Special Services District, the Manchester Housing Commission and the Manchester Redevelopment Agency

In addition to the duties described above, Planning and Economic Development maintains census data for the Town and provides technical assistance related to the planning and economic development process in conjunction with the Building Department and the Chief Building Officer. The division also coordinates the Town’s Community Development Block Grant (CDBG) Program. The primary community development goal of the CDBG program is to preserve, improve, and revitalize the older neighborhood of Manchester where housing and other needs are greatest and broadest, so they will continue to be livable and attractive neighborhoods.

In 1998, Planning and Economic Development staff developed a plan of conservation and development that lays out strategic direction and goals for the future of Manchester in the areas of housing, economy, recreation/open space, transportation, community facilities, and cultural and historic resources. Recent activities of the department are reported as follows:

**Development Applications**
- 99 Development decisions
- 28 Development Projects, zone changes, wetlands permits
- 37 SF residential lots
- 26 Age-restricted units
- 21 Multi-family dwellings

**Zone Changes**
- 13 Zone change Applications

**Studies and Reports**
- Parkade /Broad Street Revitalization Study
- 422 North Main Street
- Buckland Industrial Park
- Regional Economic Development Study
Budget and Staffing

The Planning and Economic Development general fund budget for 2003-04 totaled $4436,509, and is slightly less than this for 2004-05 at $436,235. In addition to general fund dollars, the department is responsible for administering the Town’s Community Development Block Grant (CDBG) entitlement. The 2004-05 CDBG entitlement and projected program income totals $830,303, compared to total 2003-04 CD funds of $789,704. Total Planning and Economic Development funding is shown in Table D-9 below.

**TABLE D-9: PLANNING AND ECONOMIC DEVELOPMENT BUDGET**

<table>
<thead>
<tr>
<th></th>
<th>2003-04</th>
<th>2004-05</th>
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</thead>
<tbody>
<tr>
<td>General Fund Budget</td>
<td>$436,509</td>
<td>$436,235</td>
</tr>
<tr>
<td>Community Development Block Grant*</td>
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<td></td>
</tr>
<tr>
<td>Entitlement</td>
<td>$778,000</td>
<td>$779,000</td>
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<tr>
<td>Program Income</td>
<td>11,704</td>
<td>51,303</td>
</tr>
<tr>
<td>Total Program Funds</td>
<td>$789,704</td>
<td>$830,303</td>
</tr>
<tr>
<td>Funded Programs</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Public Services</td>
<td></td>
<td></td>
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<tr>
<td>School Clinical Services</td>
<td>$11,000</td>
<td>$11,000</td>
</tr>
<tr>
<td>Computer Training Program</td>
<td>5,000</td>
<td>5,000</td>
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<tr>
<td>Certified Nurses Aide Training Program</td>
<td>30,300</td>
<td>30,300</td>
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<tr>
<td>Job Retention Program</td>
<td>27,800</td>
<td>27,800</td>
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<tr>
<td>Elderly Services Program</td>
<td>21,000</td>
<td>21,000</td>
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<tr>
<td>Homework Club</td>
<td>11,200</td>
<td>11,200</td>
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<tr>
<td>Theater Program</td>
<td>2,500</td>
<td>2,500</td>
</tr>
<tr>
<td>Manchester Early Learning Program</td>
<td>0</td>
<td>8,305</td>
</tr>
<tr>
<td>Transportation Program</td>
<td>1,800</td>
<td>1,500</td>
</tr>
<tr>
<td>Capital Projects and Improvements</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Commercial Rehab. (Façade Improvement)</td>
<td>100,000</td>
<td>160,000</td>
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<tr>
<td>Housing Rehabilitation</td>
<td>272,500</td>
<td>272,500</td>
</tr>
<tr>
<td>Sidewalk Installation</td>
<td>125,000</td>
<td>125,000</td>
</tr>
<tr>
<td>Samaritan Shelter Improvements</td>
<td>0</td>
<td>26,000</td>
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<tr>
<td>Playground Equipment</td>
<td>17,104</td>
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<tr>
<td>Roof Replacement</td>
<td>34,000</td>
<td>0</td>
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<tr>
<td>Safety Light Program</td>
<td>2,000</td>
<td>0</td>
</tr>
<tr>
<td>Planning, Capacity Bldg, Administration</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Professional and Technical Services</td>
<td>128,500</td>
<td>128,198</td>
</tr>
<tr>
<td>Total Program Funds</td>
<td>$789,704</td>
<td>$830,303</td>
</tr>
</tbody>
</table>

* - The CDBG administrator, a Planning and Economic Development staff person manages and oversees the use of funds for programs implemented throughout the town government.
The current complement for the Planning and Economic Development department includes a total of six staff as shown below in Table D-10.

**TABLE D-10: PLANNING AND ECONOMIC DEVELOPMENT AUTHORIZED AND FUNDED STAFF**

<table>
<thead>
<tr>
<th>Position Title</th>
<th>Number of Authorized Positions</th>
</tr>
</thead>
<tbody>
<tr>
<td>Director of Planning and Neighborhood Services</td>
<td>1.0</td>
</tr>
<tr>
<td>Senior Planner</td>
<td>2.0</td>
</tr>
<tr>
<td>CDBG Administrator</td>
<td>1.0</td>
</tr>
<tr>
<td>Senior Admin. Secretary</td>
<td>1.0</td>
</tr>
<tr>
<td>Administrative Secretary</td>
<td>1.0</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>6.0</strong></td>
</tr>
</tbody>
</table>

Analysis and Recommendations

The Planning and Economic Development Department is responsible for a host of land use planning functions and regulations, as well as administration of the Town’s CDBG program. The planners are responsible for current planning, including assisting applicants with the development review process as it relates to zoning, subdivision and wetlands regulations. Planning and Economic Development staff also works closely with the Building Inspections Division of the Public Works Department, as both have a role in land use, zoning issues and property maintenance code issues. Building Inspections is responsible for construction plans review, inspections and the issuance of permits and certificates of occupancy.

While the functions of Planning and Economic Development and the Building Inspections Division are closely aligned, they carry out similar functional responsibilities from two separate departments. In terms of physical proximity, planning and buildings have offices that are contiguous, but separated by a partition. Once the organizations are merged, a more productive use of staff, both professional and support, could result. An immediate benefit to merging the two functions would be the consolidation of support staff to assist with application intake and customer service functions.

**Recommendation D-35: Transfer the Building Inspection Division from the Department of Public Works to the Department of Planning and Economic Development.** (See also Recommendation 31 of the Building Inspections Division report.) The new department will allow for the consolidation and management of responsibilities that are currently carried out in two departments. The new department will operate under the
direction of the director of Planning and Economic Development.

In 2000, staff made a proposal to combine the Planning and Building and Inspections functions into single department. The proposal laid out a new organization and staffing plan for the reorganization that included three divisions:

- Planning
- Building Inspection
- Neighborhood Inspection

If the proposal was implemented, the divisions of planning and building inspection would retain similar roles and responsibilities as they presently have. The division of neighborhood inspection is a new division that would result from the new department. Neighborhood inspection services will be responsible for code enforcement for existing structures and properties.

**Recommendation D-36:** Re-examine and implement the recommendations of the 2000 staff proposal to create a department of planning and development services with existing staff. The existing plan for staffing of the new department should be carried out to the extent possible with existing staff. Existing staff will serve the planning and building inspection divisions, and the zoning code enforcement officer would be part of the neighborhood inspection function. A copy of the previous reorganization plan is included as Attachment D.

Manchester’s economic development effort is based on four activities:

1. Development of a web-site
2. Marketing in state-wide publications
3. Visiting the largest existing businesses in Manchester
4. Meeting with commercial real estate brokers twice yearly

This program evolved from meetings among stakeholders with the Economic Development Commission and the Director of Planning and Economic Development. The current budget includes an appropriation of $9,000 for placing ads in state-wide publications. The analysis leading to identification of marketing targets and the preparation of ad copy based on the targets is provided by existing staff of the Planning and Economic Development Department.

As indicated previously, growth in the Grand List has slowed in recent years. This is a result of the town nearing “build out.” There are a few remaining sites for industrial expansion in Manchester, while they present environmental challenges for development, they do pose an opportunity for the long-term fiscal health of the community. An incentive program exists that accommodates a tax assessment agreement that can fix the
assessment of new investment at a negotiated level for a negotiated number of years within limits established by state statute. This incentive is available to all jurisdictions within the state so Manchester realizes no competitive advantage as a result.

In the constrained economic development environment facing Manchester, the most viable option for economic growth exists in helping existing businesses grow and targeting redevelopment opportunities. The Town has a visitation program aimed at promoting and recognizing existing businesses. It is likely that an effective program for growing existing businesses will require resources beyond just the Director of Planning and Economic Development.

Recommendation D-37: Assign one of the Senior Planner’s to support the Director in pursuit of economic development activities. Some activities are already being supported by a Senior Planner, but staff resources are finite and more aggressive economic development activities may be difficult to achieve with existing staff.

Recommendation D-38: Develop a package that highlights assets ripe for redevelopment opportunity in Manchester and pitch them during bi-annual meetings with commercial real estate brokers.

The early retirement option will impact the CDBG administrator in the current Planning and Economic Development Department. The incumbent plans to retire in the next three months. This departure comes at a time when several key CDBG/HUD reports must be completed.

The CDBG administrator is responsible for the development of the Manchester Consolidated Plan and annual action plan for the use of CDBG funds for the purpose of economic development and revitalization at the neighborhood level. Manchester is in its fourteenth year as an entitlement community. The annual Grantee Performance Report is due in December. The update of the Manchester Consolidated Plan for the use of CDBG funds should be started this fall so that it is ready for completion in early 2005.

Recommendation D-39: Hire a CDBG Administrator within the next 90 days.

Since early 2002 a half time diversity coordinator has been a part of the Planning Department staff. The diversity coordinator is responsible for implementing initiatives that positively address issues of diversity and race relations in Manchester. The diversity coordinator works with the Commission on Human Relations, the Community Council on Race Relations and the Inter-Racial Council and is involved in diversity training, outreach efforts with Manchester adults and youth, and collaboration with
the School Board. While the Planning Department initiated study circles in the 1990s that lead to the creation of the diversity coordinator position, it has no direct relationship to the day-to-day land use planning and zoning functions of the department.

**Recommendation D-40: Transfer the diversity coordinator position from Planning and Economic Development to the Administrative Services Division or Human Services Department.** This position is more appropriate as an arm of the General Manager housed in Administrative Services or the Human Services Department since the coordinator is responsible for interacting with the Commission on Human Relations, a body appointed by and advisory to the Manchester Board of Directors.

Long-term employees have filled both positions that will be vacated due to retirements. Both the CD administrator and the zoning enforcement officer have many years in their respective positions and each has established routines and procedures for undertaking various aspects of their job assignments. It is also important to develop a written summary of job responsibilities and functions.

**Recommendation D-41: Draft policies and procedures for major job functions and responsibilities.** While it is necessary to develop a comprehensive set of policies and procedures for all divisions of the new department of Planning and Development Services, there are obvious key priority areas within the department for which written policies and procedures should be an immediate priority (CD Administrator and intake functions).

In 2002, Planning Department staff developed a handbook that details the planning and development review and decision process for applications for:

- Zoning Board of Appeals review
- Inland wetlands
- Subdivisions
- Special exceptions
- Site plan, erosion control and floodplains
- Pre-development and site work
- New construction
- Water and sewer
- Building permits

The handbook provides an overview of the various processes reviewed in the general sequence in which they occur and a general indication of the maximum number of days in which Planning and Zoning Commission (PZC) can take to render a decision. According to Connecticut law the PZC must act on applications which do not require a public hearing within
65 days of receipt of the application. In cases where a public hearing is required, the planning staff will endeavor to have the public hearing within the 65-day statutory window and render a decision shortly thereafter.

The handbook includes a general timeline which gives the applicant a sense of the sequence of events during the review process, roles and responsibilities of the applicant as well as Town staff, and detailed information about the key reviewing agencies, the Planning and Zoning Commission, the Wetlands Agency and the Zoning Board of Appeals. The handbook provides the applicant with information about what to expect at the public hearing and provides a set of process maps and application tips that are meant to assist the applicant in navigating the various permit application processes.

Recommendation D-42: Assess the process and cycle times and update process maps to include this information. Estimated cycle and process times provides additional information that the applicant can use during the application process.


Conclusion

The Department of Planning and Economic Development has a critical role in the continued growth of Manchester. The recommendations included in this organizational review will promote greater efficiencies in the delivery of planning and inspection services as well as streamline the development process for applicants. Focusing on economic development is increasingly important to the community and the organization must attempt to meet this need by creatively adapting resources.
E. PUBLIC WORKS

The Department of Public Works includes five divisions within the general fund plus the Sanitation Division, which is operated as an enterprise fund and reports to the Director of Operations. The Director of Public Works reports directly to the Town's General Manager, but coordinates closely on operational issues with the Director of Operations.

The department work units are as follows:

- Administration
- Building inspection (analysis included as part of General Government per Town direction)
- Building maintenance (supervised by Facilities Management and reports to the Director of Operations)
- Sanitation (supervised directly by the Director of Operations)
- Engineering
- Field Services
  - Fleet maintenance
  - Highway
  - Parks
  - Cemeteries

Financially, each division within the Department of Public Works is operated independently, although the general fund divisions do not have their own independent sources of revenue and so are interrelated with all other general fund operations in this way.

Budget and Staffing

Table E-1 summarizes the adopted expenditures and staffing allocation for each division of the Department of Public Works for fiscal year 2004/2005.
### TABLE E-1: PUBLIC WORKS BUDGET AND AUTHORIZED FUNDED STAFFING

<table>
<thead>
<tr>
<th>Division</th>
<th>Budget</th>
<th>Staffing</th>
</tr>
</thead>
<tbody>
<tr>
<td>Administration</td>
<td>$912,138</td>
<td>4.0</td>
</tr>
<tr>
<td>Building Inspection</td>
<td>705,325</td>
<td>8.0</td>
</tr>
<tr>
<td>Building Maintenance</td>
<td>992,162</td>
<td>6.0</td>
</tr>
<tr>
<td>Engineering</td>
<td>1,062,987</td>
<td>12.0</td>
</tr>
<tr>
<td>Field Services</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Fleet Maintenance</td>
<td>1,430,993</td>
<td>12.0</td>
</tr>
<tr>
<td>Highway</td>
<td>2,541,715</td>
<td>21.5</td>
</tr>
<tr>
<td>Parks</td>
<td>1,552,663</td>
<td>19.0</td>
</tr>
<tr>
<td>Cemeteries</td>
<td>453,016</td>
<td>5.0</td>
</tr>
<tr>
<td>General Fund Total</td>
<td>$9,650,999</td>
<td>87.5</td>
</tr>
<tr>
<td>Sanitation</td>
<td>6,297,977</td>
<td>9.0</td>
</tr>
<tr>
<td><strong>Grand Total</strong></td>
<td><strong>$15,948,976</strong></td>
<td><strong>96.5</strong></td>
</tr>
</tbody>
</table>

### Analysis and Recommendations

#### Administration

The Department of Public Works is a large organization with a number of independent divisions and a significant operating budget. Based on interviews with various division personnel, Management Partners observed a high degree of independence and separation among the divisions. One of the common themes was the lack of interaction and cooperation between the divisions. This is not necessarily intentional or a result of a lack of opportunity, but more that each division is self-contained and has little overall sense of belonging to a larger department.

This is likely to change significantly going forward, however, because the Town has recently integrated operations (Fleet, Highway, Parks and Cemeteries) under a single Field Services Superintendent. Although this review was conducted prior to the implementation of this restructuring, Management Partners’ analysis and recommendations support this decision as appropriate and prudent on the part of Town administration.

The department is facing the loss of a number of senior staff due to accelerated retirement. This presents both a great loss of knowledge and experience as well as an unprecedented opportunity for change.

Public Works facilities are spread out geographically and in many cases are housed in buildings that have been acquired from the private sector or passed down from one division to the next. The offices have a very different feel to them, with the Field Services Center being the most contemporary and the Fleet Offices (which are undergoing a much needed rehabilitation) being dingy. The separation of facilities and staff also has historically created a barrier to effective collaboration and workload distribution.
As resources become scarce, it is increasingly important to use work plans to guide daily activities. Identifying priorities, establishing goals and objectives and implementing performance standards and measurement systems all help focus the allocation of resources on Town priorities. The General Government section of this report includes organization-wide recommendations for implementing a system of performance measurement, a Performance Management System, and updating the five-year business plans on an annual basis. The Department of Public Works will greatly benefit from this increased rigor and data-based decision making approach.

The Department of Public Works needs a unifying vision and mission that will guide it and establish a tone for the operation of the entire department. This vision and mission should tie into the Town’s vision and mission, and should be reflected in mission and vision statements for each division.

**Recommendation E-1: Develop a departmental vision and mission statement that will be used to guide the operation and expectations of the Public Works Department.** The process of developing the vision and mission statements should involve line staff as well as all management staff to ensure both understanding and buy-in. The vision and mission should then be shared with all staff.

Once a departmental vision and mission statement is in place, it is important that the divisions have their own mission statements that are both compatible and supportive of the department’s mission.

**Recommendation E-2: Develop or revise division mission statements to support the overall department mission.** Involve both management staff and labor in the development process. This is especially important now that field services operations have been consolidated into a single division.

To perform well, management and staff need to have a clear understanding of expectations. Establishing goals and objectives and setting performance measures and standards to assist in their accomplishment is a necessary and standard best management practice.

**Recommendation E-3: Develop measurable annual goals and objectives for each operating division of the Public Works Department.** The need for performance measures is further discussed in the section pertaining to General Government.
The Department of Public Works and the Town’s Water and Sewer Department interact frequently during the course of their respective duties. In some cases the utilities are customers of the Department of Public Works. In other cases, such as work coordination and equipment sharing, they must work cooperatively with the utilities. These two departments were once combined. The separation of the organizations requires significant attention to eliminate sources of potential conflict, jurisdictional questions and operating inefficiency. The current level of cooperation between the departments could be improved, and an effort to develop an attitude of collaboration and teamwork between the two departments should be pursued. This issue is further discussed in the Water and Sewer Department Section. Collaboration and constructive interaction between the two departments must be a priority. Redundant functions should be examined for combination and placed under the Director of Public Works.

