Departmental Job Analysis, Classification and Efficiency Study for the Town of Colchester, Vermont

FINAL REPORT

Evergreen Solutions, LLC

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Chapter 1 Introduction

The desire to manage people and the work they perform in an efficient and effective manner captures the core goal of any performance-focused organization. However, how this is accomplished varies considerably depending on the organization, manager, or scholar. Regardless of overall approach, a common element among successful organizations is a well-structured, adequately resourced, and best practice-centered organizational direction. The Town of Colchester, based on the Town's desire to further improve its services, retained Evergreen Solutions, LLC to assist with a departmental job analysis, classification, and efficiency study. The Town is not only one of the largest municipalities in the State of Vermont with a variety of critical services, but in many ways, it is attempting to establish itself on the leading edge of public sector organizations within the state and nationwide.

Specifically, the Town is seeking an executable plan to assist with implementing best practice policies, procedures, and practices for all Town operations and reducing any unnecessary costs in these fiscal challenging times.

The major work objectives of this study include the following:

- assess the staffing and structure of the Town Hall departments;
- identify areas for improved efficiency and effectiveness; and
- ensure sufficient job equity is present.

Our approach starts with the purpose or mission of the Town and deconstructs the supporting services that make that purpose possible. After establishing the service areas, the programs that make up each major service area are determined. Within each program are multiple processes that are employed to provide the desired outcomes – to this end, employees are assigned tasks in each process, and outcomes are assessed against organizational needs and relevant best practices to determine the gap between the current and desired state of service provision. In those cases where the gap is greater than desired, specific recommendations and action plans for improvement are developed.

Evergreen Solutions, LLC staff utilized a methodology that ensured the highest level of confidence in the creation of findings and recommendations. The key tenets of our methodology included the following:

- *Multi-faceted data* – Before a finding is created, multiple sources are reviewed to ensure that sufficient support exists for a conclusion to be drawn.

- *Operational model analysis* – In order to ensure high impact and value recommendations are made, the services, programs, processes, and activities utilized as well as the outcome created are analyzed.

- *Best practice review* – Each major functional area of the department is reviewed to model practices for comparison to standard and recognizable best practices in public sector government.

- *Employee, manager, and citizen feedback* – Town staff and citizens are asked to provide feedback through focus groups and surveys to assess overall satisfaction, performance, and priorities for the Town.

- *Action plan focus* – Every recommendation is accompanied by an action plan that provides the department with the information that it needs to determine the steps, costs, and outcomes from each of the recommendations.

The major tasks completed include:

- analyzing major operational documents and outcome measures;

- facilitating focus group sessions with staff to assess perceptions and determine general attitude, processes utilized, and areas for improvement;

- analyzing benchmark data and comparing it to organizational outcomes;

- determining the current status of the Town and comparing it to best practices;

- developing recommendations for organization-wide performance improvement; and

- creating draft and final reports.

By combining qualitative as well as quantitative data from multiple sources, comprehensive findings and recommendations were produced. Some of the major challenges the Town faces include:

- a need to identify resources to mitigate revenue needs;

- a lack of automated processes in some areas that diminish efficiency and productivity;

- a lack of centralized planning to identify policy priorities;

- a need to implement metrics to assess performance; and

- a need for more diversification and cross-training to allow greater interchangeability of resources and improved efficiency.

The recommendations are as follows:

- **RECOMMENDATION 1:** ***Begin the process of gaining approval for the sales tax increase for capital projects and the room and meals tax for transportation improvement.***

- **RECOMMENDATION 2:** ***Develop and implement a plan for creating and validating a community vision.***

- **RECOMMENDATION 3:** ***Develop a comprehensive strategic plan for the Town.***

- **RECOMMENDATION 4:** ***Form an inter-agency IT committee to formalize inter-local relationships and maximize their potential in shared staffing and hardware opportunities.***

- RECOMMENDATION 5: *Set goals for cross-training by classification and position to increase job sharing and skill redundancy.*

- RECOMMENDATION 6: *Develop and implement a list of performance measures for the Town.*

- RECOMMENDATION 7: *Develop a succession plan for all departments.*

- RECOMMENDATION 8: *Develop an employee recognition system which awards high performance with either financial compensation or non-monetary rewards to be determined at a later date.*

- RECOMMENDATION 9*: Develop standard operating procedures, skill inventory, and cross-training plan and implement for all Town Hall departments.*

- RECOMMENDATION 10: *Develop and advertise a part-time, volunteer program for community members.*

- RECOMMENDATION 11: *Develop and advertise an intern program to regional colleges and universities.*

- RECOMMENDATION 12: *Continue initiative undertaken by senior management to improve conflict management and increase leadership training.*

- RECOMMENDATION 13: *Reorganize the Maintenance function to fall under the control of Public Works and the new manager position (Recommendation 25).*

- RECOMMENDATION 14: *Develop a Town facilities master plan as well as procedure documentation.*

- RECOMMENDATION 15: *Maintain current duties of the Facilities Management Position. If the incumbent is unable to complete assigned duties, reduce the FTE of this individual and subcontract out the responsibilities.*

- RECOMMENDATION 16: *Develop a disaster recovery plan to cover critical systems in the event of interruption of service.*

- RECOMMENDATION 17: *Develop a Comprehensive IT Procedures Manual that would guide the Town through typical IT functions in the event that IT staff is not present. Assign components of IT responsibilities to different employees.*

- RECOMMENDATION 18: *Support and, to the extent possible, expedite the transition to the new Open Source State Library Software platform.*

- RECOMMENDATION 19: *Develop metrics for success or key performance indicators for each of the Town's Planning & Zoning functions, including Development Review, Permitting, Inspections, and Land Use.*

- RECOMMENDATION 20: *Promote a current Planning & Zoning Department staff member to Zoning Administrator and move over a resource from the Assessor to provide additional support.*

- RECOMMENDATION 21: *Name the Acting Director as the Director of the Planning & Zoning Department.*

- RECOMMENDATION 22: *Raise fees to match more closely Planning & Zoning Department operations expenses.*

- RECOMMENDATION 23: *Focus on Town property snow removal services with available resources. Town employees should discontinue snow removal services for private roads unless a fee for service arrangement can be reached.*