Recommendation E-4: Combine overlapping functions of the Department of Public Works and the Water and Sewer Department under the Department of Public Works and develop policies and procedures for the interaction of the Public Works Department and the Utilities Department. Duplicated operations within Water and Sewer should be identified and examined for integration into the appropriate unit of the Public Works Department.

Inventory management is a common need throughout the department. It is spread among various locations, and a supply of most common building repair items (light bulbs, ballasts, etc.) is kept at local facilities. This is convenient although somewhat difficult to manage and is compounded by the lack of an inventory management system. Inventory management is necessary to track reorder points and to audit use of materials.

Recommendation E-5: Purchase and install a commercial inventory management system. A similar system has been recommended for the Water and Sewer Department (see recommendation F-18). One system could be purchased to accomplish the needs of both operations.

Purchasing is an issue for many divisions and is handled differently throughout the department. Centralizing the purchasing function under a purchasing agent with access to inventory management software and hiring a stock clerk could lead to a significant improvement in productivity, as well as more cost-effective purchasing. Current costs of purchasing are not readily identifiable. Nor is it possible to identify the cost of lost inventory. Although adding a purchasing agent, stock clerk, and supporting equipment would be an added expense (unless these duties could be taken on by existing, reassigned staff), the benefits over time are
likely to offset the cost. The potential cost savings through improved purchasing and the increase in labor efficiency need to be investigated further in collaboration with the Town’s General Services division.

**Recommendation E-6:** Identify current purchasing and parts “chasing” costs and compare to the costs of centralizing the purchasing function for the Department of Public Works.

American Public Works Association (APWA) certification is a symbol of excellence for public works departments nationally. The certification process is difficult and time-consuming, requiring a great deal of self-analysis. The process leads to a better understanding of industry standards and best practices. It can also be a unifying departmental effort as the staff endeavors to be recognized as one of the best public works departments in the country.

**Recommendation E-7:** Prepare for American Public Works Association certification. The department should begin working towards this goal immediately, with an expectation that certification could be achieved within three years.

With an organization that is located at many different facilities and job-sites, it is important that the department director be highly visible and accessible to staff. Periodic staff meetings and unscheduled visits to operating facilities and field projects can help build the sense of belonging to a department. While the responsibilities of the director make it difficult to be as visible as one would like, it is nevertheless important to make the effort.

**Recommendation E-8:** Develop an outreach plan for the Director of Public Works to increase visibility with department staff. The department director should consider setting specific goals regarding how many job sites to visit each week, the development of a department-focused internal newsletter and other activities that will enhance his visibility with line employees.

One of the major difficulties facing the department is the variety, location and design of the various facilities. The ability to share staff, equipment, and shop space is hampered by the separation. Separation also creates management challenges. The current Director of Public Works previously served as the Town Engineer. Current duties include both public works and engineering. This arrangement is both relatively common and generally efficient. There is a direct correlation between operations and engineering and placing overall responsibility with a single individual is very appropriate. Given the combined position, it is important that the Director of Public Works be located with the majority of his staff and readily visible. He has not moved from the engineering facility location at
the Town's Lincoln Center to the Field Services Center. The new Field Services Center has sufficient space to house the Town's engineering function, and opportunities to collocate department employees should be pursued vigorously.

Recommendation E-9: Relocate the director's office and engineering staff from Lincoln Center to the Field Services Center. Implementing this recommendation will also improve the Director's visibility with department staff as identified in Recommendation E-8.

Building Maintenance Division

Building Maintenance is housed separately in a facility that previously housed a private company. The facility is isolated from other departments, but is modern and reasonably well suited to the division's needs. The division is now supervised by a professional facilities manager who reports to the Director of Operations. The creation of this position was prudent, as maintenance of the Town's buildings is a very important function.

Building Maintenance staff is used to perform significant remodeling projects that are well beyond the scope of maintenance. While these projects are fun and challenging for the staff, they impact the division's ability to perform maintenance duties. Some of these remodeling projects may take as long as three to six months. While using in-house resources seems cost-effective, it detracts from routine maintenance responsibilities and delays the process of completing the remodeling project.

Recommendation E-10: Discontinue the practice of using in-house crews to undertake remodeling projects. Remodeling should be budgeted and performed by outside contractors with charges applied to the budget of the department requesting the service.

The Building Maintenance Division responds to work requests as they occur. Other than the work contracted to private vendors for maintenance of major systems, there is no scheduled maintenance. Items are repaired when they cease to function. Many items have at least an approximate known life expectancy, which would allow staff to anticipate maintenance needs. Light bulbs are a good example. Instead of changing bulbs one at a time, many maintenance organizations adopt a re-lamping schedule where bulbs are changed in mass once they start to burn out. Changing all of the bulbs in a building or designated location in this fashion uses considerably less labor as compared to changing out bulbs individually as they expire.
Recommendation E-11: Develop and implement maintenance schedules for all areas of responsibility. A re-lamping schedule should be the first item to implement. Once developed, maintenance schedules should be linked to the work order system.

The Building Maintenance Division does not charge departments for service, so there is no incentive for departments to limit service requests. Costs have not been tracked and labor costs are considered to be incidental. This practice leads to poor decision-making. With the exception of some small materials kept in stock, parts “chasing” is done by the repair person as needed. It is possible to spend an hour of labor obtaining a $3.00 part. Without including fully burdened labor costs in job cost calculations, a very incomplete picture of maintenance costs is presented. Employee time is expensive and should be included in all job costing efforts. Tracking the real cost of activities that include a fully burdened labor rate should lead to significantly different decisions. This should be made considerably easier by the new work order system that was implemented on July 1, 2004.

Recommendation E-12: Conduct a cost of service analysis to identify the costs of services so that a Facilities Internal Services Fund can be developed. This is an industry best-practice because it creates the ability to fully quantify the cost of various programs and services that directly serve the public. Having cost of service data also allows governments to easily compare the cost of performing a given service in-house versus using private contractors.

Recommendation E-13: Identify building maintenance costs for individual departments or buildings. Apply fully burdened repair costs and monitor repair expenses. The Town currently combines building costs into a single budget. While this can be effective, it is important to be able to accurately evaluate expenditures and service demands at a department or program level.

One of the difficulties facing the building maintenance staff is the variety of equipment models and styles used throughout the Town. The more variety, the larger the parts inventory needs to be and the less likely that items can be ordered in bulk discount. Considering maintenance costs and life cycle costing in choosing equipment is essential to holding down future maintenance costs.

Recommendation E-14: Standardize equipment and fixtures to minimize inventory and repair costs.
Engineering Division

The Engineering Division consists of four separate units: Design, Maps and Records, Survey, and Construction Inspection. The division staff designs the majority of the annual capital improvement projects, only sending out projects requiring structural design. Once designed, staff provides construction management services overseeing pay requests, shop drawings and construction inspection. Right of way construction permits are required for excavation and are issued on a project basis.

The division is also responsible for traffic engineering and the Town’s approximately 50 signals. There is a sign management and replacement program for traffic control signing, and the division has an active sidewalk repair program. Staff is in the process of completing an inventory of the Town’s streetlights acquired within the past two years.

The division has made effective use of the web and includes the current set of Town of Manchester Public Improvement Standards on the site. Developers and excavators have learned to use the site effectively; thereby saving staff time previously spent answering questions.

Coordination between design (engineering) and maintenance (highway) staff is a common problem in most public works organizations. The Town has historically worked hard to coordinate projects between these two divisions but there is always an opportunity to refocus and commit to these principles. Moving the engineering staff to the same facility as field services will assist in this coordination. A lack of communication can easily lead to wasted resources when highway repairs must be excavated for previously planned projects.

Recommendation E-15: Conduct regular planning meetings between Field Services and Engineering Divisions to coordinate all road re-surfacing projects. This will create a routine opportunity to review work requirements and most efficiently allocate available resources.

The Engineering Division provides inspection of construction projects. A similar service is provided by the engineering staff of the Water and Sewer Department. Where projects overlap, there may be two inspectors on site each representing a different department. This is an inefficient use of resources.

Recommendation E-16: Cross-train utility and engineering inspectors so that they are capable of inspecting all aspects of a construction project. Cross-training has already been initiated and should continue until inspectors are fully capable of inspecting all aspects of construction projects.
The Engineering Division is responsible for maintaining a large number of data files and records. Many of these are tied to the Town GIS program. With other demands on staff, data maintenance may become a low priority and can easily get backlogged. System information can become outdated and GIS users may access inaccurate information. The infrastructure inventory and analysis tools for GIS require accurate and complete data. The tools can lead to more effective maintenance of the Town's infrastructure, but only if data is continually maintained.

**Recommendation E-17:** Develop and enforce a data maintenance schedule establishing maximum time limits for completion of data updating. The time required for data maintenance should be documented. If data cannot be maintained with existing staff, adding necessary support should be a priority.

Individual permits are generally required for each excavation. A blanket permit requiring reporting of cut locations is available for some major utilities. Others, including the Water and Sewer Utility, continue to file individual permits. Expanding the use of the blanket permit system may save considerable administration.

**Recommendation E-18:** Review the annual master permit participants and consider including all major utilities.

The Engineering Division does not charge fees for development review. Costs are intended to be recovered through the Planning and Zoning fee. This fee appears to be inadequate to recover departmental expenses, particularly for poorly designed plans submitted for review. Construction inspection is funded through the general fund. Plan review, construction inspection and other services specifically targeted toward a builder or contractor should be assessed appropriately to recover incurred costs.

**Recommendation E-19:** Develop service and permit fees based on the cost of service provision. This issue is also discussed in Recommendation D-33. The Town should not subsidize the cost of development review. Fees should be reviewed in context with charges from other local communities.

There is a growing concern that workload is leading to a lack of planning time and that the division is becoming increasingly reactive. Infrastructure decisions have very long lives. It is important that there be adequate planning to consider projects thoroughly, including their potential impact on future projects or plans. Adequate planning time must be set aside within the existing schedule.
Recommendation E-20: Dedicate time for periodic planning sessions or include as part of the monthly schedule. Managers should hold planning times inviolate.

**Field Services Division**

As indicated, the Field Services Division consists of four work units that have historically been budgeted and operated as separate divisions. Field Services was not operational as a single unit at the time of this review, so the individual operations have been separately identified for analysis and recommendations.

**Cemeteries Operation**

Prior to establishing the Field Services Division, the Cemeteries Division had separate maintenance crews that in some cases duplicated the work of the Parks Division. The cemeteries operate at a loss, as fees do not cover the cost of operation and maintenance. Audited numbers for 2002/03 show total expenses of $396,975 with only $139,840 in offsetting revenues. For 2004/05, expenses are projected to increase to $424,718 with revenues increasing to $150,240. The choice not to fully recover the costs of operations also impacts the perpetual care fund resulting in a greater need for general fund support annually.

**Recommendation E-21: Review rates and fees for the cemetery operation.** The cost of service, the need for perpetual care and market prices for other area cemeteries should all be taken into consideration.

While the decision to underwrite the cemetery operation is certainly a valid public policy decision, it is one that should be made only after being fully informed of the long-term consequences.

**Recommendation E-22: Develop mid- and long-term financial projections for cemetery operations.** Town management should consider the implication of operating the cemetery as a municipal enterprise with perpetual care fees set to recover the cost of maintenance in perpetuity.

The cemetery operation is completely self-contained. It would be possible to privatize the complete operation of the system. This could result in financial savings to the Town.

**Recommendation E-23: Issue a request for proposals to privatize the operations of the cemetery.** This will allow Town management to see if the service can be provided by a private contractor at less expense. Town management can then use this information to make an informed decision about future operations.
Barring complete privatization of the cemeteries function, the Field Services Supervisor needs to fully integrate the cemetery operation and parks operations and merge the duties of related maintenance personnel. Because of their special funding, the cemeteries budget should remain separate with employee time charged appropriately. Services provided by the Parks Division should be charged based on actual cost of service performed.

**Recommendation E-24: Integrate cemetery and park staff.** Town staff has already established universal titles and done some cross-training to facilitate this change. Those efforts showed foresight on the part of the Town administration and should continue.

While municipal cemeteries are a long-standing tradition, they are also significant financial burdens to local communities. There are no statutory requirements mandating provision of the service, although local interests may dictate continuation. There has been some discussion regarding opening new cemetery areas within the next few years, but the Town staff should also explore the “do-nothing” alternative and examine alternatives associated with phasing out of the cemetery business.

**Recommendation E-25: Consider phasing out of the cemetery business as existing cemeteries reach capacity.** This would be a gradual process taking a number of years to complete. While it may not be possible to get local support for this recommendation, open discussions about the issues may allow the Town to recover a higher percentage of cost through fees and charges.

**Fleet Maintenance**

Fleet Maintenance is responsible for repairing and maintaining vehicles from the Highway, Parks, Water, Sewer and Sanitation Divisions as well as vehicles from Town Hall, the Lincoln Center and the Senior Center. The division is also responsible for vehicles from the Fire and Police Departments and Board of Education. In total, there are approximately 600 pieces of equipment maintained by the ten mechanics in fleet services. Five communities participated in the benchmarking survey for Fleet Maintenance. Manchester’s ratio of employees to equipment is among the highest, as shown in Table E-2. It is important to note that Manchester has more “pieces of equipment” than other communities as well. Fleet Maintenance is truly a central service. Police, Fire and Board of Education fleet are all maintained by Fleet Maintenance. This is not the case in surrounding communities.
TABLE E-2: FLEET MAINTENANCE BENCHMARK COMPARISONS

<table>
<thead>
<tr>
<th>Location</th>
<th>Pieces of Equipment Maintained</th>
<th>Fleet Employees</th>
<th>Pieces of equipment maintained per employee</th>
</tr>
</thead>
<tbody>
<tr>
<td>Fairfield</td>
<td>165</td>
<td>10</td>
<td>16.50</td>
</tr>
<tr>
<td>West Haven</td>
<td>165</td>
<td>7</td>
<td>23.57</td>
</tr>
<tr>
<td>Glastonbury</td>
<td>354</td>
<td>12</td>
<td>29.50</td>
</tr>
<tr>
<td>West Hartford</td>
<td>300</td>
<td>8</td>
<td>37.50</td>
</tr>
<tr>
<td>Manchester</td>
<td>600</td>
<td>12(^1)</td>
<td>50.00</td>
</tr>
<tr>
<td>Meriden</td>
<td>500</td>
<td>7</td>
<td>71.43</td>
</tr>
</tbody>
</table>

The number of mechanics (10) employed by the Town is considered a minimum staffing level based on national fleet benchmarks if the fleet is in optimal condition. Older vehicles have additional maintenance needs and the Town is not staffed to provide the level of service required to maintain an “older” fleet.

Town management has recognized that this division needs considerable attention and at the time of this study had already taken major steps towards addressing the issues identified in this report. The fleet maintenance shop is currently cluttered, poorly laid out, badly lit, inadequately ventilated, woefully undersized for modern equipment and generally unsuitable for its current use. This will change dramatically with the completion of the 10,000 square foot, 7-bay addition to the facility that is currently underway.

Morale and performance issues in fleet maintenance have not gone unnoticed by Town administration and are currently being addressed. The landfill foreman, temporarily doubling as fleet work coordinator, recognizes the challenge, appears to be motivated by it and is in the process of implementing change. The findings and recommendations in this section are based on observation of the Fleet Maintenance Division, as it existed during the on-site review.

The Fleet Maintenance section requires strong and consistent management from an experienced fleet manager. This is an important professional position whose decisions and actions effect the operation and efficiency of every department.

**Recommendation E-26: Hire an experienced fleet manager to guide the efforts of the section.**

The current expansion of the fleet maintenance garage will add seven drive-through bays that will meet modern standards for fleet facilities. The remainder of the shop will be completely renovated as part of this project.

\(^1\) Only 10 of 12 authorized and funded positions are mechanics.
The Fleet Maintenance Division could benefit from a fresh start and a visible commitment to change and improvement.

**Recommendation E-27: Hold an open house to inaugurate the NEW Fleet Maintenance function.** Once the renovation and clean-up are complete, invite customer departments and divisions, elected officials, the General Manager, and others, to tour the new facility.

As part of the change process and commitment to improvement, it may be useful to change the visual perception of fleet employees. Gaining a new visual identity is a simple and inexpensive method of identifying change and making a break with the past.

**Recommendation E-28: Change to a new uniform style.**
Involve fleet maintenance staff in the selection process. This change should be implemented with routine uniform purchases so as not to increase costs.

Morale of fleet maintenance employees has historically been low. Recent change should dramatically improve this situation. The process may be expedited by involving representatives from various user departments in the Town to participate in the process. The group should have a customer service focus, and provide advice about fleet policies and practices, evaluate customer service, and communicate user needs and expectations to fleet maintenance. This group should also communicate fleet maintenance needs and expectations to the customer departments and divisions.

**Recommendation E-29: Establish a user advisory group consisting of key representatives of the customer departments and divisions of fleet maintenance.**

Working with the advisory group, fleet maintenance management should establish and announce performance measures and standards. This process should include a mission statement, goals and objectives, and service level commitments. Fleet maintenance management should generate and distribute a monthly scorecard documenting the division’s performance. This scorecard should recognize both highlights and areas needing improvement.

**Recommendation E-30: Establish performance standards for the fleet maintenance.** These standards should be designed to meet the needs and concerns of user departments.
One of the performance standards that should be measured regularly is customer satisfaction. This is not always easy to judge and can frequently be colored by past experiences. It is important to track information going forward on an event-by-event basis.

**Recommendation E-31:** Establish and implement a customer service evaluation and feedback system. Provide customer service training to all staff. The Town has already developed this mechanism and is appropriately waiting to implement this feedback loop until the new facility is open.

One of the difficulties of internal service organizations is that since they have a captive audience it can be easy to lose perspective and forget that users are customers with expectations for service. These expectations include timeliness, quality and cost of repair.

**Recommendation E-32:** Implement service level agreements with customer departments and divisions. These service agreements should provide the basis for all service interaction and should be based on adopted performance goals.

In addition to facilities and image, there are concerns about the performance of the Fleet Maintenance Division. Numerous complaints were expressed regarding the time it takes to complete repairs. The perception is that fleet is slow to start and slow to finish. This has been compounded by a lack of communication as to progress about vehicle status.

**Recommendation E-33:** Commit to a completion schedule at the time a vehicle is brought in for repair. If further investigation leads to a change in schedule, contact the customer and advise him or her of a revised schedule and the reason for it. If possible, allow the department to reschedule the repair.

Fleet maintenance employees and other departments share a similar schedule. Fleet works a single shift and users must take a vehicle out of service for even minor maintenance. This is inconvenient and expensive. Routine maintenance such as oil changes, lubes and other preventive or minor maintenance could easily be performed at night so that equipment is available when crews need it the next morning.

**Recommendation E-34:** Establish a second shift for routine maintenance activities.

Police and fire vehicles have always been first in line for service and repair. While this makes some sense, there well may be other priorities equally or more important. Routine repairs and maintenance should be
scheduled similarly to the way a customer would schedule work at their local garage. This will avoid some of the back-up from having everyone show at once. Scheduled repairs could be shifted if too many emergency repairs are experienced. Vehicle repairs that must be completed before the vehicle can be operational should be evaluated and prioritized on a case-by-case basis.

**Recommendation E-35:** Establish and communicate to customers a scheduling procedure for routine maintenance and repair work.

There will be times when fleet maintenance staff is simply unable to keep up with workload or has repairs that are not cost-effective for in-house repair. Regardless of the division's capabilities, customers should not suffer. Fleet maintenance management should be able to use outside repair or maintenance services to supplement their internal efforts.

**Recommendation E-36:** Establish standards for sending work to private vendors. Criteria may include type of work (e.g., transmissions) or pending backlog.

While much of the Town fleet consists of heavy equipment and special use vehicles, a significant portion qualifies as general transportation. The division should maintain a small number of loaner vehicles that can be used for general transportation on an as-needed basis.

**Recommendation E-37:** Establish a small fleet of loaner vehicles. Three to five vehicles should be sufficient for an organization the size of Manchester. New vehicles should not be purchased for this purpose, rather the Town should utilize other vehicles that are being replaced, but have not proven to be maintenance burdens, as indicated in Recommendation E-38 below.

Each department owns its designated fleet of vehicles. Fleet maintenance is simply the agency for repair and maintenance. Size of the total fleet is at the discretion of the department head. There are no signs that a significant effort has been made to promote vehicle sharing among divisions, let alone departments. Part of the reason is that there are no budgetary consequences to fleet ownership.
Recommendation E-38: Perform a comprehensive fleet utilization study to determine the level of use for the Town's fleet. Such a study will identify vehicles that would be suitable as “loaners” as suggested in Recommendation E-37. The study will help the Town determine the appropriate mix and quantity of vehicles. Another benefit of the study will be the identification of fleet age and condition.

Retention of vehicles past their useful life creates a demand for backup vehicles to ensure that operations can continue when vehicles are in service. Older vehicles also require an increased level of maintenance and ownership cost. The Town's fleet of vehicles is aging and there is no established policy or criteria for vehicle replacement on a planned basis.

Recommendation E-39: Develop replacement criteria for the Town fleet based on age, use and vehicle condition. For the replacement criteria to be effective the Town must commit to funding the replacement schedule. As stated previously, the Town is not staffed to maintain a fleet that is in less than optimal condition.

Over the past few years the Town has moved towards using fleet maintenance as the central Town equipment agency for the Town's fleet. This is considered to be an industry best practice. Individual departments, however, have been allowed to own and control their own fleets. As long as individual departments control their own fleets, it will be difficult to manage the growth of the Town’s fleet. Cost allocation and costs of ownership are hidden or simply not understood.

Recommendation E-40: Complete the transition to a central equipment agency with jurisdiction over all Town vehicles. This recommendation should be delayed until the Fleet Maintenance unit demonstrates a reasonable period of solid performance in their new facility. Once implemented, however, no Town department or agency should be exempt from this procedure.

The inventory process used by the Fleet Maintenance Division is not useful. Parts are owned for vehicles no longer in existence. These parts take up space and have no value to the organization. Staff should take an inventory of parts currently being used by the shop and dispose of any unneeded inventory. In defense of this situation, however, it should be noted that the current facility could not accommodate best-practice inventory management. The Town has a state-of-the-art fleet management system that has inventory capabilities and intends to implement this module when the new facility is opened.
Recommendation E-41: Perform a parts inventory and clear the shop of any unnecessary stock.

Fleet maintenance should be treated as an internal enterprise fund. All costs should be allocated to other budgets based on the cost of service rendered. This reallocation allows for better tracking of the true costs of departmental activities. To accurately allocate these costs, fully-burdened shop labor rates need to be developed. These rates would include all overhead charges (e.g., building expansion, administration, etc.). Parts should be charged at cost plus a handling and stocking charge. Customer departments and divisions should be charged on a cost incurred basis for all work based on shop labor rates and parts markup.

Recommendation E-42: Establish an internal revenue fund for fleet maintenance. Develop and implement a system of cost recovery from user departments.

**Highway**

Highway operations is responsible for approximately 213 miles of Town roadway including nearly 460 lane miles of pavement. Highway operations has suffered from both personnel and equipment cuts. These cuts have forced employees to be increasingly productive and they have risen to the occasion, but clearly are at the point where further cuts or additional growth and development would impact their ability to maintain service levels. Benchmark comparisons with other communities, shown in Table E-3, demonstrate the lean staffing levels in this work unit. Only the Town of West Hartford reports having fewer employees per miles of street maintained.

**TABLE E-3: HIGHWAY BENCHMARK COMPARISONS**

<table>
<thead>
<tr>
<th></th>
<th>Miles of Streets</th>
<th>Highway Employees</th>
<th>Miles of streets maintained per employee</th>
</tr>
</thead>
<tbody>
<tr>
<td>Fairfield</td>
<td>260</td>
<td>36.0</td>
<td>7.22</td>
</tr>
<tr>
<td>Glastonbury</td>
<td>200</td>
<td>24.0</td>
<td>8.33</td>
</tr>
<tr>
<td>Meriden</td>
<td>186</td>
<td>22.0</td>
<td>8.45</td>
</tr>
<tr>
<td><strong>Manchester</strong></td>
<td><strong>213</strong></td>
<td><strong>21.5</strong></td>
<td><strong>9.91</strong></td>
</tr>
<tr>
<td>West Hartford</td>
<td>205</td>
<td>17.0</td>
<td>12.06</td>
</tr>
</tbody>
</table>

Many of highway operation’s priorities are in response to weather conditions (e.g., snow plowing). Other major priorities involve responding to citizen complaints and emergency repairs.

This unit shares an asphalt paving machine with Water and Sewer. The paving machine is capable of considerable annual output, but is currently used on a limited basis, primarily for extensive patching. The paving machine requires experience to operate well. How work is accomplished

2 Of the 21.5 positions, only 18 hold the title "Maintainers."
should be re-examined. One area for consideration is asphalt paving. Developing an annual paving program in conjunction with the Engineering Division could result in significant improvement to pavement condition in the Town at a very reasonable cost.

**Recommendation E-43: Develop an annual paving plan.** Coordinate the development of the plan with the Engineering Division and assess the utilization of the paver machine.

Highway operations is responsible for performing the street condition survey and entering the information into the database. Field information is obtained through a windshield survey. This process would be aided by a laptop computer set up for immediate data entry. Laptops are also useful for tapping the GIS information and performing field locates.

**Recommendation E-44: Acquire a laptop computer for use in performing street condition surveys and field locates.** If this program change is successful, the Town may look for other opportunities to provide enhanced technology in the field.

This unit has an extensive but aging fleet. It has become increasingly difficult to replace older vehicles and the cost of service and equipment downtime is growing. These problems may be eased with implementation of the recommendations in this report. But it is nevertheless important to identify and document specific problems, which the Town has done. The next step would be to develop and implement a funding plan to purchase necessary replacement equipment.

**Recommendation E-45: Develop and fund a heavy equipment replacement schedule.** This is in keeping with recommendation E-39.

Highway operations is predominately a daytime operation. Provision of some services may be more efficient on a later shift. Many communities provide street sweeping between 11:00 p.m. and 7:00 a.m. This is particularly useful in heavily trafficked areas.

**Recommendation E-46: Evaluate shifting certain work to a second shift operation.** Consider moving standalone operations like street sweeping to a new shift where operations will be less impeded by traffic.

Stormwater management is an increasingly expensive undertaking. Discharge regulations require permitting and the implementation of best management practices. Funding stormwater activities through increasingly tight general fund budgets is difficult, and not particularly appropriate. Many communities have adopted stormwater utilities as a means to raise revenues and accurately assign costs of service to
customers. Like other utilities, a stormwater utility has the ability to spread costs based on “cost of service.” This best practice is currently being explored in the State of Connecticut and may eventually be permissible under state law.

**Recommendation E-47: Pursue necessary legislative amendments to implement a stormwater utility.**

**Park Maintenance**

Park maintenance is also a part of the Field Services Division. It is responsible for the maintenance of the Town’s parks as well as mowing of nearly 72 miles of road right-of-way. The unit also maintains 42 baseball, softball and soccer fields. Maintenance of park facilities requires careful coordination with recreation programming. The Town has historically emphasized that Parks support the Recreation Department. This philosophy needs to carry forward, even as the Town has lost key long-term employees in the Parks division. Maintenance of the facilities assures that these programs can continue to serve Town residents efficiently. The park maintenance operation has absorbed personnel cuts and has lost two positions within the year. At the same time, they have taken on additional responsibilities for new parks and the maintenance of a Board of Education facility. Unfortunately, meaningful comparisons with benchmark communities or national averages could not be determined as part of this study. It is clear, however, that Parks staffing is very thin, and as data collection is improved, a case for additional staff could likely be made.

Prior to the creation of Field Services as an integrated unit, park crews were independent from highway employees. The ability to share staff in a labor pool fashion will allow departmental priorities to be accomplished.

**Recommendation E-48: Complete cross training of parks and highways employees in key activity areas.**

Cross training is critical in an organization with lean staffing levels, such as in Manchester.

The unit already makes use of a subcontractor to provide mowing services at a number of satellite parks. Expansion of contract mowing would allow for reallocation of staff to higher skill and priority tasks or, might simply reduce costs. Evaluating the performance of the contractor may also help to establish performance specifications for internal staff.
Recommendation E-49: Perform a detailed cost and service analysis of the costs of mowing provided by the contract service compared with the cost incurred with the use of Town staff and equipment. Make sure that all relevant costs are included in both sides of the equation.

Sanitation Division

The Sanitation Division owns and operates a “regional bulky waste and special waste” landfill serving a large number of local communities and businesses. The landfill is one of only a few that is certified to take “special waste” items such as wastewater treatment plant sludge, demolition materials and non-friable asbestos. The division also accepts white goods and yard waste.

The landfill operation is similar to any other utility in that it provides a service and charges customers to recover costs. In recent years, revenues at the landfill have declined due in part to increased competition by private sector volume reduction facilities. It is especially important that the Town look for ways to reduce costs when revenues decline. Staffing at the landfill includes four maintenance personnel, two office staff, a foreman and an administrator. The Director of Operations, who reports directly to the General Manager, provides expert functional oversight of this operation. Having two supervisors (a foreman and administrator) plus the Director of Operations for six line staff positions is excessive. The role of the administrator is duplicated by either the foreman, who directly supervises the Maintainers, or by the Director of Operations.

Recommendation E-50: Eliminate the administrator position. This would save the salary and benefits cost associated with this position. The current pay range is from $57,402 to $86,369.

The Sanitation Division has a schedule of miscellaneous fees for services that are primarily charged to residents of Manchester. These fees include an appliance and propane tank disposal fee ($5.00 each), as well as permit fees and per load charges. Other services, such as disposal of bagged solid waste, are provided at no charge. In an enterprise fund where there is no tax support it is very important that all fees generate sufficient revenue to cover the cost of providing the service.

Recommendation E-51: Review all service fees and adjust those fees to cover costs.

The most recent contract for waste collection resulted in a significant cost increase (over $500,000) for the Town. Only one provider bid on the service. Unless additional competition is introduced into the market, the Town could continue to see cost increases that are seemingly unrelated to the actual cost of service. One solution would be to de-privatize the
operation. The Town should conduct analysis and prepare a business plan to prepare itself to enter the market as a direct provider. This will position the Town to make an appropriate business decision the next time the contract is bid and ensure that the residents of Manchester are receiving the best possible value.

**Recommendation: E-52: Evaluate costs and develop a plan to perform waste collection as a Town function if this option proves cost-effective.**

**Geographic Information Service (GIS)**

GIS is a relatively new program area for the Town, beginning in 1999 with aerial photography to establish the base maps and coordinate system. GIS is experiencing a rapidly growing backlog of requests for user applications tied to GIS. At the same time, the installed database is growing with requirements for increasing maintenance time. Nearly 50% of staff time is dedicated to data maintenance. GIS is currently a program of the Public Works Department with 50% of the budget supplied by general fund sources and 50% from the Water and Sewer Utility. Conversation indicates that a more realistic division of time may be 20-25% utility and 75-80% general fund.

**Recommendation E-53: Review and adjust the allocation of GIS cost between the utility and the general fund based on actual practice.**

GIS overlaps virtually every Town department and function. Currently, the program is housed in the Public Works Department with somewhat tenuous status. GIS is not a separate division, nor does it really belong to any of the existing divisions. In short, it lacks an identity. It also lacks an identifiable level of authority in dealing with Town management staff on GIS issues.

Several organizational options exist. One is to make GIS a division of the Public Works Department. Division status would give the GIS manager a defined role. The problem with this approach is that it gives the impression that public works will have first priority for projects. Another possibility is to give GIS independent status by making it a separate department. This would separate it from public works and leave the new department free to make independent decisions based on Town priorities. But this approach would separate the function from the direct support of the Public Works Department, their survey crews and inspectors and their maps and records group.

**Recommendation E-54: Elevate the GIS function to division status within the Department of Public Works.**
GIS lacks adequate staff resources to meet the growing demands for service. User departments are required to collect and update portions of the database. If this does not occur, the data can become outdated and provide incomplete or inaccurate information. Centralizing the responsibility for updating records provides a better measure of control. There is some overlap between the responsibilities of the maps and records group within the Engineering Division of the Public Works Department and GIS. In all likelihood a new GIS technician will be needed, but the combination of maps and records with the new GIS Division provides at least a measure of support and back-up.

**Recommendation E-55: Merge the maps and records section of the Public Works Engineering Division into a newly created GIS Division.**

GIS personnel need to access the various computer systems serving the Town in order to accomplish their primary function. The lack of access to administrative passwords considerably hampers the ability of GIS personnel to resolve issues and install software and software upgrades.

**Recommendation E-56: Review administrative policy regarding passwords and either authorize GIS personnel to have direct access to systems or develop an expedited method of providing access when needed.**

**Conclusion**

Implementation of these recommendations related to the Department of Public Works will have long-term productivity benefits for the department. The result of investing in technology and more rigorous data-based management of this $15M operation will be improved efficiencies in years to come.
F. WATER AND SEWER DEPARTMENT

The Water and Sewer Department operates both the Water Utility and the Sewer Utility of the Town of Manchester. Financially, each utility operates as an independent enterprise fund, but many of the staff and much of the equipment are shared. The Water and Sewer Administrator reports to the Town’s General Manager.

The stated vision of the department is as follows: “To be considered by our customers and colleagues as effective, progressive and a leader in the utility industry.”

The mission statement of the department is: “To provide the highest possible water quality and customer service at the lowest possible cost, while continuing our commitment to improving the infrastructure and our community’s environment.”

The department has also adopted a “Guiding Principle” which reads as follows: “To continually improve water quality and value to our customers while protecting our natural resources through prudent financial planning, investment in our infrastructure, efficient management and technical proficiency.”

The department consists of two primary divisions: the Water Division and the Sewer Division. The Water Division is responsible for the management, treatment and distribution of sufficient potable water to meet the needs of the community. The Sewer Division is responsible for the management, collection, treatment and disposal of the wastewater generated by the community.

As noted above, each utility operates as an independent enterprise fund. Each fund utilizes an established schedule of rates, charges and fees, which collectively provide the revenue necessary for self-sustained operations, including capital expenditures. The Water and Sewer Department contributes annually to the Town’s general fund in the form of reimbursements for administrative services but does not receive any tax revenues to support its operation.
The Water and Sewer Department consists of the following operational functions:

- **Administration**: Responsible for procedures, programs and planning as well as the management and supervision of the department’s operation.

- **Customer Service**: Responsible for all aspects of bill generation and collections for the department.

- **Engineering**: Responsible for the design, inspection and management of projects necessary to replace or recondition water and sewer infrastructure; conducts subdivision reviews and cross connection inspections; performs utility mark-outs and provides records, mapping and permits for connection to the water or sewer system.

- **Water Treatment**: Responsible for managing water resources including seven reservoirs and ten wells that can safely provide up to 9.8 million gallons of water per day; treats and distributes drinking water to the customers’ taps in Manchester and portions of Glastonbury, South Windsor and Vernon.

- **Wastewater Treatment**: Responsible for the treatment, in an environmentally safe manner, of wastewater generated by the community.

- **Laboratory**: Responsible for the daily testing of water and wastewater samples to ensure compliance with state and federal water quality standards.

- **Field Maintenance**: Responsible for the maintenance of both water and wastewater delivery and collection systems, including water and sewer mains, hydrants, manholes, valves and storage tanks:
  - **Transmission and Distribution**: Responsible for maintenance and repair of the water distribution system.
  - **Construction**: Responsible for performing water main replacements to eliminate old or undersized water or sewer mains in the system.
  - **Sewer Line Maintenance**: Responsible for maintenance and repair of the sanitary sewer lines and manholes, and responding to sewer emergencies.
  - **Source of Supply**: Responsible for managing 4,000 acres of watershed land and maintaining Water and Sewer facilities.
Budget and Staffing

Tables F-1 and F-2 summarize the adopted budget of revenues and expenditures as well as staffing for each utility for fiscal year 2004/2005.