- RECOMMENDATION 24: *The Town should develop policies and procedures for tracking work requests, work in progress, and completed work for accountability purposes.*

- RECOMMENDATION 25*: Increase the public works staff by one FTE at the management level.*

- RECOMMENDATION 26: *The Town should have a portion of the seasonal staff on call and use them in the winter time for snow removal when insufficient resources are available.*

- RECOMMENDATION 27: *Given the current growth and expansion, the Town should conduct a feasibility study to determine if services should be conducted internally or remained outsourced*

- RECOMMENDATION 28: *Purchase a tablet PC and software to assist the Assessor with collecting and entering data in the field. This should reduce the need for an assistant in the department.*

- RECOMMENDATION 29: *Create a webpage section on the Town's website that covers current activities, business cases for relocating to Colchester, and future opportunities.*

- RECOMMENDATION 30: *Develop a five-year development action plan that identifies actions, timelines, and accomplishments for the Select Board's comment and review. Define in the plan the development engine to be used and how current barriers will be overcome.*

This report is organized to illustrate the progression of the study from methodology through findings and concluding with recommendations and action plans. This chapter provides a brief introduction. **Chapter 2** addresses the multi-faceted methodology utilized by Evergreen consultants to review, analyze, and recommend changes for the Town of Colchester. Next, **Chapter 3** summarizes our qualitative and quantitative findings from our review of each major operational area included in the study. Finally, **Chapter 4** includes recommendations and action plans.

Chapter 2 Methodology

As with most analytical endeavors, the methodology utilized impacts the quality and nature of the recommendations received. When considering the efficiency and effectiveness of an organization's operations, a multi-faceted approach provides sound and robust results. This is because a multi-faceted approach highlights multiple sources of association or evidence to support findings and the resulting recommendations. This chapter summarizes the overall approach utilized in the analysis, the tools for data collection, and how the information will be reported to allow the Town of Colchester to take future action.

2.1 APPROACH

Our assessment approach starts with the purpose or mission of the Town and deconstructs the supporting services that make that purpose possible. After establishing the service areas, the programs that make up each major service area are determined. Within each program are multiple processes that are employed to provide the desired outcomes – to this end, employees are assigned tasks in each process, and outcomes are assessed against organizational needs and relevant best practices to determine the gap between the current and desired state of service provision. In those cases where the gap is greater than desired, specific recommendations and action plans for improvement are developed.

In most organizations, the most desired outcomes of operations include producing the following:

- high levels of service that meets citizen needs (effectiveness);
- high levels of realized workforce capability (productivity);
- high levels of performance with resources available (efficiency);
- high levels of employee job satisfaction; and
- required compliance.

A successful municipal organization assembles and effectively utilizes its available resources to accomplish the desired level of each of these outcomes. Specific programs, activities, and actions, in the form of services, result in these favorable outcomes. For the purpose of this study, the Town requested that all but the public safety functions be included in the analysis. Eleven major departments or service areas are included:

- Managers Office
- Public Works
- Parks
- Recreation
- Finance
- Information Technology
- Library
- Planning and Zoning
- Town Clerk

- Assessor
- Economic Development

These departments provide the basis for accomplishing the desired outcomes. It is important to note that many times it takes multiple department and processes to consistently accomplish a desired level, type of service, and the associated outcomes. This is not surprising since it takes multiple programs or activities to realize complex outcomes in almost any operation. For example, a high level of job satisfaction might literally require all services to be working efficiency and effectively for the results to be consistent over time. Similarly, if neighborhoods are going to be safe, it takes more than police and fire to ensure overall community safety.

In essence, the presence of a single function is rarely sufficient for a desired outcome to be realized. The level and type of need, overall service approach, tailored programs, correct processes, and appropriate business drivers (resources, structure, and alignment) all influence successful outcomes.

The level and type of need should dictate the type of services offered, how functions are structured, and how resources are allocated. Citizen needs, federal and state mandates, and the desires of elected and appointed officials all dictate the established needs, as well. In this study, needs were ascertained from two community surveys, conversations with Select Board members, and a review of local, state, and federal requirements. Based on these needs, services or service areas should be designed to organize effort and resources to meet those needs. Based on the review, the services identified were:

- Administration
- Neighborhood Services
- Public Safety
- Community Services
- Economic Services

Although public safety is a service area of the Town, it was not included in the study as previously mentioned.

Based on these services, programs were identified as the building blocks of service delivery. Programs are the major operational areas that provide services to internal and external customers. The programs included in this study appear below by service area, shown in **Exhibit 2-1**:

Exhibit 2-1
Service and Program Areas

Service Area	Program
Administration	Operations Management Financial Management Human Capital Management Technology Management Records Management Legal Management
Neighborhood Services	Water Management Waste Management Transportation Management Property Management Environmental Management

Exhibit 2-1 (Continued)
Service and Program Areas

Service Area	Program
Community Services	Community Management Recreation Management Cultural Management Human Services Management
Economic Services	Economic Development Entertainment Facilities

Within each program are specific processes that make up the program. The processes are made up of activities (performed by teams) and the tasks (performed by employees). The combination of activities and the associated tasks dictates the organization of work or division of labor in the organization.

The business drivers determine how well the services function to accomplish the desired outcomes. An organization can have all the required services and the associated components and still fail to realize its desired outcomes due to a lack of resources, poor resource alignment, or a cumbersome structure. This is very common today when most organizations recognize the necessary services, yet fail to execute those services effectively to meet needs. In order to assess the linkage between services and outcomes, the following business drivers will be utilized as part of the analysis:

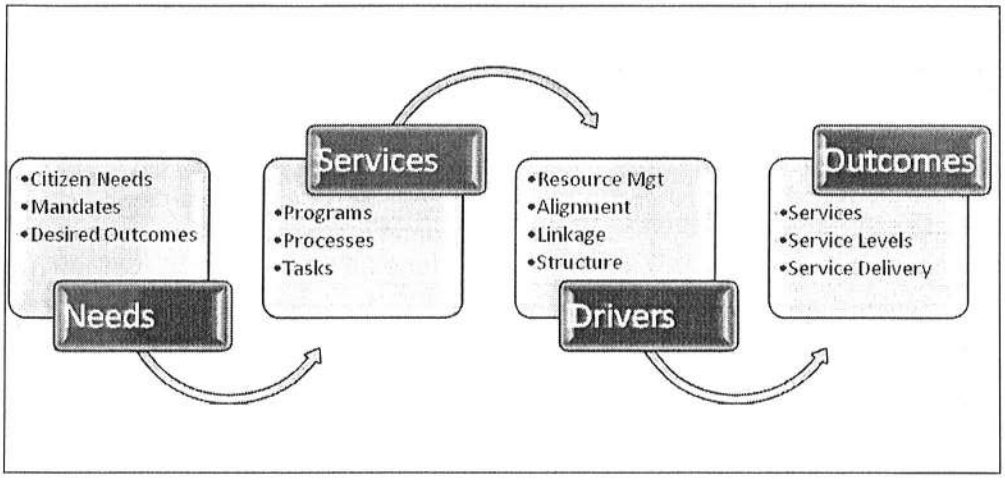
- Resource Management
- Resource Alignment
- Structure
- Ownership and Linkage

Outcomes arise from the combination of needs, services, and drivers. Three core dimensions are considered as part of outcomes: what services are offered, what level of service is offered, and the delivery performance. The results of the level of service outcomes offered assess if the organization has provided the services established by need. In essence, it determines the gap between demand and actual supply. The delivery performance indicates how efficient, effective, and productive the outcomes will be when supplied to customers.

Exhibit 2-2 captures the linkage between needs, services, drivers, and outcomes.

Given the multi-tiered level of analysis being utilized, a multiple tool approach is necessary. This is especially true since most of the outcomes require a variety of business drivers working together to achieve the desired results in an efficient and effective manner. The next section introduces the tools utilized for data collection.

Exhibit 2-2
Methodology to Assessing Operations and Outcomes



2.2 TOOLS

With a multi-tiered and faceted approach, it is necessary to have robust tools for data collection that allow findings to be derived from multiple, and in some cases, redundant sources. Employees as well as management were engaged by a number of methods throughout the process. A question as well as concept validation technique was utilized to ensure that strengths and weaknesses were verified.

The major tools and the parameters utilized in the multi-faceted approach appear in **Exhibit 2-3**.

Exhibit 2-3
Tools for Town of Colchester Study

Tool	Parameters
Management Interviews	Senior managers were interviewed regarding services and programs, operational efficiency and effectiveness, roles and responsibilities, areas of strength and improvement, and level of strategic alignment.
Employee Focus Groups	All employees were invited to two focus groups and were asked about services and programs, efficiency and effectiveness, roles and responsibilities, major processes, use of technology, areas of strength and improvement, and customer service.
Select Board Members	All Select Board members were asked to attend an interview to discuss the current status of the Town, efficiency and effectiveness of operations, customer satisfaction, potential process improvements, and future initiatives.
Employee Survey	Employees were asked to complete a set of questions regarding recognized successful organizational practices. A listing of existing as well as missing practices was identified as part of the process.
Manager Survey	Managers were asked questions similar to employees regarding the presence or absence of key factors for organizational success as well as about the level of organizational support.

Exhibit 2-3 (Continued)
Tools for Town of Colchester Study

Tool	Parameters
Community Survey	A short community satisfaction survey was included to update the Town's previous survey. The survey was not scientific, but serves as a verification method for previous Town results.
Process Review	Processes were discussed with managers and employees to determine the programs, processes, activities, and tasks.
Best Practice Review	Based on the major service areas, best practices were reviewed to determine the areas that might be improved.
Strength, Weakness, Opportunity, and Threat (SWOT) Analysis	Based on data collected, a SWOT analysis was used to analyze the current situation, desired state, and the gap between for current services.
Benchmark Review	A limited benchmark comparison was made to compare major outcome indicators.

Reporting Results

The overall purpose of the methodology is to provide the gap analysis results and the corresponding recommendations. Our review and analysis will be presented in two different forms: detailed findings and a summary scorecard. The detailed findings will discuss the results of each tool utilized and what was garnered from that facet of the analysis. The summary scorecard will provide an overall assessment of the services based on the model analysis. Supporting information will be drawn from each of the major data collection tools discussed above. In essence, the scorecard serves as the principal tool for assessing the gap between current operations and outcomes and the "ideal" desired state. In addition, unlike many scorecards, it will go beyond simple metrics to include comparisons on each of the major operational elements. This allows for one to comprehend the individual elements that may be preventing the functions from reaching its goals.

Chapter 3 Findings

INTRODUCTION

This chapter summarizes the major findings based on the analysis of the data collected with the methods described in **Chapter 2**. After presenting the results of employee focus groups, manager interviews, employee and manager surveys, community survey, employee internal job analysis, benchmark analysis, and process review sessions, the operational model is presented below to summarize Town operations. Specifically, the operational model accounts for how employee tasks, major functional activities, key business processes, and services/programs fit together for all levels of the organization.

The findings reflect Evergreen Solutions' assessment of the current situation in light of desired outcomes and serves as the primary basis for the creation and validation of recommendations for improvement and the information in this chapter provide grounds for recommendations presented in **Chapter 4**.The recommendations are designed to provide specific actions to address perceived shortcomings.

This chapter is divided into the following subsections:

3.1 Outreach/Focus Group Summary
3.2 Job Assessment Tool Analysis and Results
3.3 Employee Survey
3.4 Management Survey
3.5 Citizen Survey
3.6 Benchmark Survey
3.7 SWOT Analysis
3.8 Operational Model Analysis
3.9 Conclusion

3.1 OUTREACH/FOCUS GROUP SUMMARY

Throughout the month of September 2009, Evergreen Solutions staff met with Town employees to conduct orientation sessions and focus groups. The goals of the outreach phase were multi-tiered, and a significant number of employees attended the meetings and provided feedback.

A breakdown of the outreach phase is listed below:

- Orientation Sessions – All employees were invited to attend sessions in which the phases of the study were explained and questions answered. This process was used to alleviate any concerns employees had and inform staff members of ways in which they could participate throughout the study.

- Employee Focus Groups - Employees were invited to focus groups and information was solicited about services and programs, efficiency and effectiveness, roles and

responsibilities, major processes, use of technology, areas of strength and improvement, and customer service.

- Management Interviews - Senior managers were interviewed regarding services and programs, operational efficiency and effectiveness, roles and responsibilities, areas of strength and improvement, and levels of strategic alignment.