**TABLE F-1: WATER UTILITY BUDGET AND AUTHORIZED AND FUNDED STAFFING**

<table>
<thead>
<tr>
<th>Water Utility</th>
<th>Water Utility</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Revenues:</strong></td>
<td></td>
</tr>
<tr>
<td>Sale of water</td>
<td>$5,340,000</td>
</tr>
<tr>
<td>Interest on investments</td>
<td>40,000</td>
</tr>
<tr>
<td>Appropriation from fund balance</td>
<td>125,320</td>
</tr>
<tr>
<td>Other revenues</td>
<td>690,240</td>
</tr>
<tr>
<td><strong>Total revenues:</strong></td>
<td>$6,195,560</td>
</tr>
<tr>
<td><strong>Expenditures and staffing (full-time equivalency), by function:</strong></td>
<td></td>
</tr>
<tr>
<td>Administration:</td>
<td></td>
</tr>
<tr>
<td>General</td>
<td>$1,656,169</td>
</tr>
<tr>
<td>Customer accounts and collections</td>
<td>165,755</td>
</tr>
<tr>
<td>Engineering</td>
<td>505,875</td>
</tr>
<tr>
<td>Meters</td>
<td>90,756</td>
</tr>
<tr>
<td>Debt service</td>
<td>722,350</td>
</tr>
<tr>
<td><strong>Water treatment:</strong></td>
<td></td>
</tr>
<tr>
<td>General</td>
<td>957,945</td>
</tr>
<tr>
<td>Power and pumping</td>
<td>567,941</td>
</tr>
<tr>
<td>Laboratory</td>
<td>199,666</td>
</tr>
<tr>
<td><strong>Field maintenance section:</strong></td>
<td></td>
</tr>
<tr>
<td>General</td>
<td>-</td>
</tr>
<tr>
<td>Source of supply group</td>
<td>215,554</td>
</tr>
<tr>
<td>Transmission and distribution group</td>
<td>664,426</td>
</tr>
<tr>
<td>Construction group</td>
<td>449,123</td>
</tr>
<tr>
<td><strong>Total expenditures and staffing:</strong></td>
<td>$6,195,560</td>
</tr>
</tbody>
</table>
TABLE F-2: SEWER UTILITY BUDGET AND AUTHORIZED AND FUNDED STAFFING

<table>
<thead>
<tr>
<th>Sewer Utility</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Revenues:</td>
<td></td>
</tr>
<tr>
<td>Regular sewer service</td>
<td>$3,793,600</td>
</tr>
<tr>
<td>Large-volume sewer service</td>
<td>893,020</td>
</tr>
<tr>
<td>Appropriation from fund balance</td>
<td>61,080</td>
</tr>
<tr>
<td>Other revenues</td>
<td>454,400</td>
</tr>
<tr>
<td><strong>Total revenues:</strong></td>
<td><strong>$5,202,100</strong></td>
</tr>
<tr>
<td>Expenditures and staffing (full-time equivalency), by function:</td>
<td></td>
</tr>
<tr>
<td>Administration:</td>
<td></td>
</tr>
<tr>
<td>General</td>
<td>$1,189,310</td>
</tr>
<tr>
<td>Customer service</td>
<td>61,068</td>
</tr>
<tr>
<td>Engineering</td>
<td>384,090</td>
</tr>
<tr>
<td>Debt service</td>
<td>937,880</td>
</tr>
<tr>
<td>Wastewater collection:</td>
<td></td>
</tr>
<tr>
<td>General</td>
<td>563,500</td>
</tr>
<tr>
<td>Maintenance, sewer lines</td>
<td>13,090</td>
</tr>
<tr>
<td>Maintenance, manholes</td>
<td>8,180</td>
</tr>
<tr>
<td>Pumping stations</td>
<td>14,290</td>
</tr>
<tr>
<td>Sewage Treatment Plant:</td>
<td></td>
</tr>
<tr>
<td>General</td>
<td>1,089,131</td>
</tr>
<tr>
<td>Treatment</td>
<td>770,060</td>
</tr>
<tr>
<td>Laboratory</td>
<td>171,501</td>
</tr>
<tr>
<td><strong>Total expenditures and staffing:</strong></td>
<td><strong>$5,202,100</strong></td>
</tr>
</tbody>
</table>

Analysis and Recommendations

Water and Sewer Utility Organizational Issues

The Manchester Water and Sewer utilities are highly independent from other Town departments. The department maintains its own engineering, customer service, financial management, forestry, and construction personnel and equipment. These services are duplicated by other Town departments.

Utility funds are also used for joint purchase of shared equipment such as the asphalt paving machine and are used to make services such as GIS possible. The independent source of revenues and the ability to support other Town functions when desired appears to have given the department a great deal of power and functional independence, a relationship that is not necessarily in the best interests of the Town as a whole.

The Water and Sewer utilities were formerly under the jurisdiction of the Department of Public Works. There continues to be significant interaction between the departments although, an “us vs. them” attitude is apparent that is counterproductive. Comments referenced less than desirable
levels of communication at times and cooperation on areas of joint interest.

The Department of Public Works and the Water and Sewer Utilities must find ways to work together effectively for the good of the entire community. Jurisdictional disputes are not productive.

**Recommendation F-1: Combine redundant functions (see Recommendation E-4) and develop policies and procedures for the interaction of the Public Works Department and the Utilities Department.** Functions such as Engineering should be examined for possible consolidation into a single unit under the direction of the existing Public Works Engineering Division.

The Water and Sewer utilities maintain a separate budget analyst to track and monitor department expenses and to help in the budget development process. Water and sewer accounting and reporting requirements vary from typical municipal accounting. Much of the function of this position appears to be related to providing advice to the director regarding budget status and timing of acquisitions orhirings based on projected annual cash flow. The question is to whom the person in the position should report? While departments need good operating data for decision-making, decisions need to be made in the best interests of the Town and relevant Town policy.

**Recommendation F-2: Transfer the budget analyst position to Administrative Services.** Negotiate a commitment from the Finance Department to assign adequate accounting resources to the Department of Public Works as well as the Water and Sewer departments.

The Water and Sewer utility performs billing and customer service functions independently from the Town Finance Department. Consolidating billing and customer service functions has the potential to reduce costs. At a minimum, the transfer would allow multiple staff to be cross-trained in the function, thereby providing a measure of back up and redundancy for a critical function.

**Recommendation F-3: Transfer the customer service and utility billing functions to the Finance Department.**
Budget and Finance

The utilities have operated without a water rate increase since 1988. Combined water and sewer bills haven't increased since 1992. The utilities are extraordinarily focused on expenditure control. The budget is not being used as a management document and fails to tie to actual operations; expenditures are being held back during the fiscal year (e.g., not filling approved vacancies, purchases, delaying contracts, etc.). This practice brings to question what level of funding the utility needs to maintain operations. Best practices would suggest the use of reserve funds to allow consistent operations regardless of weather patterns. The utilities appear to have adequate reserves, as the water fund has an undesignated fund balance of $3,984,665 and the sewer fund undesignated balance is $1,880,045.

Recommendation F-4: Establish a policy on the use of fund balance to support utility expenditures regardless of weather conditions. Utility revenues should be budgeted based on typical or slightly wetter weather than recent average (in other words, budget for slightly less demand for water than recent average). Use the last ten years of water sales data to establish appropriate reserve levels (both minimum and maximum) and budget accordingly. Use the established reserve fund to make up any shortages between budgeted revenues and actual revenues. Establish expenditure priorities based on needs of utilities rather than current revenue available.

The utilities' budgets do not accurately allocate costs. The allocation of administrative salaries between the water and sewer funds is routinely split evenly although it was widely acknowledged that a more reasonable allocation would be 60% water and 40% sewer. While this is a minor issue in itself, it is reflective of other practices that result in inaccurate cost allocation and distribution. Administrative costs and project expenditures are rarely tracked and are frequently simply allocated in the budget and applied in the same fashion throughout the year. This practice assumes that the allocations are reasonably accurate.

Cost allocations need to be accurate in order for the utilities to function as financially independent entities. Policymakers and ratepayers need to have a high level of confidence that the rates being charged are the minimum required to operate the utility. Customer bases for the two utilities will rarely be identical. Inaccurately assigning costs results in higher than necessary charges for some utility customers.

Recommendation F-5: Reevaluate administrative salary allocation between the water and sewer utility functions. It is apparent that staff has a sense of actual level of effort that varies from the annual allocation process. In most cases, simply asking each administrative person to define their allocation percentage would probably be sufficient. If necessary, tracking actual efforts
periodically throughout the fiscal year could be accomplished as a check.

The utilities fee structure should include incidental services that benefit individual customers of the utilities. Utility fees should recover all costs and nothing should be provided “free,” such as the laboratory testing samples from private wells.

**Recommendation F-6:** Develop and implement a fee structure to recover the costs of incidental services provided by the utility. These fees will allocate expenses based on the cost of providing service and will help to hold down rates for utility customers.

The practice of turning water off for non-payment is costly and has the added disadvantage of significant conflict between utility staff and irate customers. Shutting off water can also create a public health hazard. Nationally, many communities have gone to the practice of rolling unpaid utility bills onto the tax roll until they reach a predetermined level. This reduces operating costs, assures the collection of revenues and reduces the possibility for violent conflict with customers. Generally, such policies and practices apply to residential users.

**Recommendation F-7:** Evaluate existing policy and procedures for rolling unpaid utility bills onto the tax roll.

**Administration and Personnel**

The Water and Sewer Department have adopted a vision statement, mission statement and set of guiding principles. While these are admirable and set a positive tone for the organization, they do not provide annual goals and objectives for the department. An excellent start to this process is the five-year business plan prepared in 2002. This document clearly identified issues facing the utilities and outlined a general approach to meeting these challenges. In some cases, timelines were set for responding to issues; however, it appears that some target dates were missed. The plan needs to become the basis for a roadmap for the future of the utility with identifiable goals, specific timelines and identified responsibilities for implementation. It should be possible to retrospectively link the five-year plan with actions taken by department staff. The plan should also clearly relate to the development of departmental policies and staff to ensure the continued excellence of operations.
**Recommendation F-8:** Annually update the five-year business plan and include specific schedules and responsibilities for implementation in the action plan section. Tie the five-year plan to the budget development process.

Having established goals and objectives, setting performance measures and standards to assist in their accomplishment is necessary. Many of the functions carried out by utility staff are unsupported by adequate information and data sources that will allow tracking and monitoring of resource allocation (staff and equipment) or outcomes. Project costing is only provided on a limited basis and requires manual data collection and analysis. This provides an incomplete look at what is actually being done by work crews and provides no way of assessing the true cost per job for typical assignments or work of a special nature (i.e., water main construction).

**Recommendation F-9:** Develop performance measures for tracking work activities and outcomes. Development and use of performance measures (efficiency, effectiveness and workload indicators) for all programs of the Water and Sewer Department will be a valuable management tool to assist the director and managers in determining the overall effectiveness of services that are being provided, as well as the costs of resources required to maintain utilities infrastructure and facilities.

Measures need to be carefully selected to avoid over-loading staff with onerous data collection and reporting requirements. The measures will tell managers the “what” about the programs with the “why” being determined, when necessary, through analysis of the circumstances surrounding the program operations. The key to a successful performance measurement program is knowing how to use the data to improve workflow, staffing patterns, resources or other aspects of the job.

**Recommendation F-10:** Train senior managers and front-line supervisors in the use of performance data and measures for tracking and assessing program performance outcomes. Data collection and the use of performance measures will undoubtedly be new to many middle managers and first-line supervisors. For performance measures to be useful, managers and supervisors must use them consistently as a tool for planning and directing work crew activities and service delivery outcomes.
A first impression of the utility office is one of clutter, overcrowding and disorganization. Stacks of paper are on desks, tables, file cabinets and any other flat surface including the floor. The image given by the collection of loose paper and partial files is unprofessional and indicates a need for an improved document filing and retrieval system.

**Recommendation F-11: Implement a document filing and retrieval system.** Additional storage space will need to be identified and file cabinets purchased.

The Water and Sewer Department has been impacted by the early retirement incentive program established by the Town as a cost cutting measure. Several of the senior staff are planning to take advantage of the program. All appear to be eminently aware of the program and the opportunities it provides for early retirement. Unfortunately, it will be difficult to recover from the loss to management. The loss of senior staff needs to be factored into future planning to ensure that the skills and talents necessary to effectively run the department remain in place.

**Recommendation F-12: Develop a succession plan designed to compensate for the loss of key staff.**

There is a significant investment in department personnel. It is important that staff receive training in use of software adopted by the department such as the Microsoft Office Suite. A number of employees have yet to receive the training they need to be able to perform as needed.

**Recommendation F-13: Request that the Information Technology Department provide or arrange for regular training on non-utility-specific software applications used by the department.**

**Facilities and Equipment**

The water utility office that houses utility administration is poorly designed and generally inadequate for either storage or office needs. A good portion of the problem with clutter may be that the department appears to have outgrown its space. In addition to office needs, the field garage is not designed for current use and is not being used very efficiently. Field operations works out of two separate facilities (one for vehicles and equipment and small volume inventory and one for storage of larger-volume inventory). This arrangement is inefficient.
Recommendation F-14: Prepare a departmental space needs study that considers the needs of the Water and Sewer Department. The study should consider the possibility of consolidation of some functions. If the engineers are collocated with public works, sufficient space may exist for administrative requirements.

The Water and Sewer Department owns a considerable amount of property designed to protect reservoir drainage basins and preserve the quality of the Town’s drinking water source. Some of the land owned by the department is outside of the watersheds for the utility and has no functional purpose for the utility. Some of this land outside the watersheds serves as passive recreation area for local residents in other jurisdictions. This use is not a function of the water utility and should not be a part of the utility’s budget and responsibility.

Recommendation F-15: Sell surplus water utility property that is not of strategic value to the Water and Sewer Department and place the resulting revenues in the utility reserve fund. Properties with recreational value should be transferred to the Town at fair market value. The Town should be credited for any financial or ownership position they may have in the properties to be sold.

The sewer utility owns its own sewer televising truck and equipment. Given the cost of this equipment, such exclusive ownership and use should be reviewed to ensure that the hours per year of use of the vehicle and the resulting cost per foot of televising activity is economically viable. Sewer televising can be economically obtained as a contract service. Alternatively, the vehicle and equipment (and even supporting labor) could be contracted out to other local jurisdictions.

Recommendation F-16: Perform a cost benefit study regarding use of the sewer televising truck and equipment. Compare unit cost information with available contract prices. The cost benefit analysis must include vehicle maintenance, depreciation and fully burdened labor costs.

**Water Treatment**

The water treatment facility appears to be well run with limited staff. Water quality is the major focus and the facility complies with all current standards. Upgrades to maintain compliance with pending regulations are being planned. Plant control software appears to be functional and assists in maintaining the facility operations effectively. Operation and maintenance of equipment is performed as specified by manufacturer’s recommendations. However, these recommendations are only in paper
form in the various manuals provided with the equipment and have not been compiled into a single maintenance document, nor has an effort been made to put operation and maintenance schedules and records on a computerized maintenance management system. Such a system could generate preventative maintenance schedules automatically and improve the maintenance process.

**Recommendation F-17: Acquire or develop operation and maintenance software.** Consider hiring an intern or temporary staff to input data. Request and obtain electronic versions of operations and maintenance manuals from equipment suppliers.

The current parts inventory control system is manually based and somewhat disorganized. Surplus equipment (pumps, etc.) is stored wherever space can be found. Automatic reorder points don’t exist. The parts inventory needs to be computerized and periodically audited to ensure that inventory is being maintained and applied to appropriate projects.

**Recommendation F-18: Acquire and implement an inventory control system.** The need for such a system was also noted in recommendation E-5. This should be one acquisition that takes into consideration the needs of both user divisions.

The water treatment plant makes use of extremely hazardous chemicals such as chlorine. There have been issues with contract cleaning staff who do not speak or read English wandering into unsafe areas where these chemicals are being stored. These areas need to be posted using bilingual signage to prevent accidents involving the hazardous materials. A plant walkthrough with the cleaning company supervisor should be mandatory on a periodic basis.

**Recommendation F-19: Provide appropriate bilingual safety signage and require the contract cleaning company to provide appropriate training to all staff to avoid potentially dangerous situations.**

**Wastewater Treatment**

The wastewater treatment facility is an older facility that is being managed to meet regulatory standards as best as possible. Hydraulically, much of the plant is unused. The biggest challenge seems to be in managing the facility to meet changing treatment standards. A project to hire a consulting engineer to assist in this process was budgeted, but this has been delayed internally.
Recommendation F-20: Complete the process of selecting and hiring a consulting engineer to assist in design modifications to the wastewater treatment facility.

One of the issues facing the treatment operation is the high moisture content of the processed sludge. Sludge is hauled by plant staff to the Town landfill for disposal at a flat disposal fee of $180,000 per year. This fee is significantly less than it would be under any other disposal option. High moisture content of the sludge considerably increases the weight of the material and the corresponding cost of disposal for the sanitation division.

Recommendation F-21: Take action to lower the moisture content of processed sludge. It is important to note that the high moisture content creates significant handling difficulties for the Sanitation operation. While no financial incentive exists for the Wastewater Utility to take this action, it is important to recognize the impact this practice has on another operation.

Regulations control the amount of nitrogen that can be discharged from the treatment facility. The standards are declining on a scheduled basis to allow phased compliance. It is permissible, and perhaps a good management practice, to avoid immediate plant improvements by purchasing de-nitrification credits from other facilities that fall below the discharge limits. As the regulations become increasingly stringent, the cost of these credits escalates. Furthermore, while purchase of credits is legal and a common practice, the reality is that plant discharges exceed standards. This can create a public image issue for a facility that is otherwise very well run. While the cost of purchasing credits will eventually become prohibitive, the situation is being monitored by staff and future plant expansion will address the issue.

Recommendation F-22: Upgrade the wastewater treatment facility to meet discharge standards.

Field Operations

One of the concerns facing every water utility is water loss. Faulty meters, system leaks and unmetered usage require the water treatment facility to produce water that cannot be sold. The water utility estimates that unallocated water is approximately 15%, but lacks data to support this estimate. The recent conversion of meters to the automated read system is expected to have a positive impact. Monitoring and controlling water loss is a major responsibility of a water utility.
Recommendation F-23: Perform an in-house evaluation of water loss using metered sales data from the new metering system.

The water construction crew constructs approximately 5,000 linear feet of water main per year in addition to making system repairs. Utility management believes that the water main crew provides a level of flexibility and that it is cost effective as compared with private contractors. This belief is based on an internal evaluation performed several years ago. While it is not uncommon for utilities to install a limited amount of water main during the course of a year, it is more typical for these projects to be incidental work such as loop connections that can be done on a fill-in basis as time permits. It is atypical to have a crew that actively performs work that would be typically outsourced to private sector contractors.