- Select Board Interviews - Select Board members were asked to attend an interview to discuss the current status of the Town, efficiency and effectiveness of operations, customer satisfaction, potential process improvements, and future initiatives.

- Process Review – As part of the final round of employee focus groups and interviews, data were collected from Town staff to determine the programs, processes, activities, and tasks associated with each area at the Town of Colchester. This information, in conjunction with the Job Assessment Tool (JAT) data and other factors, helped to populate the operational model.

Referenced in the following sections are the major findings from the outreach process broken down by department or function.

Department/Function	Pros	Cons
General	• Focused on the future growth of the Town • Commitment to provide quality services to the community	• Lack of strategic direction • Lack of public transportation • Conflict and personal biases between departments • Lack of cross-training • Lack of a true performance evaluation process • Lack of Succession Planning • Lack of professional Development
Managers Office	• Sufficient technology • Strong communication	• Lack of Absence Excusal Forms • Weak communication • Lack of Strategic Planning • Lack of cross-training
Public Works	• Strong metric tracking • Sufficient equipment • Strong goal tracking	• Lack of employee accountability • Reactive instead of Proactive • Lack of formal prioritization practices
Parks	• Sufficient staffing • Sufficient equipment • Praise from community for park maintenance	• Reduction in services because of budget cuts • Lack of recognition and reward for employees • Maintenance Facility is too small and outdated • Insufficient employee compensation

Department/Function	Pros	Cons
Recreation	• Sufficient resource allocation • Sufficient technology (future) • Sufficient funds collected by users • Sufficient number of programs offered • Strong internal communication • Strong customer service	• Insufficient staffing • Insufficient technology (current) • Lack of cross-training • Lack of cohesiveness • Lack of Strategic Direction • Weak communication
Finance	• Sufficient staffing • Strong processes • Strong communication	• Finance software issues • Lack of Strategic Planning • Lack of public contact concerning operations
Information Technology	• Sufficient infrastructure development • Strong future planning • Sufficient equipment	• Lack of cross training and back up within the department • Insufficient staffing (clerical support needed) • Weak communication • Lack of guidance
Library	• Strong publicity of the department • Sufficient technology (Automated Systems) • High standard of service	• Larger need for volunteers • Insufficient patron registration • Insufficient professional development • Insufficient staffing
Planning & Zoning	• Strong streamlined processes • Strong goal tracking • Strong departmental knowledge • Sufficient resource usage	• Reduction in Development Review Board Meetings • Paper Reliance • Insufficient technology for field use • Insufficient staffing
Town Clerk	• Sufficient technology	• Insufficient staffing • Lack of cross-training • Duties have evolved
Assessor	• Sufficient technology (Future) • Sufficient staffing • Strong Town Growth	• Insufficient technology (Current) • Increase in Services
Economic Development	• Strong Business Attraction/ Retention Programs • Strong Community Development	• Lack of direction and economic development plan • Divergent views of the future • Problems with the development board

3.2 JOB ASSESSMENT TOOL ANALYSIS AND RESULTS

In order to assess internal equity of the Town of Colchester's organizational structure, all of the Town's employees were asked to complete a Job Assessment Tool (JAT). The JAT is a tool utilized by Evergreen Solutions to provide an analysis of job classification content and structure. It is designed to gather classification level data from individual employees and results in a numerical score derived from certain compensable factors within the JAT. This information provides the foundation for populating the task level data of the operational model.

This information was gathered from employee responses for the compensable factors section of the JAT and averaged for each classification. An analysis was conducted of the Town of Colchester's employees on an individual level, as well.

For each subsection, there are eight levels of response, each representing a different level of responsibility or knowledge. The five compensable factors evaluated on the JAT are listed below:

1. Leadership
2. Working Conditions
3. Complexity
4. Decision Making
5. Relationships

In addition to these five score-driven questions, several other questions are asked including essential job functions, direct supervisory relationships, questions pertaining to FLSA and ADA designations, financial authority, education and experience requirements, and other relevant factors.

Evergreen consultants evaluated JATs for each of the 41 classifications at the Town of Colchester, not including police or fire classifications. Employees were given approximately three weeks to complete that JATs and participation was nearly 100 percent with the only exception being a few seasonal classifications. Employee input was very valuable and appreciated.

Based on the responses to the survey, the results of the JAT scoring process are shown in **Exhibit 3-1** and provide the job title, pay grade, and the unadjusted JAT score. Possible scores on the JAT range from a low of 125 to a high of 1,000. Answering the five compensable factor questions at the lowest possible level for each will result in a score of 125 and answering them all at the highest possible level will result in a 1,000 score.[1] Actual scores reported for the Town's classifications ranged from a low of 231 for the positions of Finance Clerk, Maint II, and Exec/HR Asst to a high of 1,000 for the Town Planner.

It is important to note that as part of the analysis the scores were left unadjusted. The data presented are the raw data provided by the employees and gives a valuable look at the self reported levels for each of the classifications present. Given that scores were unadjusted, it is necessary to analyze the outliers and understand the true classification system and structure in place at the Town. This information is valuable, and in conjunction with the other sections of this chapter, provides grounds for possible recommendations.

[1] Note that if an employee did not complete one of the fields, it could result in a score below 125.

Exhibit 3-1
Classifications, Pay Grade, and JAT Scores

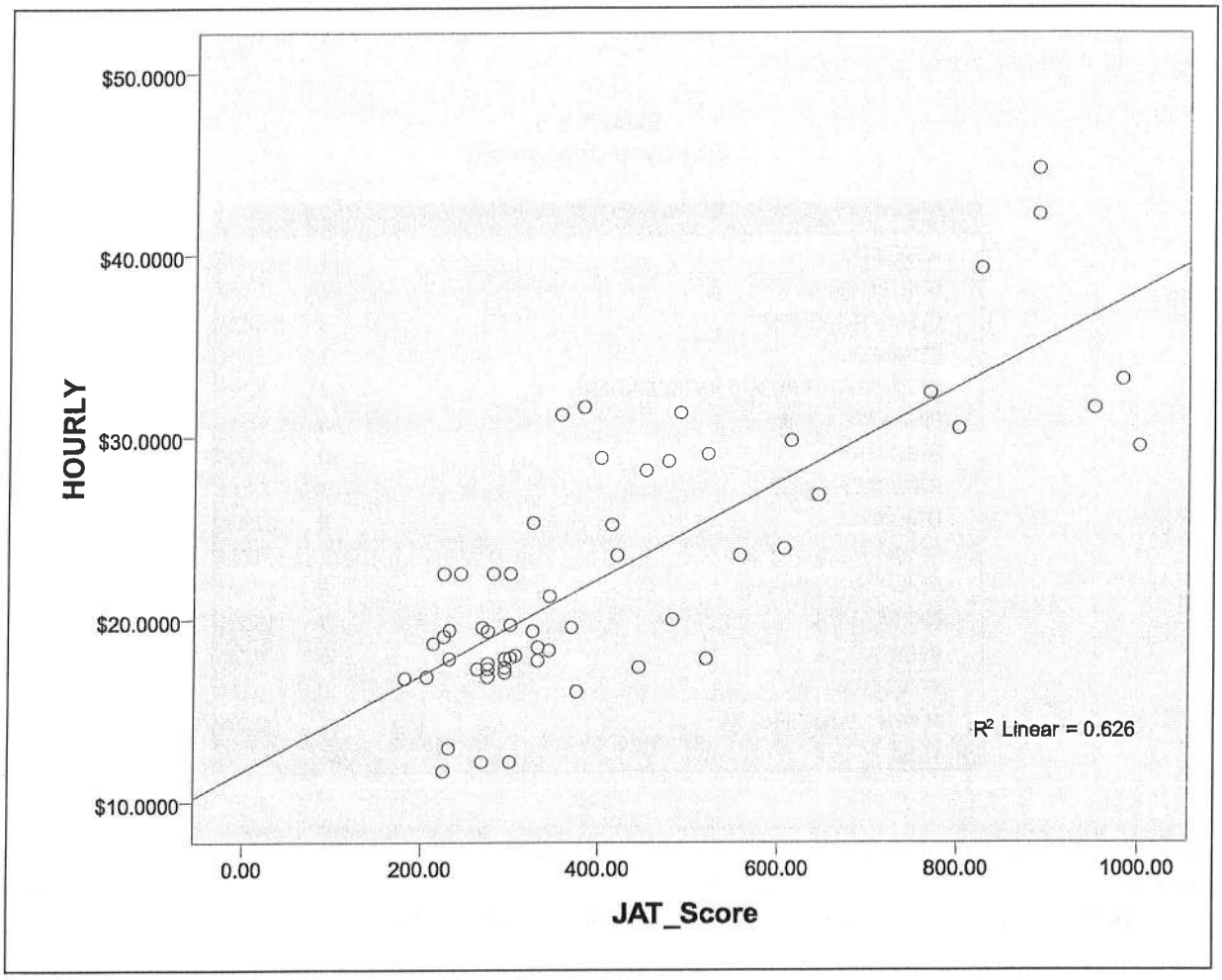
Title	Grade	JAT Score	Title	Grade	JAT Score
FILE CLERK	7	NA	DEVELOPMENT REVIEW	12	419
AFTER SCHOOL DIR	8	NA	DEPUTY FINANCE OFFICER	12	450
TECHN ASST	13	NA	OPERATIONS MGR	15	456
FINANCE CLERK	8	231	BLDG INSPECTOR	13	475
MAINT II	9	231	ASST CLERK/TREASURER	10	481
EXEC/HR ASST	10	231	MECHANIC II	12	488
PARKS SEASONAL	NA	269	BLDG MAINT	7	519
MAINT I	8	275	COMM/ECON DEV DIR	16	519
P/Z ASSIST	9	300	YOUTH LIBRARIAN	12	556
MAINT SEASONAL		300	HEALTH & SAFETY INSPECTOR	13	606
REC PRPRGRAM COORDINATOR	10	313	ASSESSOR	15	613
ASST TOWN CLERK	8	325	ASST REC DIR	14	644
MAINT TECH	9	325	COMMUNICATION TECH		769
MECHANIC I	9	325	LIBRARY DIR	17	800
ADMIN ASST	8	344	PUBLIC WORKSKS DIR	20	825
LIBRARY ASST	8	344	ASST TOWN MGR/CFO	21	888
LIBRARY ASST	9	350	TOWN MGR		888
TOWN ENGINEER	16	356	TOWN CLERK	15	950
FINANCE OFFICER	14	381	REC DIR	18	981
HR MGR	15	400	TOWN PLANNER	16	1000
PARKS SUPER	12	413			

A sample of the outlier positions considered includes:

- Town Planner – 1,000
- Building Maintenance - 519
- Town Engineer - 356
- Town Clerk - 950
- Recreation Director - 981

JAT scores can illustrate the appropriateness of the internal relationships within an agency. The best way to depict this is by examining a scatter plot or regression relationship between pay grade value and JAT score. **Exhibit 3-2** below shows the relationship between these two values. It shows that as the pay grade midpoint increases along the Y axis (vertical), the reported JAT scores also increases with a high correlation along the X axis (horizontal). The density of the clustering of the data points along the line illustrates the degree of equity in the current structure with a large concentration around the lower end of the scale near the $20,000 range. If the data points had been widely scattered around the graph it would indicate a poor relationship and could be cause for further investigation regarding internal compensation inequities. If the data points had fallen perfectly on the line, it would indicate a one-to-one correlation, meaning that pay and internal job worth are directly related. For the analysis, it is important to note that scores were calculated at the individual incumbent level versus the classification level. The chart shown in **Exhibit 3-1**, however, is displayed at the classification level to maintain anonymity among individual employees at the Town of Colchester.

Exhibit 3-2
Relationship of JAT Scores to Pay Grade by Employee



Another important factor to analyze when examining internal relationships is the regression score of the data. The regression score helps plot out the best fit slope or line that intersects all of the data points as demonstrated below by the trend line. The regression score, also known as r^2, for the Town of Colchester was approximately 0.626. Generally speaking, this number is somewhat expected given that the data contain a number of outliers as previously mentioned. If these outliers were removed, the data would show a much higher correlation. Overall, the regression score of 0.626 is within the threshold of acceptability regarding internal equity for raw unadjusted data.