Recommendation F-24: Reevaluate the cost comparison of internal water main construction compared with contracted work using fully burdened labor rates and equipment and material charges.

Coordination between water utility employees and employees from the Department of Public Works was described as needing improvement. It is important that underground utility projects and surface projects be coordinated to avoid expensive decisions. Everyone is aware of circumstances where a street is paved only to be dug up a few weeks later. Given the nature of infrastructure, this will never totally be eliminated. However, good communications and planning between all affected divisions of the Public Works and Water and Sewer Departments on construction projects can significantly improve coordination and reduce long-term infrastructure costs.

Recommendation F-25: Coordinate planning meetings between public works and utility engineering and construction staff to discuss future construction programs in advance of implementation. Discuss emergency or unplanned repairs prior to final restoration.

One of the major infrastructure components of a water utility is the valve system. The valve system allows the utility to control flow and isolate segments of the system for repair or service. Valves need to be exercised on a regular basis, typically annually. This activity allows the utility to identify valves that need service and helps prolong the life of the valve.

Recommendation F-26: Establish a valve exercise program in compliance with American Water Works Association recommended standards. Maintain a computer based record of valves including identifying date
of last service and issues such as the direction of turn and
the number of turns to closure.

**Laboratory**

The laboratory is a well-run facility that helps to assure compliance with
applicable treatment and quality standards. Labs are expensive to
operate and maintain, requiring sophisticated equipment and highly
trained staff. One revenue enhancement possibility would be the
expansion of lab services to other communities or the private sector
(testing of private water supplies). Providing analysis for another local
government or utility would likely be the best match.

**Recommendation F-27:** Investigate and pursue
opportunities to market laboratory services to area
communities.

**Engineering**

Accurate survey work is a necessary part of many field construction
projects. The Town engineer has a survey crew that could provide layout
and construction staking or other services. Cooperation between the
survey group and the utility has been minimal. While this has been due in
part to staff availability, the utility should nevertheless make use of the
survey crew as necessary to insure quality construction.

**Recommendation F-28:** Coordinate design and
construction activities with the Town engineer to
schedule use of the survey crew. Any utilities-related
costs incurred by the crew should be billed directly to the
Water and Sewer Department. This type of coordination
should happen quite naturally if the engineering units of
public works and utilities are combined.

The utility has been planning to retain a consulting engineer to perform a
Sanitary Sewer Evaluation Study (SSES). This project is necessary for
planning of future infrastructure needs and should be a specific and high
priority of the department.

**Recommendation F-29:** Expedite the selection of a
consulting engineer to perform a Sanitary Sewer
Evaluation Study. The Town has applied for a state grant
to fund this project, but this study needs to be pursued
regardless of the success of the grant.

The Water and Sewer Department and the Engineering Division both
issue permits. For coordination purposes, all permits should be offered
for sale in a “one stop shop” at the office of the Town engineer.
Recommendation F-30: Create a “one stop” permit application process.

The development plan review process involves a number of Town departments. These departments need to coordinate throughout the review process, not just at the initial review. Currently, preliminary comments are received and independently integrated. The resulting changes could further alter departmental recommendations if the departments were made aware. All departments should be satisfied before final design approval is issued. Modified plans should be reviewed by all departments involved in the review process.

Recommendation F-31: Create a design review team to follow the development review process from initial request through to approval. Maintain continuity throughout the review process to assure compliance with all departmental requirements.

Conclusion

The Manchester Water and Sewer Department needs to improve efforts at data-based management to ensure that rate payers receive the best value for their fees. Improved cooperation between the utility and the Department of Public Works will reap benefits for taxpayers and rate payers and should be vigorously pursued by management.
ATTACHMENT A
Distinguished Budget Presentation Awards Program
Government Finance Officers Association
Awards Criteria
(and explanations of the Criteria)

The Budget as a Policy Document

Policy Document criterion # 1. Mandatory: The document should include a coherent statement of entity-wide long-term financial policies.

Criteria Location Guide Questions

1. Is there a summary of financial policies and goals?
2. Do the financial policies include the entity’s definition of a balanced budget?
3. Are all financial policies presented in one place?

Explanation

This criterion requires a discussion of the long-term financial policies used during the budget process. The entity should indicate whether the budget presented is balanced. Refer to GFOA’s recommended practice Adoption of Financial Policies at GFOA’s website www.gfoa.org for information on the specific types of financial policies that should be included as part of this discussion.

Policy Document criterion # 2: The document should include a coherent statement of entity-wide, non-financial goals and objectives that address long-term concerns and issues.

Criteria Location Guide Questions

1. Are non-financial policies/goals included?
2. Are these policies/goals included together in the Budget Message or in another section that is separate from the departmental sections?

Explanation

This criterion relates to the long-term, entity-wide, non-financial policies that provide the context for decisions within the annual budget. Long-term policies may include mission statements and strategic goals and objectives.

Policy Document Criterion # 3: The document should describe the entity’s short-term initiatives that guide the development of the budget for the upcoming year.

Criteria Location Guide Questions

1. Are short-term initiatives included?
2. Does the document discuss how the short-term initiatives guided the development of the annual budget?
3. Are changes in staffing levels for the budget year explained?
4. If there are no changes in staffing levels, is that item noted?
Explanation

This criterion requires discussion of the entity’s response to the changes in the environment in which it operates and of the key initiatives that guided the development of the upcoming year’s budget. These initiatives reflect the choices for the fiscal year and should be consistent with the entity’s long-term policies. Staffing level changes must be explained. If there are no staffing level changes, then that fact must be noted. Initiatives that might be included are: salary and benefit costs, fee changes, capital improvements, program enhancements or reductions, tax levels, use of reserves, service level assumptions, unfunded mandates, economic development strategies, inflation assumptions, and demographic assumptions.

Policy Document Criterion #4. Mandatory: The document shall include a budget message that articulates priorities and issues for the budget for the new year. The message should describe significant changes in priorities from the current year and explain the factors that led to those changes. The message may take one of several forms (e.g., transmittal letter, budget summary section).

Criteria Location Guide Questions

1. Does the message highlight the principal issues facing the governing body in developing the budget (e.g., policy issues, economic factors, regulatory, and legislative challenges)?
2. Does the message describe the action to be taken to address these issues?
3. Does the message explain how the priorities for the budget year differ from the priorities of the current year?
4. Is the message comprehensive enough to address the entire entity?

Explanation

This criterion requires a summary explanation of key choices and decisions made during the budget process. The budget message also should address the ramifications of these choices and decisions. It is recommended that the total amount of the budget be included in the budget message.

Policy Document Criterion # 5: The document should include clearly stated goals and objectives of organizational units (e.g., departments, divisions, offices or programs).

Criteria Location Guide Questions

1. Are unit goals and objectives identified?
2. Are unit goals clearly linked to the overall goals of the entity?
3. Are short-term objectives quantifiable?

Explanation

This criterion requires that unit goals and objectives be clearly identified. The relationship of unit goals to the overall goals of the entity should be apparent. For purposes of this criterion, goals are long-term and general in nature, while objectives are more short-term oriented and specific.
The Budget as a Financial Plan

Financial Plan Criterion # 1: The document should include and describe all funds that are subject to appropriation.

Criteria Location Guide Questions

1. Is a narrative or graphic overview of the entity’s budgetary fund structure included in the document?
2. Does the document indicate which funds are appropriated? (Other funds for which financial plans are prepared also may be included in the document.)
3. Does the document include a description of each individual major fund included within the document?
4. If additional or fewer funds are included in the audited financial statements, does the document indicate this fact?

Explanation

Showing an entity’s budgetary fund structure is essential for understanding its financial configuration. An overview of the budgeted funds should be included in the document. This overview should include each major fund’s name and either (1) an indication of whether the fund is a governmental, proprietary, or fiduciary fund OR (2) an indication of the fund type of each fund (e.g., general, special revenue, enterprise fund). Any fund whose revenues or expenditures, excluding other financing sources and uses, constitute more than 10% of the revenues or expenditures of the appropriated budget should be considered a major fund for this purpose.

The document should indicate which funds are appropriated. If all of the funds are appropriated, this fact should be stated in the document. If none of the funds are appropriated, this fact should be stated in the document.

The document should include a description of each major fund, including the general fund. The description can be part of the overview of the fund structure or can be presented in individual sections.

If the fund structure in the audited financial statements is different from the budgetary fund structure, the differences should be described. For example, some of the funds reported in the audited financial statements may not be included in the budget document.

Financial Plan Criterion # 2. Mandatory: The document shall present a summary of major revenues and expenditures, as well as other financing sources and uses, to provide an overview of the total resources budgeted by the organization.

Criteria Location Guide Questions

1. Does the document include an overview of revenues and other financing sources and expenditures and other financing uses of all appropriated funds?
2. Are revenues and other financing sources and expenditures and other financing uses presented either (1) together in a single schedule OR (2) in separate but adjacent/sequential schedules OR (3) in a matrix?
3. Are revenues presented by major type in this schedule (e.g., property taxes, intergovernmental, sales taxes, fees and charges)?

4. Are expenditures presented by function, organizational unit, or object in this schedule? (For funds other than the main operating fund of the entity, a presentation by fund normally would satisfy this requirement.)

Explanation

This criterion requires a summary of the revenues and other financing sources and expenditures and other financing uses of all appropriated funds in one place in the budget document. Other funds may be included in this schedule, but appropriated funds must be included. Both revenues and other financing sources and expenditures and other financing uses must be presented either (1) together in a single schedule OR (2) in separate but adjacent/sequential schedules OR (3) in a matrix.

Revenues should be presented by type (e.g., property tax, sales tax, fees and charges, intergovernmental) for all appropriated funds in total. A more detailed presentation that also shows revenues by major fund is encouraged, but not required. Expenditures should be presented either by function, organizational unit or object. Often funds other than the general fund encompass only a single function. For such funds, reporting expenditures in total by fund would be acceptable because the presentation would be tantamount to reporting expenditures by function.

If no appropriated funds are included in the document, the summary should present revenues, other financing sources, expenditures and other financing uses for the entity as a whole. Pension systems may present this information in the same format as presented in the audited financial statements (i.e., additions and deduction). Graphs (pie graphs are helpful) may supplement this schedule, but not substitute for it. The document may include a schedule or matrix describing transfers, but this is not required.

Financial Plan Criterion #3. Mandatory: The document must include summaries of revenues and other financing sources, and of expenditures and other financing uses for the prior year actual, the current year budget and/or estimated current year actual, and the proposed budget year.

Criteria Location Guide Questions

1. For annual budgets, are revenues and other financing sources and expenditures and other financing uses for the prior year, the current year, and the budget year presented together on the same schedule(s) or on schedules presented on adjacent/sequential pages?

2. Is this information presented for the appropriated funds in total (or for the entity as a whole if no appropriated funds are included)?

3. Is this information also presented at a minimum for each major fund and for other (i.e. nonmajor) funds in the aggregate (or for each significant fund and other funds in the aggregate if no appropriated funds are included)?

4. For biennial budgets, are revenues and other financing sources and expenditures and other financing uses for the prior year, the current year, and both budget years presented together on the same schedule(s) or on separate schedules presented on adjacent/sequential pages?
Explanation

This criterion requires a schedule(s) that includes both revenues and other financing sources and expenditures and other financing uses for at least three budget periods (prior year actual, current year, and budget year). The data for the prior year should be the actual revenues and expenditures. However, the entity may choose whether to use current year budget and/or estimated figures. Alternately, the document may include both the current year budget and the current year estimated amounts. Also, the document may include a discussion of any changes to the budget for the current year. However, such a discussion is not required. Any fund whose revenues or expenditures, excluding other financing sources and uses, constitute more than 10% of the revenues or expenditures of the appropriated budget should be considered a major fund. Of course, information for other funds also may be presented. Information for individual major funds, nonmajor funds in the aggregate, and the entity as a whole may be presented on a single schedule OR on separate schedules. Regardless of the format selected, the information for both revenues and expenditures must be included (1) on the same schedule(s) OR (2) on schedule(s) presented on adjacent/sequential pages.

If the entity does not include any appropriated funds, then data for three years should be presented for the entity as a whole, each significant fund, and other funds in the aggregate. Any fund whose revenues or expenditures constitute 10% or more of the total budget should be considered a significant fund for this purpose. Entities with biennial budgets should present data for four years - one prior year actual, current year budget and/or estimated amount, and budget for both years of the biennium.

Financial Plan Criterion # 4. Mandatory: The document shall describe major revenue sources, explain the underlying assumptions for the revenue estimates, and discuss significant revenue trends.

Criteria Location Guide Questions

1. Are individual revenue sources described?
2. Do the revenue sources that are described represent at least 75 percent of the total revenues of all appropriated funds?
3. Are the methods used to estimate revenues for the budget year described (e.g., trend analysis, estimates from another government or consulting firm)?
4. If revenues are projected based on trend information, are both those trends and the underlying assumptions adequately described?

Explanation

This criterion requires that the major revenues of the appropriated funds in the aggregate be identified and described. If an outside source (e.g., another government or consulting firm) provides an estimate of the revenue for the budget year, that fact must be clearly stated. If the entity uses trend analysis to project a particular revenue, a discussion of the revenue trend is required in addition to any schedules or graphs depicting the revenue trend. If the projections are based on trend analysis, the discussion must identify factors that affect the trend, such as changes in the local economy, a new housing development, or fee increases. If no appropriated funds are included in the document, this criterion
requires that the major revenues of the entity as a whole be identified and described, and that revenue projections be discussed.

Financial Plan Criterion # 5. Mandatory: The document shall include projected changes in fund balances, as defined by the entity in the document, for appropriated governmental funds included in the budget presentation (fund equity if no governmental funds are included in the document).

Criteria Location Guide Questions

1. Does the document include the entity’s definition of “fund balance” (or of “fund equity” if no governmental funds are included in the entity - frequently the noncapital portion of net assets)?
2. Is the fund balance (equity) information presented for the budget year?
3. Is there a schedule showing (1) beginning fund balances, (2) increases and decreases in total fund balances (reported separately), and (3) ending fund balances for appropriated governmental funds?
4. Is this information presented at a minimum for each major fund and for nonmajor governmental funds in the aggregate?
5. If fund balances of any major fund or the nonmajor funds in the aggregate are anticipated to increase or decline by more than 10%, does the document include a discussion of the causes and/or consequences of these changes in fund balance?
6. If an entity has no governmental funds, is the change in fund equity presented for (1) the entity as a whole, (2) each significant fund, and (3) other funds in the aggregate?
7. If an entity has no governmental funds and the fund equity of any significant fund or other funds in the aggregate is anticipated to change by more than 10%, does the document include a discussion of the causes and/or consequences of any change in fund equity that is greater than 10% in either a significant fund or other funds in the aggregate?
8. For biennial budgets is the change in fund equity presented separately for both years of the biennium?

Explanation

This criterion requires that beginning and ending fund balances, as defined by the entity in the budget document, be shown for the budget year, as well as revenues, expenditures, and other financing sources/uses. This information must be provided for each major fund and for the nonmajor governmental funds in the aggregate. The information may be included on the schedule(s) with the three-year data or may be presented on a separate schedule(s). Both the beginning and ending fund balances must be clearly labeled. If the entity budgets on a cash basis, the schedule may show beginning and ending cash rather than fund balance. If the fund balances of any major fund or the nonmajor funds in the aggregate are expected to change by more than 10%, the changes should be discussed in the budget message/transmittal letter or at the bottom of the schedules identifying the change. If the ending fund balances are greater than the amount or percentage that the financial policies require to be set aside, the entity is encouraged to state that fact. Changes in fund equities for entities with no governmental funds should be reported.
Financial Plan Criterion # 6: The document should include budgeted capital expenditures, whether authorized in the operating budget or in a separate capital budget.

Criteria Location Guide Questions

1. Does the document define “capital expenditures”?
2. Does the document indicate the total dollar amount of capital expenditures for the budget year (both budget years for biennial budgets)?
3. Are significant nonroutine capital expenditures described along with dollar amounts? (Information in a separate CIP document does not satisfy this criterion.)
4. If the entity has no significant nonroutine capital expenditures, is that fact clearly stated in the document?

Explanation

This criterion does not mandate any particular definition of “capital expenditures,” only that whatever definition is being used by the entity be disclosed.

After defining capital expenditures, the entity should indicate the total dollar amount of such expenditures for the budget year. The entity is encouraged, but not required, to provide a summary of capital expenditures by major project, type, fund, or user.

Routine capital expenditures are those that 1) are included in almost every budget and 2) will have no significant impact on the operating budget. For example, the construction of a new school building, because of its significant impact, would almost always be considered nonroutine, even if such construction is a frequent occurrence. If the entity has only insignificant routine capital expenditures, the document should clearly state that fact.

If the entity has any significant, nonroutine capital expenditures, the document should describe these items (i.e. indicate the project’s purpose and funding sources) and indicate the amount appropriated for the project during the budget year(s). Also, the document should include the amount appropriated for significant, nonroutine capital expenditures in the budget year.

Financial Plan Criterion # 7: The document should describe if and to what extent significant nonroutine capital expenditures will affect the entity’s current and future operating budget and the services that the entity provides.

Criteria Location Guide Questions

1. Are anticipated operating costs associated with significant nonroutine capital expenditures described and quantified (e.g., additional personnel costs, additional maintenance costs, or additional utility costs)? (Information in a separate CIP document does not satisfy this criterion.)
2. Are anticipated savings or revenues expected to result from significant nonroutine capital expenditures described and quantified (e.g., reduced utility costs, lower maintenance costs)?
Explanation

This criterion asks for the identification of specific significant financial impacts upon current and future years that are likely to result from significant nonroutine capital expenditures (other than the cost of the improvements themselves). The entity may make its own determination of what is “significant.” However, some examples of significant costs are those that (1) would require an increase in the tax rate OR (2) would result in a reduction in spending elsewhere in the budget OR (3) would require additional staff. Additional anticipated revenues and expenditure reductions also should be briefly described and quantified. Concepts like net present value, return on investment, or payback period may be used.

Identification of the anticipated non-financial impact of significant nonroutine capital expenditures on services is encouraged. Examples include a cleaner environment, improved response time by public safety employees, smaller class sizes in schools, and access to public buildings and public transportation by all citizens.

Financial Plan Criterion # 8. Mandatory: The document shall include financial data on current debt obligations, describe the relationship between current debt levels and legal debt limits, and explain the effects of existing debt levels on current operations.

Criteria Location Guide Questions
1. Is the entity’s debt policy described?
2. If the entity has legal debt limits:
   • Are debt limits described?
   • Are the amounts of debt limits expressed in terms of total dollars, millage rates or percentages of assessed value?
   • Are the amounts of debt subject to debt limits identified in the same terms used to describe the debt limits themselves?
3. If the entity has no legal debt limits, is that fact clearly stated within the budget document?
4. If the entity does not have and does not intend to issue debt, is that fact clearly stated?
5. Is the amount of principal and interest payments for the budget year (two years for biennial budgets) shown for each major fund (for appropriated funds), for each significant unappropriated fund and for other funds in the aggregate?

Explanation

If an entity uses debt, the budget document must either describe its debt policy or indicate that it has no debt policy. Refer to GFOA’s recommended practice Debt Management Policy at GFOA’s website www.gfoa.org, for the types of matters that a debt policy might address. Entities should describe their legal debt limits. The legal debt limits may be expressed in terms of total dollars, millage rates, or percentages of assessed value. A graph may supplement the calculation, but may not be a substitute for the calculation. If an entity has no legal debt limits, that fact should be clearly stated within the budget document. The budget document may omit the debt policy and the debt limits requirements only if the entity (1) has no debt, (2) has no intention of issuing debt, and (3) states this fact in the budget document.
The document should indicate the impact of debt on the current budget by indicating the total amount of principal and interest payments to be paid during the year for each major appropriated fund and for each significant unappropriated and for other funds in the aggregate (two years for biennial budgets). If the entity has variable rate debt or a balloon payment that could significantly alter debt levels in the future, the entity is encouraged to disclose that fact. A repayment schedule may be presented, but is not required. Although this criterion does not require that principal and interest payments for tax-supported debt be presented separately from other debt, this information could be useful to citizens. The entity is encouraged to discuss coverage requirements and actual coverage for revenue backed debt. An entity may wish to discuss debt that it anticipates issuing separately from its discussion of outstanding debt.

Financial Plan Criterion # 9. Mandatory: The document shall explain the basis of budgeting for all funds, whether cash, modified accrual, or some other statutory basis.

Criteria Location Guide Questions
1. Is the basis of budgeting defined (e.g., modified accrual, cash, or accrual) for all funds included in the document?
2. If the basis of budgeting is the same as the basis of accounting used in the entity’s audited financial statements, is that fact clearly stated?
3. If the basis of budgeting is not the same as the basis of accounting used in the entity’s audited financial statements, are the differences described?

Explanation
The document should clearly identify the basis of budgeting (e.g., modified accrual, cash, accrual) employed by the entity for each category of funds represented (governmental, proprietary, and fiduciary). If the basis of budgeting is identical to the basis of accounting used in the audited fund financial statements in the basic financial statements for some or all categories of funds, that fact should be clearly stated. Differences between the basis of budgeting and the basis of accounting should be identified. For examples of differences between the basis of budgeting and the basis of accounting, refer to GFOA’s recommended practice, Relationship Between Budgetary and Financial Statement Information at GFOA’s website www.gfoa.org.

The Budget as an Operations Guide

Operation Guide Criterion # 1 (Mandatory): The document shall describe activities, services or functions carried out by organizational units.

Criteria Location Guide Questions
1. Does the document clearly present the organizational units (e.g., divisions, departments, offices, agencies, or programs)?
2. Does the document provide descriptions of each organizational unit?

Explanation
This criterion requires a clear presentation of the organizational units within the budget document. A narrative description of the assigned services, functions, and activities of organizational units should be included. The presentation of relevant additional information is encouraged (e.g., shift in emphasis or responsibilities).
Operation Guide Criterion #2: The document should provide objective measures of progress toward accomplishing the government’s mission as well as goals and objectives for specific units and programs.

Criteria Location Guide Questions

1. Are performance data for individual departments included in the document?
2. Are performance data directly related to the stated goals and objectives of the unit?
3. Do performance measures focus on results and accomplishments (e.g., output measures, efficiency and effectiveness measures) rather than inputs (e.g., dollars spent)?

Explanation

Performance measures should include the outputs of individual units and provide a meaningful way to assess the effectiveness and efficiency of those units. The measures should be related to the mission, goals, and objectives of each unit. As the entity implements performance measures, it should work toward including information for at least three years (the prior year actual, current year estimate or budget, and budget year). Refer to GFOA’s recommended practice Performance Management: Using Performance Measurement for Decision Making - Updated Performance Measures at GFOA’s website www.gfoa.org for more information on performance measures.

Operations Guide Criterion # 3. Mandatory: The document shall include an organization chart(s) for the entire entity.

Criteria Location Guide Question

1. Is an organization chart provided which shows the entire entity?

Explanation

This criterion requires that an organizational chart be presented only for the overall entity. Organizational charts for individual units are not required. When organizational charts are provided for individual units within the entity, those charts should be presented in such a way as to underscore the link between the individual unit and the overall entity.

Operations Guide Criterion # 4. Mandatory: A schedule or summary table of personnel or position counts for prior, current and budgeted years shall be provided.

Criteria Location Guide Questions

1. Is a summary table of position counts provided for the entire entity?
2. Does the table include the prior year, the current year, and budget year position counts?
Explanation

This criterion requires a presentation of position counts or full time equivalents (FTEs) within the entity. Presentation may be by position and/or by summaries of positions. Position summaries within individual departments may supplement, but not be a substitute for, the position counts on the consolidated schedule. If presented, position counts on the departmental summaries should tie to the consolidated position count schedule for the entity as a whole.

The Budget as a Communications Device

Communication Device criterion #1: The document should provide summary information, including an overview of significant budgetary issues, trends, and resource choices. Summary information should be presented within the budget document either in a separate section (e.g., executive summary) or integrated within the transmittal letter or other overview sections, or as a separate budget-in-brief document.

Criteria Location Guide Questions

1. Is summary information contained in the budget message/transmittal letter, overview section, or in a separate budget-in-brief document?
2. Is summary information on significant budgetary issues conveyed in an easy to read format?
3. Is summary information on budgetary trends provided?

Explanation

The intent of this criterion is to help readers quickly understand major budgetary issues, trends, and resource choices. Highlighting, indentation, bullet points, outlines, pictures, tables, or graphs may help in communicating this information. If a budget-in-brief is published as a separate document, inclusion of easy to read summary financial information in the main budget document is encouraged.

Communication Device criterion #2: The document should explain the effect, if any, of other planning processes (e.g., strategic plans, long-range financial plans, and capital improvement plans) upon the budget and the budget process.

Criteria Location Guide Questions

1. Are other planning processes (e.g., strategic plans, long-range financial plans, and capital improvement plans) identified?
2. Are the effects of other planning processes on the current budget explained?
3. Are the long-term implications of other planning processes discussed?

Explanation

This criterion requires the identification and discussion of other planning processes that affect the budget and the long-term implications of these other planning processes. These processes can have significant impacts upon the current budget and future years.
Communication Device criterion #3. **Mandatory:** The document shall describe the process for preparing, reviewing, and adopting the budget for the coming fiscal year. It also should describe the procedures for amending the budget after adoption.

**Criteria Location Guide Questions**

1. Is a description of the process used to develop, review, and adopt the budget included in the document?
2. Is a budget calendar provided to supplement (not replace) the narrative information on the budget process?
3. Is a discussion of how the budget is amended provided in the budget document available to the public (including the budgetary level of control)?

**Explanation**

This criterion requires a concise narrative description of the budget process, including an explanation of relevant legal or policy requirements. This description should include the internal process to prepare the budget, the opportunities for public input, and the actual adoption of the budget. A budget calendar should be included, although its format may vary. Inclusion of dates in the narrative description of the budget process will not satisfy this criterion. The process for amending the budget after adoption should be covered. The description of the amendment process should identify the level at which the governing body must approve changes.

**Communication Device criterion #4. ****Mandatory:** Charts and graphs should be used, where appropriate, to highlight financial and statistical information. Narrative interpretation should be provided when the messages conveyed by the graphs are not self-evident.

**Criteria Location Guide Questions**

1. Are charts and graphs used in the document to convey essential information (e.g., key policies, trends, choices and impacts)?
2. Do the graphics supplement the information contained in the narratives?

**Explanation**

This criterion requires that graphics be used to communicate key information in the budget document. Graphics should enhance the budget presentation, and clarify significant information. The entity determines the most effective format to present graphic information. Graphics may be consolidated or included throughout the document. Normally, narratives should accompany the graphs. Graphs can be used for such topics as revenues, expenditures, fund balances, staffing, economic trends, capital expenditures, service levels, performance measures, or general statistical information. Originality is encouraged, but not at the expense of clarity and consistency.

**Communication Device criterion #5: The document should provide narrative, tables, schedules, or matrices to show the relationship between functional units, major funds, and nonmajor funds in the aggregate.**
Criteria Location Guide Questions

1. Is the relationship between the entity’s functional units, major funds, and nonmajor funds in the aggregate explained or illustrated?

Explanation

Since most entities use more than one way of classifying financial and operational information, this criterion requires an explanation or illustration of the relationship between functional units, major funds, and nonmajor funds in the aggregate.

Communication Device criterion #6. Mandatory: The document shall include a table of contents to make it easy to locate information in the document.

Criteria Location Guide Questions

1. Is a comprehensive table of contents provided to help the reader locate information in the document?
2. Are all pages in the document numbered or otherwise identified?
3. Do the page number references in the budget or electronic table of contents agree with the related page numbers in the budget or electronic submission?

Explanation

Detailed indices preceding individual sections can be helpful, but they are not a substitute for a single comprehensive table of contents. Care should be taken in developing budget or electronic page number references in the table of contents, so they agree with the related page numbers in the budget document or electronic submission.

Communication Device criterion #7: A glossary should be included for any terminology (including abbreviations and acronyms) that is not readily understandable to a reasonably informed lay reader.

Criteria Location Guide Questions

1. Is a glossary that defines technical terms related to finance and accounting, as well as non-financial terms related to the entity, included in the document?
2. Are acronyms or abbreviations used in the document defined in the glossary?
3. Is the glossary written in non-technical language?

Explanation

The use of technical terms and acronyms ought to be kept to a minimum, to enhance the value of the document to the majority of stakeholders. When technical terms and acronyms are used, they should be clearly and concisely described in the glossary.

Communication Device criterion #8: The document should include statistical and supplemental data that describe the organization, its community, and population. It should also furnish other pertinent background information related to the services provided.
Criteria Location Guide Questions

1. Is statistical information that defines the community included in the document (e.g., population, composition of population, land area, and average household income)?
2. Is supplemental information on the local economy included in the document (e.g., major industries, top taxpayers, employment levels, and comparisons to other local communities)?
3. Is other pertinent information on the community (e.g., local history, location, public safety, education, culture, recreation, transportation, healthcare, utilities, and governmental structure) included in the document?

Explanation

Background information should be included in the budget in the form of statistical and supplementary data, either in a separate section or throughout the document. The goal is to provide a context for understanding the decisions incorporated into the budget document. The presentation should include factors that will affect current or future levels of service (e.g., population growth, economic strength in the region, or a change in the size of the school age population).

Communication Device criterion #9: The document should be produced and formatted in such a way as to enhance its understanding by the average reader. It should be attractive, consistent, and oriented to the reader's needs.

Criteria Location Guide Questions

1. Is page formatting consistent?
2. Are the main sections of the document easily identifiable?
3. Is the level of detail appropriate?
4. Are text, tables, and graphs legible?
5. Are budget numbers in the document accurate and consistent throughout the document?

Explanation

The goal of this criterion is to make sure that the document itself contributes to the effectiveness of the communication to readers. Sequential page numbering throughout the document is encouraged. Bookmarks and hyperlinks are encouraged in electronic submissions to facilitate the navigation through the document. Budget numbers (both financial and operational) should be accurate and consistent throughout the document.
ATTACHMENT B
TOWN OF MANCHESTER
HIRING PROCESS

Department Completes Request to Fill Vacancy
CT 1 day

Human Resources Logs in Request
CT 1 day, TT 5 minutes

Assign Vacancy Number
TT 1 minute CT 1 day

H.R. Signs Request to Fill Vacancy
TT 1 minute CT 2 days

S.M. Signs Request to Fill Vacancy
TT 1 minute CT 2 days

Set Up Recruitment Folder
CT 1 day TT 30 minutes

Does Eligibility List Exist?
No

Advertise Vacancy
CT 5 calendar days
TT varies CT 1-3 days

Yes

Quality Applicants

Initial Posting
CT 10 business days

Yes

TT 5 minutes CT 1 day

No

Notify Qualified Applicants Apply?

Yes

Schedule Test
CT 10 calendar days

No

Advertise Vacancy
CT 5 calendar days

TT varies CT 1-3 days

Prepare Eligibility List
TT 30 minutes CT 1 day

Send Certification List and Hiring Package to Hiring Department
TT varies CT varies

Interview Candidates
TT varies CT varies

Select Preferred Candidate
TT varies CT varies

Select Preferred Candidate
TT varies CT varies

Hiring Candidate on Certification List
Continue on Page 2

Sign Eligibility List
TT varies CT 1 day

No

Sign Eligibility List

Contact Hiring Department to Schedule Interview
TT 1 hour CT same day

TT 3 days

TT 1 hour
CT 2-3 days

Justify Selection to General Manager

TT 1 hour
CT 2-3 days
ATTACHMENT C
TOWN OF MANCHESTER
PLANNING DEPARTMENT

TO: Richard J. Sartor, General Manager
FROM: Louise Guarnaccia, Public Works Administrator
       Mark Pellegrini, Director of Planning and Economic Development
DATE: November 3, 2000
RE: Combination of Building Division and Planning Department

In 1997 the administration made a proposal to reassign the Building Inspection Division from the Public Works Department to the Planning Department. At that time the proposal was not approved. The reassignment of the Building Division from Public Works to the Planning Department is being reconsidered with the impending retirement of Leo Belval as Chief Building Official.

It is proposed that the position of Chief Building Official continue, but overall management responsibility be transferred to Mark Pellegrini, the Director of Planning and Economic Development. We believe this restructuring of building and planning will enhance customer service, strengthen the neighborhood inspection program, and improve the use of technology for both employees and customers.

The two operating units of planning and building are located in the same space in Lincoln Center. Even though they currently operate separately, the open office plan allows customers to move freely from one function to the other. Information and applications for zoning, wetlands, and building permits can all be obtained at the same counter area. Centralized management of both functions is expected to provide further customer service enhancement.

There is natural synergy between the planning function and the building function. All development projects must go through the Planning Department prior to Planning and Zoning Commission approval. All building construction which evolves from approved PZC projects must be permitted and inspected by the Building Department. The joining of the two functions under one management capitalizes on this synergy.

The Zoning Enforcement Officer is assigned to the Building Division. He is the enforcement agent for zoning and wetland regulations. It is his responsibility to ensure that plans are constructed as approved by the PZC as well as to initiate enforcement actions against violations.

The neighborhood inspection and code enforcement function of the Building Division involves systematic inspections in areas identified through the Planning Department’s neighborhood revitalization program, as well as responses to complaints. At the present time one full-time neighborhood inspector and one building inspector are assigned full-time to this function.
The Planning Department monitors development throughout town in order to spot trends in land use and real estate markets. Information received from Building regarding permits is a vital component of the monitoring function.

The combination of these two operating units under one management will enhance the natural relationship between the two, provide better customer service, and better utilize personnel resources. The following are examples of initiatives that will be further investigated and pursued toward this end:

- During the past year, recruitment efforts for a certified building official have shown there is a lack of certified people seeking new positions. As a result there has been a vacancy for a building inspector for several months. This short staffing situation has required the use of the building inspector assigned to the neighborhood inspection program to assist with the backlog of building inspections.

  Recruiting a neighborhood inspector rather than a certified building inspector could allow both the neighborhood program and building inspection to be fully staffed and provide the appropriate level of service to the community. The person hired for this position should be trained to become certified as a building inspector.

- Currently, planning is short one administrative secretary position and building is short one clerical position. These positions were frozen when vacancies occurred and were not funded in fiscal 00/01 in response to the TOMMIF induced fiscal shortfall, not because they are not needed. The combination of the departments will allow the reexamination of these positions in a comprehensive way.

- The combination of the two departments presents opportunities for reorganizing office space to provide an enhanced customer service capability and an improved work environment for the inspection staff.

- The impending “roll out” of a geographic information system with updated mapping offers new ways to manage the application, permitting and inspection process. Both planning and building departments provide information crucial to maintaining this system. Both can also use the system to track applications, retrieve information and generate reports.

- Another technology initiative will involve investigating software and hardware that can be used to upgrade the building permit process, and perhaps integrate it with other permits. Technology may be available that inspection personnel can use in the field to improve reporting and communications.

As the newly combined department examines, improves or refines processes and procedures, opportunities for cross-training, revised positions and a different division of labor may be identified that could further enhance the operation of both departments and improve customer service.
Attachment D

National Institute of Senior Citizens (NISC)
ACCREDITATION AND SELF-ASSESSMENT STANDARDS

Standard 1: Purpose

PRINCIPLE: A senior center shall have a written statement of its mission consistent with the senior center philosophy. It shall also have a written statement of its goals and objectives based on its mission and on the needs and interests of older adults in its community or service area. A senior center shall have written action plans that describe how its program will achieve goals and objectives. These statements shall be used to guide the character and direction of the senior center's operation and program.

Standard 2: Community

PRINCIPLE: A senior center shall participate in cooperative community planning, establish service delivery arrangements with other community agencies and organizations, and serve as a focal point in the community. A senior center shall be a source of public information, community education, advocacy, and opportunities for older adults.

Standard 3: Governance

PRINCIPLE: A senior center shall be organized to create effective relationships among participants, staff, governing structure, and the community in order to achieve its mission and goals.

Standard 4: Administration and Human Resources

PRINCIPLE: A senior center shall have clear administrative and human resources policies and procedures that contribute to the effective management of its operation. It shall be staffed by qualified personnel—paid and volunteer—capable of implementing its program.