3.3 EMPLOYEE SURVEY

As part of the Departmental Job Analysis, Classification, and Efficiency Study, employees (non-managers) at the Town of Colchester were asked to complete a satisfaction survey regarding the services and processes present at the Town. The results of the survey are listed below in **Exhibit 3-3** and **Exhibit 3-4**. Overall, there were a total of 31 questions asked of the general employees, and a

total of 46 employees completed the anonymous survey which equates to nearly all employees covered within the scope of the study.

Listed in **Exhibit 3-3** are the self reported participant responses on the department breakdown for non-managers at the Town of Colchester. Overall, the highest concentration of responses was for the Highway Department at ten or 21.7 percent. The next highest concentration was for the Library with eight responses or 17.4 percent.

Exhibit 3-3
Employee Department

1 Please select your department from the list below:		
ASSESSOR	1	2.2%
BUILDINGS	1	2.2%
CLERK/TREASURER	3	6.5%
COMM DEV	1	2.2%
DEPARTMENT PUBLIC WORKS ADMIN	1	2.2%
FINANCE	3	6.5%
HIGHWAY	**10**	**21.7%**
INFO TECH	0	0.0%
LIBRARY	8	17.4%
MAINT FACILITIES	2	4.3%
PLANNING/ZONING	8	17.4%
PARKS	7	15.2%
RECREATION	0	0.0%
STORMWATER	0	0.0%
TOWN MANAGER	1	2.2%
Total	**46**	

As a follow up to **Exhibit 3-3**, the questions in **Exhibit 3-4** show the remainder of the employee survey questions, labeled 2 through 31. To summarize the results of the survey, those statements in which the average employee response was positive, are summarized below:

- **Number 2**, "I know how my work relates to the Town's goals and priorities." – 82.6 percent agree/strongly agree;
- **Number 7**, "Our organization's actions add value to the community." – 79.5 percent agree/strongly agree;
- **Number 9**, "Employees have the right skills to do a good job." – 72.8 percent agree/strongly agree;
- **Number 12**, "Our processes are effective at delivering the services that our citizens need." – 72.7 percent agree/strongly agree;
- **Number 15**, "The Town has specific programs to ensure our safety on the job." – 68.1 percent agree/strongly agree;

Exhibit 3-4
Employee Survey Responses

2 I know how my work relates to the Towns goals and priorities.		
Strongly Agree	9	19.6%
Agree	**29**	**63.0%**
Neither Agree or Disagree	7	15.2%
Disagree	1	2.2%
Strongly Disagree	0	0.0%
Total	**46**	

3 Our organization is flexible and responds to challenges well.		
Strongly Agree	5	10.9%
Agree	**23**	**50.0%**
Neither Agree or Disagree	17	37.0%
Disagree	1	2.2%
Strongly Disagree	0	0.0%
Total	**46**	

4 Our leaders communicate regularly with you about the direction of the organization.		
Strongly Agree	0	0.0%
Agree	12	26.7%
Neither Agree or Disagree	**17**	**37.8%**
Disagree	13	28.9%
Strongly Disagree	3	6.7%
Total	**45**	

5 Our managers and supervisors have strong management skills.		
Strongly Agree	1	2.3%
Agree	18	40.9%
Neither Agree or Disagree	**19**	**43.2%**
Disagree	5	11.4%
Strongly Disagree	1	2.3%
Total	**44**	

6 Our managers and supervisors mentor staff and show them how to improve.		
Strongly Agree	0	0.0%
Agree	9	20.5%
Neither Agree or Disagree	**29**	**65.9%**
Disagree	6	13.6%
Strongly Disagree	0	0.0%
Total	**44**	

7 Our organizations actions adds value to the community.		
Strongly Agree	10	22.7%
Agree	**25**	**56.8%**
Neither Agree or Disagree	9	20.5%
Disagree	0	0.0%
Strongly Disagree	0	0.0%
Total	**44**	

8 My immediate supervisor gives me useful feedback regarding my job performance.		
Strongly Agree	4	9.1%
Agree	**17**	**38.6%**
Neither Agree or Disagree	**17**	**38.6%**
Disagree	4	9.1%
Strongly Disagree	2	4.5%
Total	**44**	

9 Employees have the right skills to do a good job.		
Strongly Agree	5	11.4%
Agree	**27**	**61.4%**
Neither Agree or Disagree	11	25.0%
Disagree	1	2.3%
Strongly Disagree	0	0.0%
Total	**44**	

10 Our department has put money into the most needed areas.		
Strongly Agree	5	11.4%
Agree	**19**	**43.2%**
Neither Agree or Disagree	13	29.5%
Disagree	4	9.1%
Strongly Disagree	3	6.8%
Total	**44**	

11 Our processes are efficient.		
Strongly Agree	2	4.5%
Agree	**19**	**43.2%**
Neither Agree or Disagree	18	40.9%
Disagree	5	11.4%
Strongly Disagree	0	0.0%
Total	**44**	

12 Our processes are effective at delivering the services that our citizens need.		
Strongly Agree	4	9.1%
Agree	**28**	**63.6%**
Neither Agree or Disagree	9	20.5%
Disagree	3	6.8%
Strongly Disagree	0	0.0%
Total	**44**	

13 Creativity and innovation are encouraged and rewarded.		
Strongly Agree	2	4.5%
Agree	14	31.8%
Neither Agree or Disagree	**18**	**40.9%**
Disagree	9	20.5%
Strongly Disagree	1	2.3%
Total	**44**	

14 Our processes are designed based on federal and state requirements.		
Strongly Agree	2	4.5%
Agree	**22**	**50.0%**
Neither Agree or Disagree	19	43.2%
Disagree	1	2.3%
Strongly Disagree	0	0.0%
Total	**44**	

15 The Town has specific programs to ensure our safety on the job.		
Strongly Agree	2	4.5%
Agree	**28**	**63.6%**
Neither Agree or Disagree	8	18.2%
Disagree	4	9.1%
Strongly Disagree	2	4.5%
Total	**44**	

Exhibit 3-4 (*cont.*)
Employee Survey Responses

16 My internal customers (within the Town government) are very satisfied with my work.			24 The public thinks highly of the Town and its employees.*		
Strongly Agree	6	13.6%	Strongly Agree	3	6.8%
Agree	**22**	**50.0%**	Agree	17	38.6%
Neither Agree or Disagree	16	36.4%	**Neither Agree or Disagree**	**19**	**43.2%**
Disagree	0	0.0%	Disagree	4	9.1%
Strongly Disagree	0	0.0%	Strongly Disagree	1	2.3%
Total	**44**		**Total**	**44**	
17 My internal customers (within the Town government) tell me what they want and need.			**25 Town departments communicate well with each other.**		
Strongly Agree	3	6.8%	Strongly Agree	0	0.0%
Agree	**22**	**50.0%**	Agree	10	22.2%
Neither Agree or Disagree	18	40.9%	**Neither Agree or Disagree**	**21**	**46.7%**
Disagree	1	2.3%	Disagree	9	20.0%
Strongly Disagree	0	0.0%	Strongly Disagree	5	11.1%
Total	**44**		**Total**	**45**	
18 My external customers (citizens and the community) are very satisfied with my work.			**26 Town departments work well together to provide services.**		
Strongly Agree	10	22.7%	Strongly Agree	2	4.4%
Agree	**20**	**45.5%**	**Agree**	**18**	**40.0%**
Neither Agree or Disagree	14	31.8%	Neither Agree or Disagree	16	35.6%
Disagree	0	0.0%	Disagree	8	17.8%
Strongly Disagree	0	0.0%	Strongly Disagree	1	2.2%
Total	**44**		**Total**	**45**	
19 My external customers (citizens and the community) tell me what they want and need.			**27 We have an organizational culture that values teamwork and cooperation.**		
Strongly Agree	5	11.4%	Strongly Agree	0	0.0%
Agree	**26**	**59.1%**	**Agree**	**20**	**44.4%**
Neither Agree or Disagree	13	29.5%	Neither Agree or Disagree	17	37.8%
Disagree	0	0.0%	Disagree	8	17.8%
Strongly Disagree	0	0.0%	Strongly Disagree	0	0.0%
Total	**44**		**Total**	**45**	
20 We have good methods for sharing information with our customers and citizens.			**28 We have an organizational culture that encourages communication.**		
Strongly Agree	1	2.3%	Strongly Agree	0	0.0%
Agree	**24**	**54.5%**	Agree	13	28.9%
Neither Agree or Disagree	15	34.1%	**Neither Agree or Disagree**	**24**	**53.3%**
Disagree	3	6.8%	Disagree	8	17.8%
Strongly Disagree	1	2.3%	Strongly Disagree	0	0.0%
Total	**44**		**Total**	**45**	
21 Management asks me for my opinion on issues or challenges.			**29 We have sufficient staff to complete our work.**		
Strongly Agree	3	6.8%	Strongly Agree	3	6.8%
Agree	**20**	**45.5%**	Agree	11	25.0%
Neither Agree or Disagree	13	29.5%	**Neither Agree or Disagree**	**15**	**34.1%**
Disagree	5	11.4%	Disagree	11	25.0%
Strongly Disagree	3	6.8%	Strongly Disagree	4	9.1%
Total	**44**		**Total**	**44**	
22 I take pride in being recognized as a Town employee.			**30 I have the tools necessary to do my job efficiently and effectively.**		
Strongly Agree	9	20.9%	Strongly Agree	6	13.3%
Agree	**23**	**53.5%**	**Agree**	**23**	**51.1%**
Neither Agree or Disagree	10	23.3%	Neither Agree or Disagree	11	24.4%
Disagree	1	2.3%	Disagree	3	6.7%
Strongly Disagree	0	0.0%	Strongly Disagree	2	4.4%
Total	**43**		**Total**	**45**	
23 Citizens understand what we do.			**31 I am satisfied with my job.**		
Strongly Agree	2	4.4%	Strongly Agree	11	24.4%
Agree	**19**	**42.2%**	**Agree**	**27**	**60.0%**
Neither Agree or Disagree	17	37.8%	Neither Agree or Disagree	5	11.1%
Disagree	6	13.3%	Disagree	1	2.2%
Strongly Disagree	1	2.2%	Strongly Disagree	1	2.2%
Total	**45**		**Total**	**45**	

- **Number 19**, "My external customers (citizens and the community) tell me what they want and need." – 70.5 percent agree/strongly agree;
- **Number 22**, "I take pride in being recognized as a Town employee." – 74.4 percent agree/strongly agree; and
- **Number 31**, "I am satisfied with my job." – 84.4 percent agree/strongly agree.

In contrast to the positive responses above, those responses in which the average employee response was negative (i.e., greater than 1/3 or 33.3 percent disagree/strongly disagree) are summarized below:

- **Number 4**, "Our leaders communicate regularly with you about the direction of the organization." – 35.6 percent disagree/strongly disagree; and
- **Number 29**, "We have sufficient staff to complete our work." – 34.1 percent disagree/strongly disagree.

Based on the findings, it is clear that the relative work environment at the Town of Colchester is positive. Given the current economic climate of the nation right now, the Town should be commended for its ability to maintain an employee culture with high morale.

For the questions in which the responses were negative, the findings are consistent with the data collected from the other parts of the analysis. According to **Number 4**, it is important for the organization to communicate with the employees regarding the mission, vision, and strategic direction the Town is moving towards.

Additionally, according to **Number 29**, the employee's at the Town do not feel that they have sufficient staffing to complete the work. This response is particularly common among employers (both public and private). However, it was communicated while onsite that this problem is more prominent in certain areas of the Town's operations.

3.4 MANAGEMENT SURVEY

In addition to the employee survey, responses were solicited from management as well in regards to the Town's operations and overall factors present at the organization. The questions in the survey covered a number of issues ranging from operational efficiencies to short- and long-term planning. Overall, the survey consisted of 38 questions, and a total of 15 (N=15) employees completed the management survey.