Standard 5: Program Planning

PRINCIPLE: A senior center shall provide a broad range of group and individual activities and services that respond to the needs and interests of older adults, families, and caregivers in its community or service area.

Standard 6: Evaluation

PRINCIPLE: A senior center shall have appropriate and adequate arrangements to evaluate and report on its operation and program.

Standard 7: Fiscal Management
**PRINCIPLE:** A senior center shall practice sound fiscal planning and management, financial record keeping, and reporting.

**Standard 8: Records and Reports**

**PRINCIPLE:** A senior center shall keep complete records required to operate, plan, and review its program. It shall regularly prepare and circulate reports to inform its governing structure, its participants, staff, funders, public officials, and the general public about all aspects of its operation and program.

**Standard 9: Facility**

**PRINCIPLE:** A senior center shall make use of facilities that promote effective program operation and that provide for the health, safety, and comfort of participants, staff, and community.
ATTACHMENT E

Manchester Parks and Recreation

Leisure Facilities
and
Program Inventory

Prepared by the Department of Parks and Recreation
November 2002
# Parks and Recreation, Leisure and Program Inventory

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M = Maintenance
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M = Maintenance
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<td>Greenway, Chapel Rd</td>
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<td>28</td>
<td>Burnham Street Ext Greenspace</td>
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<td>Town</td>
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<td>Burnham St West Burnham Street</td>
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<td>Pleasant Valley Greenspace</td>
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<td>Parklet</td>
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<td>33</td>
<td>Redwood Road Greenspace</td>
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<td>40.0+</td>
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<td>Greenway, Redwood Rd</td>
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<tr>
<td>34</td>
<td>Keeney Street Outdoor/Indoor</td>
<td>Outdoor/Indoor</td>
<td>Softball field, free standing playground equipment, play scape, gymnasium</td>
<td>25.25</td>
<td>Active</td>
<td>Town/BOE</td>
<td>Town</td>
<td>Adult Softball, YWCA Neighbor core Recess/Physical Education</td>
<td>Spring/Summer, Fall/Spring, School Year</td>
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<td>School, Keeney St</td>
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A = Acreage  
C = Classification  
O = Ownership  
M = Maintenance
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<th>Recreational Programs</th>
<th>Season</th>
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<tbody>
<tr>
<td>35</td>
<td>Nathan Hale School Spruce St</td>
<td>Indoor/Outdoor</td>
<td>Little League Baseball field, outdoor basketball court, play scape, gymnasium and stage, free standing playground equipment</td>
<td>3.86</td>
<td>Active</td>
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<td>BOE</td>
<td>Supervised Playground Food Service Program, Project Right Choice, Recess/Physical Education Little League Baseball</td>
<td>Summer, Summer, Fall/Spring, School Year, Spring/Summer</td>
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<td>36</td>
<td>Martin School Dartmouth Rd</td>
<td>Indoor/Outdoor</td>
<td>Soccer fields, baseball field, outdoor basketball, play scape, gymnasium</td>
<td>19.28</td>
<td>Active</td>
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<td>BOE</td>
<td>REC Day Camp, MSC Soccer, YWCA Neighbor care, MSC Soccer Recess/Physical Education, Midget Football</td>
<td>Summer, Summer, Fall/Spring, Spring, School Year, Summer/Fall</td>
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<td>37</td>
<td>Oak Grove Nature Center, Oak Grove ST &amp; Highland St</td>
<td>Outdoor</td>
<td>Hiking, bird watching</td>
<td>52.8</td>
<td>Passive</td>
<td>Town</td>
<td>BOE</td>
<td>Outdoor Educational Programs</td>
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<td>38</td>
<td>Nike Site Garden Grove</td>
<td>Indoor/Outdoor</td>
<td>Hiking, lighted softball, Nike Tykes Preschool, Metropolitan Shooters, Inc. CT Concerti Ballet, Rollerblading/In-line hockey rink, hiking</td>
<td>39.02</td>
<td>Active</td>
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<td>Adult Softball, Metropolitan Shooters Mini Camp Partners In Play</td>
<td>Spring/Summer, Fall/Summer, Summer, Fall/Spring</td>
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<td>39</td>
<td>Globe Hallow &amp; Camp Kennedy Spring St, Dartmouth Rd</td>
<td>Outdoor</td>
<td>Outdoor swimming facility, free standing playground equipment, picnicking, concessions pavilion, hiking trail</td>
<td>29.6</td>
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<td>Red Cross Swimming Lessons, Adult &amp; Youth Open Swim, Biathlon Series, Summer Day Camp</td>
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<td>Sauters Pool Lyell St</td>
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<td>Swimming, basketball</td>
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<td>Red Cross Swimming Lessons, Adult &amp; Youth Open Swim, Water Walking</td>
<td>Summer, Summer, Summer</td>
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<tbody>
<tr>
<td>41</td>
<td>Verplanck School, Olcott St</td>
<td>Indoor/Outdoor</td>
<td>Verplanck swimming pool, Little League Baseball fields, free standing playground equipment, concessions, play scape</td>
<td>14.79</td>
<td>Active</td>
<td>Town/ BOE</td>
<td>Town/ BOE</td>
<td>Red Cross Swimming Lessons Adult &amp; Youth Open Swim Swim Team Summer Day Camp Red Cross LGT Recess/Physical Education Little League Baseball YWCA Neighbor care Lighted School Program Food Service Program</td>
<td>Summer</td>
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<tr>
<td>42</td>
<td>Leber Field, Love Lane</td>
<td>Outdoor</td>
<td>Little League Baseball Field</td>
<td>1.01</td>
<td>Active</td>
<td>Town</td>
<td>Town</td>
<td>Little League Baseball</td>
<td>Spring/Summer</td>
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<tr>
<td>43</td>
<td>Bowers School, Princeton St</td>
<td>Indoor/Outdoor</td>
<td>Little League Baseball Field, Basketball Court, Play scape, Free Standing Playground Equipment</td>
<td>8.12</td>
<td>Active</td>
<td>Town/ BOE</td>
<td>Town/ BOE</td>
<td>Summer Day Camp Little League Baseball Recess/Physical Education</td>
<td>Summer</td>
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<tr>
<td>44</td>
<td>Highland Park School, Porter St</td>
<td>Indoor/Outdoor</td>
<td>Free standing playground equipment, basketball, Little League Baseball field, gymnasium</td>
<td>19.5</td>
<td>Active</td>
<td>Town/ BOE</td>
<td>Town/ BOE</td>
<td>Little League Baseball Aerobics YWCA Neighbor care Recess/Physical Education</td>
<td>Spring/Summer  Fall/Spring  Fall/Spring  Fall/Spring  School Year</td>
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<tr>
<td>45</td>
<td>Buckley School, Vernon St</td>
<td>Indoor/Outdoor</td>
<td>Free standing playground equipment, basketball, Little League Baseball field, gymnasium</td>
<td>17.0</td>
<td>Active</td>
<td>Town/ BOE</td>
<td>Town/ BOE</td>
<td>Little League Baseball Lighted School Program YWCA Neighbor care Recess/Physical Education YWCA Neighbor care Recess/Physical Education Special Needs Rec Program</td>
<td>Spring/Summer  Fall/Spring  Fall/Spring  Fall/Spring  School Year  School Year</td>
</tr>
<tr>
<td>46</td>
<td>Waddell School, Broad St</td>
<td>Indoor/Outdoor</td>
<td>Free standing playground equipment, basketball, Little League Baseball field, gymnasium, Waddell swimming pool, play scape</td>
<td>11.04</td>
<td>Active</td>
<td>Town/ BOE</td>
<td>Town/ BOE</td>
<td>Little League Baseball YWCA Neighbor care Red Cross Swimming Lessons Adult &amp; Youth Open Swim Swim Summer Day Camp Supervised Playground Recess/Physical Education Recess/Physical Education</td>
<td>Spring/Summer  Fall/Spring  Summer  Summer  Summer  School Year</td>
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<tr>
<td>47</td>
<td>East Catholic High School, New State Rd</td>
<td>Indoor/Outdoor</td>
<td>Basketball, Baseball Field, Soccer Field, Gymnasium</td>
<td>46.6</td>
<td>Active</td>
<td>Private</td>
<td>Town/ Private</td>
<td>Little League Baseball</td>
<td>Summer</td>
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<th>M</th>
<th>Recreational Programs</th>
<th>Season</th>
</tr>
</thead>
<tbody>
<tr>
<td>48</td>
<td>Manchester Community College,</td>
<td>Outdoor</td>
<td>Baseball field, soccer fields, bicentennial bandshell, basketball</td>
<td>150.0</td>
<td>Active</td>
<td>State</td>
<td>Town/State</td>
<td>Bandshee Concerts, American Legion, MCC Baseball, MCC Soccer, MCC Relays, Independence Day Celebration</td>
<td>Summer, Spring/Summer, Spring, Fall, Spring, Summer</td>
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<tr>
<td></td>
<td>Wetherell St</td>
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<tr>
<td>49</td>
<td>Manchester High School, East</td>
<td>Indoor/Outdoor</td>
<td>Football/soccer field, baseball field, softball field, track and</td>
<td>41.20</td>
<td>Active</td>
<td>Town/BOE</td>
<td>Town/BOE</td>
<td>MHS Soccer, MHS Football, MHS Cheerleading, MHS Swimming, Red Cross Swimming, Water Aerobics, PRC Swimming, Adult &amp; Youth Open Swim, MSC-Swimming, Red Cross LGT, ICH Swimming, MHS Wrestling, MHS Basketball, MHS Volleyball, MHS Track and Field, MHS Softball, MHS Tennis, MHS Swimming, Horshay Track and Field, Special Olympics, Red Cross WSI, Performing Arts Programs, Adult Co-ed Softball</td>
<td>Fall, Fall, Fall, Fall, Fall/Spring, Fall/Spring, Fall/Spring, Fall/Spring, Fall/Spring, Fall/Spring, Winter, Winter, Winter, Spring, Spring, Spring, Spring, Spring, Spring, Spring/Summer, Winter/Spring, Summer/Spring, Summer</td>
</tr>
<tr>
<td></td>
<td>Middle Tpke</td>
<td></td>
<td>field, lighted tennis courts, basketball gymnasium, handicapped pool, swimming pool, locker rooms, Bailey Auditorium, weight room</td>
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<th>M</th>
<th>Recreational Programs</th>
<th>Season</th>
</tr>
</thead>
</table>
| 50 | Illing Middle School E. Middle Tpke   | Indoor/Outdoor | Baseball field, Softball field, Soccer fields, Gymnasium            | 16.25 | Active | Town/BOE | Town/BOE | Little League Baseball  
IMS Soccer  
Adult Volleyball  
Adult Basketball  
Girl Midget Basketball  
IMs Wrestling  
IMs Basketball  
IMs Intramural  
IMs Baseball  
PAL Basketball | Summer  
Summer/Fall  
Fall  
Fall/Winter  
Fall/Winter  
Fall/Winter  
Winter  
Winter  
Fall/Winter  
Fall/Fall  
Fall/Winter |
| 51 | East Side Rec Ctr at Bennet Mdl Sch   | Indoor/Outdoor | Soccer field, Baseball field, gymnasiums, Indoor track, weight room, game room, locker rooms | 1.4 | Active | Town/BOE | BOE      | Supervised Weight room  
Junior Basketball  
Adult & Youth Open Gym  
Adult & Youth Game Room | Fall/Fall  
Winter  
Winter  
Fall/Fall |
| 52 | Community "Y" Recreation Center North Main St | Indoor/Outdoor | Play scape, gymnasiums, game room, weight room, community rooms, day care, YWCA-Nutmeg Branch | 1.10 | Active | YMCA BOD | Town     | Summer Day Camp  
Project Right Choice  
Aerobics  
Dance  
Midget Basketball  
Recreation Tournaments  
Adult & Youth Open Gym  
Adult & Youth Game Room  
Supervised Weight room  
Preschool Rec Programs  
YWCA Day Care | Summer  
School Year  
Fall/Fall  
Fall/Fall  
Winter  
Winter  
Fall/Fall  
Fall/Fall  
Fall/Fall  
School Year |
| 53 | Bentley School Hollister St           | Indoor/Outdoor | Play scape, free standing playground equipment, gymnasium             | 3.40 | Active | Town/BOE | BOE      | No programs                                                      |                |
| 54 | Manchester Country Club, S. Main St   | Outdoor     | 18 hole golf course, concessions, club house, reception rooms        | 160.26 | Active | Town leased public course | Private | Seasonal Golfing  
Adult Rec Golf League Tournaments | Spring/Fall  
Summer  
Spring/Fall |

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<th>M</th>
<th>Recreational Programs</th>
<th>Season</th>
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<tbody>
<tr>
<td>55</td>
<td>Mary Cheney Library, Main St</td>
<td>Indoor</td>
<td>Literary Resources</td>
<td>1.5+</td>
<td>Passive</td>
<td>Town</td>
<td>Town</td>
<td>Adult/Youth Reading Frgms</td>
<td>Summer/Spring</td>
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<tr>
<td>56</td>
<td>Cheney Hall Hartford Rd</td>
<td>Indoor</td>
<td>Theater, social room, workshop, community room, kitchen</td>
<td>1.0</td>
<td>Passive</td>
<td>Town/Leased</td>
<td>Town/Private</td>
<td>Little Theater of Manchester, Town Employee Award Prgm, Heritage Day, Arts Council-Festival of Trees, Cheney Hall Concerts/Shows</td>
<td>Summer/Spring, Spring, Fall, Winter, Summer/Spring</td>
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<tr>
<td>57</td>
<td>Cheney Homestead Hartford Rd</td>
<td>Indoor/Commemorative</td>
<td>Cheney Homestead (Historical Home)</td>
<td>Passive</td>
<td>Private</td>
<td>Tours</td>
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<td>Summer/Spring</td>
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<tr>
<td>58</td>
<td>Lutz Children's Museum, South Main St</td>
<td>Indoor/Outdoor</td>
<td>Museum, picnic area, hands on exhibits</td>
<td>1.0</td>
<td>Passive</td>
<td>Town/Leased</td>
<td>Town</td>
<td>Tours, Exhibits, Workshops</td>
<td>Summer/Spring</td>
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<tr>
<td>59</td>
<td>Case Mountain Birch Mountain Rd</td>
<td>Outdoor</td>
<td>Hiking, cross-country skiing, snowshoeing, mountain biking, bird watching</td>
<td>380.0</td>
<td>Active</td>
<td>Town</td>
<td>Conservation Commission</td>
<td>Guided Hikes</td>
<td>Summer/Spring</td>
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<th>Recreational Programs</th>
<th>Season</th>
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<tbody>
<tr>
<td>60</td>
<td>Hackanum River Linear Trails, Adams Mill Trail-Adams St, Union Pond Trail</td>
<td>Outdoor</td>
<td>Hiking, bird watching, cross-country skiing, snowshoeing</td>
<td>1.9 mi</td>
<td>2.46 mi, 5.0 mi, 3.5 mi, 2.8 mi</td>
<td>Active</td>
<td>Town</td>
<td>Hock Linear Park Commission &amp; Town</td>
<td>Guided Hikes</td>
</tr>
<tr>
<td>60</td>
<td>&lt;br&gt;Mill Trail-Adams St, Union Pond Trail-No School St, Oakland Trail-Oakland St, Laurel Marsh-W, Center St, New State Trail-New State Rd</td>
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<tr>
<td>61</td>
<td>East Coast Greenway Bike Path</td>
<td>Outdoor</td>
<td>Biking, walking, jogging, skating, cross country skiing, snowshoeing</td>
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<td>State State</td>
<td>No Organized Programs</td>
<td>Spring/Summer &amp; Fall</td>
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<td>62</td>
<td>Manchester Fire House Museum, Pine St</td>
<td>Indoor</td>
<td>Exhibits, Museum</td>
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<td>Passive</td>
<td>Town/Leased</td>
<td>Town/CT Firemans</td>
<td>Guided Tours Outreach Programs</td>
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<tr>
<td>63</td>
<td>Senior Citizen Center, East Middle Turnpike</td>
<td>Indoor</td>
<td>Auditorium, greenhouse, meeting rooms, cafeteria, picnic area</td>
<td>3.41</td>
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<td>Active</td>
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<td>Town</td>
<td>Senior Programming</td>
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<tr>
<td>64</td>
<td>Manchester Historical Museum, Cedar St</td>
<td>Indoor</td>
<td>Exhibits, Museum, Sports Hall of Fame</td>
<td>1.0</td>
<td></td>
<td>Passive</td>
<td>Town/Leased</td>
<td>Town</td>
<td>Guided Tours</td>
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<th>M</th>
<th>Recreational Programs</th>
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<td>Manchester Land Conservation</td>
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<td>599R Spring St</td>
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<td>20.85</td>
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<tr>
<td></td>
<td>177 Lydall St (Sauter Pond &amp; Park)</td>
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<tr>
<td>66</td>
<td>Hilltown Rd Soccer Fields, Hilltown Rd</td>
<td>Outdoor</td>
<td>Three soccer fields</td>
<td>12.6</td>
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<td>Jr Soccer Program</td>
<td>Spring/Summer</td>
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<td></td>
<td>MSC Soccer</td>
<td>Fall/Spring</td>
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<tr>
<td>67</td>
<td>Whiton Library N Main St</td>
<td>Indoor</td>
<td>Literary Resources, Auditorium</td>
<td>2.10</td>
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<td>Passive Town</td>
<td>Youth &amp; Adult Reading Prgms</td>
<td>Winter/Spring</td>
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<tr>
<td>68</td>
<td>Meadow Brook Fields, Vernon St</td>
<td>Outdoor</td>
<td>Open space, plancking, play scape</td>
<td>6.0</td>
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<td>Active Town</td>
<td>No Programming</td>
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<tr>
<td>#</td>
<td>Facility</td>
<td>Type</td>
<td>Use</td>
<td>A</td>
<td>C</td>
<td>O</td>
<td>M</td>
<td>Recreational Programs</td>
<td>Season</td>
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<tr>
<td>69</td>
<td>Stoneybrook Parker St</td>
<td>Outdoor</td>
<td>Open space, basketball, play scape</td>
<td>3.8</td>
<td>Active</td>
<td>Town</td>
<td>Town</td>
<td>No Programming</td>
<td></td>
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<tr>
<td>70</td>
<td>Northwest Park: 448 Tolland Tpke</td>
<td>Indoor/Outdoor</td>
<td>Public Works garage, Parks and Recreation Offices, boundless playground, Class A Little League field, Class A Baseball field, children's garden, hiking trails, pond, volleyball court, pavilion, water dock</td>
<td>24.0</td>
<td>Active</td>
<td>Town</td>
<td>Town</td>
<td>Summer Day Camp, Silkworms Baseball, Little League Baseball Pavilion Rental</td>
<td>Summer, Summer, Summer, Spring-Fall</td>
</tr>
<tr>
<td>71</td>
<td>New State Road Softball Field, New State Rd</td>
<td>Outdoor</td>
<td>Class A Softball field</td>
<td>22.0</td>
<td>Active/Passive</td>
<td>Town</td>
<td>Town</td>
<td>Class A Softball</td>
<td>Summer-Fall</td>
</tr>
</tbody>
</table>

A = Acreage  
C = Classification  
O = Ownership  
M = Maintenance

**Maintenance indicated BOE/Town means Board Of Ed Property and maintained by town when using for recreational purposes.**

H:\WPDOC\FACILITY\INVENTORY.WPD
DEPARTMENT OF RECREATION

Recommendation A-1: Implement and track the success of the Recreation e-marketing plan.

Recommendation A-2: Implement on-line registration and payment for programs and activities.

Recommendation A-3: Prepare a comprehensive facilities capital plan.

Recommendation A-4: Update and expand the Parks and Recreation business plan to include an assessment and recommendation of resident needs.

Recommendation A-5: Develop performance measures to track recreation programming, revenue, attendance and facility usage.

Recommendation A-6: Complete the self-assessment process for accreditation from the National Recreation and Park Association (NRPA).

Recommendation A-7: Adjust hours and staffing to reflect facility use patterns based on outdoor pool attendance.

Recommendation A-8: Revise the policy for cost recovery to include overhead costs.

Recommendation A-9: Assess current recreation user fees and policies and recommend adjustments as needed.

Recommendation A-10: Develop a format for reporting program outcomes, accomplishments and issues.

Recommendation B-3 (Repeated from Human Services): Transfer the senior activities coordinator position to the Recreation Department.

Recommendation A-11: Clarify the name of the Department of Recreation.
**HUMAN SERVICES**

Recommendation B-1: Implement a transition plan and a schedule for filling key positions.

Recommendation B-2: Combine the divisions of Elderly and Family Services and the Senior Center.

Recommendation B-3: Transfer the senior activities coordinator position to the Recreation Department.

Recommendation B-4: Develop a format for reporting program outcomes, accomplishments and issues.

Recommendation B-5: Transfer the community grants specialist position to Administrative Services.

Recommendation B-6: Transfer oversight and responsibility for the School Readiness and Early Childhood Discovery grants and MELO project to the Youth Services Bureau.

Recommendation B-7: Assign the community health nurse the responsibility of supervising the lead action grant and the asthma program.

Recommendation B-8: Secure technical support and/or additional training from Information Services staff to support data/information conversion of confidential files.

Recommendation B-9: Obtain adequate training and technical support to ensure proper and efficient use of the GOVERN software.

Recommendation B-10: Modify relevant Town ordinances to address periodic training for each food service classification.

Recommendation B-11: Dedicate a private meeting room to use when meeting with clients and visitors.

Recommendation B-12: Merge Elderly and Family Services and the Senior Center.

Recommendation B-13: Work with the Directors of Recreation and Human Resources to transfer the senior activities coordinator position to the Recreation Department.

Recommendation B-14: Undertake a planning process and seek the input of the Senior Advisory Committee in the development of enhanced senior recreation and therapeutic recreation activities for the frail elderly.

Recommendation B-15: Transfer responsibility for the bookkeeping and accounting functions of the Senior Center to one of the existing clerical assistant positions.

Recommendation B-16: Establish 12-months of accurate data on meal ticket sales and receipts before determining the need to increase the price of a meal.
Recommendation B-17: Extend case management services to Senior Center clients as needed.

Recommendation B-18: Implement a process of team building and board development with Senior Center Staff and Advisory Committee members.

Recommendation B-19: Install appropriate software for use in the Senior Center.

Recommendation B-20: Achieve accreditation of the Senior Center from the National Institute of Senior Centers, a division of the National Council on Aging.

**Library Services**

Recommendation C-1: Establish a material selection policy that meets all of the aspects included in the mission statement.

Recommendation C-2: Reassess library programming levels for adults and teens with input from the citizenry, staff, and the library board.

Recommendation C-3: Reexamine space needs assumptions before proceeding with plans for further expansion or renovation.

Recommendation C-4: Increase communication opportunities by implementing a routine schedule of staff meetings between management and library staff and within various divisions (Children’s, Reference, Branch, etc.) of the library.

Recommendation C-5: Develop staff meeting agendas for distribution in advance of each meeting and allow time for each item to be attended to thoroughly.

Recommendation C-6: Design a system for employee input that will be verbally addressed at each staff meeting.

Recommendation C-7: Utilize an employee performance evaluation system for all staff.

Recommendation C-8: Implement an employee recognition program that is used consistently.

Recommendation C-9: Require management training.

Recommendation C-10: Distribute an informational memorandum or newsletter that addresses staff and management issues on a consistent basis.

Recommendation C-11: Vary management work scheduled to allow more coverage and communication between library staff and the Director and Assistant Director.

Recommendation C-12: Develop a programmatic budget that is linked to an annual operating plan and to a five-year strategic plan.

Recommendation C-13: Budget for the branch library separately from the main library.
Recommendation C-14: Allocate more funds for material acquisition.

Recommendation C-15: Increase the fines associated with overdue children’s materials.

Recommendation C-16: Increase the processing fee for lost items and create a revenue stream in the library budget for collected replacement fees.

Recommendation C-17: Develop a written agreement outlining the roles and responsibilities of the Friends of the Library.

Recommendation C-18: Conduct a cost-benefit analysis of implementing a new RFID security system before moving forward with an acquisition.

Recommendation C-19: Determine why a large percentage of residents do not utilize the library and what segments of the population are not making use of the facilities.

**GENERAL GOVERNMENT**

Recommendation D-1: Prepare performance measures for each program to measure the efficiency and effectiveness of the results achieved.

Recommendation D-2: Implement a performance management system.

Recommendation D-3: Update department business plans.

Recommendation D-4: Transfer responsibility for supervision of the General Manager Office’s support staff to the Director of Administrative Services.

Recommendation D-5: Relocate the Administrative Services Director’s office space and the Finance Director’s office space to enhance reporting relationships.

Recommendation D-6: Meet with the School Superintendent to develop a mutually satisfactory arrangement for submitting the School Budget to the Town.

Recommendation D-7: Conduct a best practice survey for capital budget development and administration.

Recommendation D-8: Prepare the annual budget using the GFOA check-list for the distinguished budget award as a guide.

Recommendation D-9: Redesign the complaint/inquiry tracking system used by the Customer Service and Information Center to incorporate best practices as appropriate.

Recommendation D-10: Define “contacts” and classifications of types of inquiries to be tracked by the Customer Service Center.

Recommendation D-11: Redesign the customer contact tracking system to provide more detailed information.
Recommendation D-12: Postpone filling the vacant position in the Customer Service Center until information on customer tracking has been analyzed.

Recommendation D-13: Analyze the cost and benefit of using a state-of-the-art telephone call tracking system for handling phone traffic.

Recommendation D-14: Analyze the customer satisfaction survey and report on the results.

Recommendation D-15: Develop a plan to make land records available on the internet.

Recommendation D-16: Provide a marriage license application capacity on the kiosks in the Town Clerk’s Office.

Recommendation D-17: Provide death certificate software to funeral homes.

Recommendation D-18: Require use of death certificate software by funeral homes as a condition of licensing.

Recommendation D-19: Draft legislation and seek a sponsor to redesign the business process for dog licensing to make it more customer-friendly and less labor intensive.

Recommendation D-20: Develop a multi-year technology application plan for the Town Clerk’s Office.

Recommendation D-21: Conduct an office space needs analysis of the Town Clerk operations with a special focus on records retention.

Recommendation D-22: Develop a written service level agreement to provide legal counsel to the Board of Education.

Recommendation D-23: Maintain the current arrangement for labor relations services at this time.

Recommendation D-24: Share information between the Town and Board of Education in preparation for negotiations with bargaining units.

Recommendation D-25: Revise eligibility requirements for positions to allow substitution of experience for educational attainment wherever appropriate.

Recommendation D-26: Eliminate the requirement for the General Manager to sign eligibility lists and Personnel Action Forms when filling vacant positions.

Recommendation D-27: Provide the ability to extend eligibility lists for additional time periods.

Recommendation D-28: Transfer the Building Inspection Division from the Department of Public Works to the Department of Planning and Economic Development.

Recommendation D-29: Prepare a formal training program for a new Zoning Enforcement Officer.
Recommendation D-30: Establish application categories for permits, develop cycle time standards for processing each application category, track performance against standards and report results.

Recommendation D-31: Analyze the causes of dissatisfaction with the complaint tracking and inspections technology and prepare a corrective action plan.

Recommendation D-32: Develop a strategy for initiating proactive property maintenance code enforcement.

Recommendation D-33: Implement a process for annual review of permit fees structured to recover all costs, including direct, indirect, overhead and capital cost.

Recommendation D-34: Develop and implement protocols for analyzing customer feedback on service quality.

Recommendation D-35: Transfer the Building Inspection Division from the Department of Public Works to the Department of Planning and Economic Development.

Recommendation D-36: Re-examine and implement the recommendations of the 2000 staff proposal to create a department of planning and development services with existing staff.

Recommendation D-37: Assign one of the Senior Planner’s to support the Director in pursuit of economic development activities.

Recommendation D-38: Develop a package that highlights assets ripe for redevelopment opportunity in Manchester and pitch them during bi-annual meetings with commercial real estate brokers.

Recommendation D-39: Hire a CDBG Administrator within the next 90 days.

Recommendation D-40: Transfer the diversity coordinator position from Planning and Economic Development to the Administrative Services Division or Human Services Department.

Recommendation D-41: Draft policies and procedures for major job functions and responsibilities.

Recommendation D-42: Assess the process and cycle times and update process maps to include this information.

**PUBLIC WORKS**

Recommendation E-1: Develop a departmental vision and mission statement that will be used to guide the operation and expectations of the Public Works Department.

Recommendation E-2: Develop or revise division mission statements to support the overall department mission.

Recommendation E-3: Develop measurable annual goals and objectives for each operating division of the Public Works Department.

Recommendation E-4: Combine overlapping functions of the Department of Public Works and the Water and Sewer Department under the Department of Public Works and develop policies and procedures for the interaction of the Public Works Department and the Utilities Department.

Recommendation E-5: Purchase and install a commercial inventory management system.

Recommendation E-6: Identify current purchasing and parts “chasing” costs and compare to the costs of centralizing the purchasing function for the Department of Public Works.

Recommendation E-7: Prepare for American Public Works Association certification.

Recommendation E-8: Develop an outreach plan for the Director of Public Works to increase visibility with department staff.

Recommendation E-9: Relocate the director’s office and engineering staff from Lincoln Center to the Field Services Center.

Recommendation E-10: Discontinue the practice of using in-house crews to undertake remodeling projects.

Recommendation E-11: Develop and implement maintenance schedules for all areas of responsibility.

Recommendation E-12: Conduct a cost of service analysis to identify the costs of services so that a Facilities Internal Services Fund can be developed.

Recommendation E-13: Identify building maintenance costs for individual departments or buildings. Apply fully burdened repair costs and monitor repair expenses.

Recommendation E-14: Standardize equipment and fixtures to minimize inventory and repair costs.

Recommendation E-15: Conduct regular planning meetings between Field Services and Engineering Divisions to coordinate all road re-surfacing projects.

Recommendation E-16: Cross-train utility and engineering inspectors so that they are capable of inspecting all aspects of a construction project.
Recommendation E-17: Develop and enforce a data maintenance schedule establishing maximum time limits for completion of data updating.

Recommendation E-18: Review the annual master permit participants and consider including all major utilities.

Recommendation E-19: Develop service and permit fees based on the cost of service provision.

Recommendation E-20: Dedicate time for periodic planning sessions or include as part of the monthly schedule.

Recommendation E-21: Review rates and fees for the cemetery operation.


Recommendation E-23: Issue a request for proposals to privatize the operations of the cemetery.

Recommendation E-24: Integrate cemetery and park staff.

Recommendation E-25: Consider phasing out of the cemetery business as existing cemeteries reach capacity.

Recommendation E-26: Hire an experienced fleet manager to guide the efforts of the section.

Recommendation E-27: Hold an open house to inaugurate the NEW Fleet Maintenance function.

Recommendation E-28: Change to a new uniform style.

Recommendation E-29: Establish a user advisory group consisting of key representatives of the customer departments and divisions of fleet maintenance.

Recommendation E-30: Establish performance standards for the fleet maintenance.

Recommendation E-31: Establish and implement a customer service evaluation and feedback system. Provide customer service training to all staff.

Recommendation E-32: Implement service level agreements with customer departments and divisions.

Recommendation E-33: Commit to a completion schedule at the time a vehicle is brought in for repair.

Recommendation E-34: Establish a second shift for routine maintenance activities.
Recommendation E-35: Establish and communicate to customers a scheduling procedure for routine maintenance and repair work.

Recommendation E-36: Establish standards for sending work to private vendors.

Recommendation E-37: Establish a small fleet of loaner vehicles.

Recommendation E-38: Perform a comprehensive fleet utilization study to determine the level of use for the Town’s fleet.

Recommendation E-39: Develop replacement criteria for the Town fleet based on age, use and vehicle condition.

Recommendation E-40: Complete the transition to a central equipment agency with jurisdiction over all Town vehicles.

Recommendation E-41: Perform a parts inventory and clear the shop of any unnecessary stock.

Recommendation E-42: Establish an internal revenue fund for fleet maintenance.

Recommendation E-43: Develop an annual paving plan.

Recommendation E-44: Acquire a laptop computer for use in performing street condition surveys and field locates.

Recommendation E-45: Develop and fund a heavy equipment replacement schedule.

Recommendation E-46: Evaluate shifting certain work to a second shift operation.

Recommendation E-47: Pursue necessary legislative amendments to implement a stormwater utility.

Recommendation E-48: Complete cross training of parks and highways employees in key activity areas.

Recommendation E-49: Perform a detailed cost and service analysis of the costs of mowing provided by the contract service compared with the cost incurred with the use of Town staff and equipment.

Recommendation E-50: Eliminate the administrator position.

Recommendation E-51: Review all service fees and adjust those fees to cover costs.

Recommendation E-52: Evaluate costs and develop a plan to perform waste collection as a Town function if this option proves cost-effective.

Recommendation E-53: Review and adjust the allocation of GIS cost between the utility and the general fund based on actual practice.
Recommendation E-54: Elevate the GIS function to division status within the Department of Public Works.

Recommendation E-55: Merge the maps and records section of the Public Works Engineering Division into a newly created GIS Division.

Recommendation E-56: Review administrative policy regarding passwords and either authorize GIS personnel to have direct access to systems or develop an expedited method of providing access when needed.

**WATER AND SEWER DEPARTMENT**

Recommendation F-1: Combine redundant functions (see Recommendation E-4) and develop policies and procedures for the interaction of the Public Works Department and the Utilities Department.

Recommendation F-2: Transfer the budget analyst position to Administrative Services.

Recommendation F-3: Transfer the customer service and utility billing functions to the Finance Department.

Recommendation F-4: Establish a policy on the use of fund balance to support utility expenditures regardless of weather conditions.

Recommendation F-5: Reevaluate administrative salary allocation between the water and sewer utility functions.

Recommendation F-6: Develop and implement a fee structure to recover the costs of incidental services provided by the utility.

Recommendation F-7: Evaluate existing policy and procedures for rolling unpaid utility bills onto the tax roll.

Recommendation F-8: Annually update the five-year business plan and include specific schedules and responsibilities for implementation in the action plan section.

Recommendation F-9: Develop performance measures for tracking work activities and outcomes.

Recommendation F-10: Train senior managers and front-line supervisors in the use of performance data and measures for tracking and assessing program performance outcomes.

Recommendation F-11: Implement a document filing and retrieval system.

Recommendation F-12: Develop a succession plan designed to compensate for the loss of key staff.
Recommendation F-13: Request that the Information Technology Department provide or arrange for regular training on non-utility-specific software applications used by the department.

Recommendation F-14: Prepare a departmental space needs study that considers the needs of the Water and Sewer Department.

Recommendation F-15: Sell surplus water utility property that is not of strategic value to the Water and Sewer Department and place the resulting revenues in the utility reserve fund.

Recommendation F-16: Perform a cost benefit study regarding use of the sewer televising truck and equipment.

Recommendation F-17: Acquire or develop operation and maintenance software.

Recommendation F-18: Acquire and implement an inventory control system.

Recommendation F-19: Provide appropriate bilingual safety signage and require the contract cleaning company to provide appropriate training to all staff to avoid potentially dangerous situations.

Recommendation F-20: Complete the process of selecting and hiring a consulting engineer to assist in design modifications to the wastewater treatment facility.

Recommendation F-21: Take action to lower the moisture content of processed sludge.

Recommendation F-22: Upgrade the wastewater treatment facility to meet discharge standards.

Recommendation F-23: Perform an in-house evaluation of water loss using metered sales data from the new metering system.

Recommendation F-24: Reevaluate the cost comparison of internal water main construction compared with contracted work using fully burdened labor rates and equipment and material charges.

Recommendation F-25: Coordinate planning meetings between public works and utility engineering and construction staff to discuss future construction programs in advance of implementation.

Recommendation F-26: Establish a valve exercise program in compliance with American Water Works Association recommended standards.

Recommendation F-27: Investigate and pursue opportunities to market laboratory services to area communities.

Recommendation F-28: Coordinate design and construction activities with the Town engineer to schedule use of the survey crew.

Recommendation F-29: Expedite the selection of a consulting engineer to perform a Sanitary Sewer Evaluation Study.
Recommendation F-30: Create a “one stop” permit application process.

Recommendation F-31: Create a design review team to follow the development review process from initial request through to approval.