Illustrated in **Exhibit 3-5**, are the management responses to the survey (Labeled 1 through 38) and those statements in which the average response was positive, are listed below:

- **Number 1**, "The organization develops leaders at all levels." – 60.0 percent agree/strongly agree;
- **Number 3**, "The organization possesses a high level of managerial talent and depth." – 66.7 percent agree/strongly agree;
- **Number 8**, "We are a high performance organization." – 57.1 percent agree/strongly agree;

Exhibit 3-5
Manager Survey Responses

1 The organization develops leaders at all levels.			8 We have a high performance organization.		
Strongly Agree	0	0.0%	Strongly Agree	0	0.0%
Agree	**9**	**60.0%**	**Agree**	**8**	**57.1%**
Neither Agree or Disagree	3	20.0%	Neither Agree or Disagree	5	35.7%
Disagree	2	13.3%	Disagree	1	7.1%
Strongly Disagree	1	6.7%	Strongly Disagree	0	0.0%
Total	15		Total	14	
2 Leaders in the organization meet on a regular basis to determine the direction of the organization.			9 We have a clear linkage between performance and rewards.		
Strongly Agree	0	0.0%	Strongly Agree	0	0.0%
Agree	**7**	**46.7%**	Agree	0	0.0%
Neither Agree or Disagree	4	26.7%	Neither Agree or Disagree	2	14.3%
Disagree	4	26.7%	**Disagree**	**9**	**64.3%**
Strongly Disagree	0	0.0%	Strongly Disagree	3	21.4%
Total	15		Total	14	
3 The organization possesses a high level of managerial talent and depth.			10 We compensate in a fair and equitable manner.		
Strongly Agree	3	20.0%	Strongly Agree	0	0.0%
Agree	**7**	**46.7%**	**Agree**	**8**	**57.1%**
Neither Agree or Disagree	4	26.7%	Neither Agree or Disagree	3	21.4%
Disagree	1	6.7%	Disagree	2	14.3%
Strongly Disagree	0	0.0%	Strongly Disagree	1	7.1%
Total	15		Total	14	
4 The organization has established five to ten goals for the year.			11 Our technology resources match the work that we perform.		
Strongly Agree	1	6.7%	Strongly Agree	2	14.3%
Agree	3	20.0%	Agree	3	21.4%
Neither Agree or Disagree	**5**	**33.3%**	Neither Agree or Disagree	3	21.4%
Disagree	2	13.3%	**Disagree**	**5**	**35.7%**
Strongly Disagree	4	26.7%	Strongly Disagree	1	7.1%
Total	15		Total	14	
5 The organization has identified outcome measures useful for determining goal attainment.			12 We allocate resources to match citizen needs.		
Strongly Agree	0	0.0%	Strongly Agree	0	0.0%
Agree	3	21.4%	**Agree**	**12**	**85.7%**
Neither Agree or Disagree	**7**	**50.0%**	Neither Agree or Disagree	1	7.1%
Disagree	3	21.4%	Disagree	1	7.1%
Strongly Disagree	1	7.1%	Strongly Disagree	0	0.0%
Total	14		Total	14	
6 Our organization is acceptant to change.			13 The amount of space matches the service provided.		
Strongly Agree	0	0.0%	Strongly Agree	3	21.4%
Agree	**6**	**42.9%**	**Agree**	**7**	**50.0%**
Neither Agree or Disagree	5	35.7%	Neither Agree or Disagree	0	0.0%
Disagree	3	21.4%	Disagree	2	14.3%
Strongly Disagree	0	0.0%	Strongly Disagree	2	14.3%
Total	14		Total	14	
7 Our organization utilizes change management best practices and communicates change well.			14 We utilize efficient processes for service delivery.		
Strongly Agree	0	0.0%	Strongly Agree	0	0.0%
Agree	1	7.1%	**Agree**	**11**	**78.6%**
Neither Agree or Disagree	**6**	**42.9%**	Neither Agree or Disagree	2	14.3%
Disagree	5	35.7%	Disagree	1	7.1%
Strongly Disagree	2	14.3%	Strongly Disagree	0	0.0%
Total	14		Total	14	

Exhibit 3-5 (*cont.*)
Manager Survey Responses

15 We utilize effective processes that meet our customers needs.		
Strongly Agree	1	7.1%
Agree	**11**	**78.6%**
Neither Agree or Disagree	2	14.3%
Disagree	0	0.0%
Strongly Disagree	0	0.0%
Total	14	

16 Innovation in services is a key component of our organizational strategy.		
Strongly Agree	2	15.4%
Agree	**7**	**53.8%**
Neither Agree or Disagree	1	7.7%
Disagree	3	23.1%
Strongly Disagree	0	0.0%
Total	13	

17 Is the town doing enough to have a diverse workforce?		
Strongly Agree	1	7.7%
Agree	2	15.4%
Neither Agree or Disagree	**7**	**53.8%**
Disagree	3	23.1%
Strongly Disagree	0	0.0%
Total	13	

18 Our processes are in compliance with federal and state requirements.		
Strongly Agree	2	15.4%
Agree	**8**	**61.5%**
Neither Agree or Disagree	3	23.1%
Disagree	0	0.0%
Strongly Disagree	0	0.0%
Total	13	

19 We provide regular training to employees on federal and state requirements.		
Strongly Agree	3	23.1%
Agree	1	7.7%
Neither Agree or Disagree	**6**	**46.2%**
Disagree	2	15.4%
Strongly Disagree	1	7.7%
Total	13	

20 Our processes are in compliance with internal requirements.		
Strongly Agree	2	15.4%
Agree	**6**	**46.2%**
Neither Agree or Disagree	5	38.5%
Disagree	0	0.0%
Strongly Disagree	0	0.0%
Total	13	

21 The Town is a safe place to work.		
Strongly Agree	4	30.8%
Agree	**9**	**69.2%**
Neither Agree or Disagree	0	0.0%
Disagree	0	0.0%
Strongly Disagree	0	0.0%
Total	13	

22 The Town has prepared employees for potential security or accident threats.		
Strongly Agree	2	15.4%
Agree	**5**	**38.5%**
Neither Agree or Disagree	**5**	**38.5%**
Disagree	1	7.7%
Strongly Disagree	0	0.0%
Total	13	

23 Internal customers are very satisfied overall with the services provided.		
Strongly Agree	2	15.4%
Agree	**7**	**53.8%**
Neither Agree or Disagree	4	30.8%
Disagree	0	0.0%
Strongly Disagree	0	0.0%
Total	13	

24 Internal customers are very satisfied with specific support services.		
Strongly Agree	2	15.4%
Agree	**8**	**61.5%**
Neither Agree or Disagree	3	23.1%
Disagree	0	0.0%
Strongly Disagree	0	0.0%
Total	13	

25 External customers are very satisfied overall with the services provided.		
Strongly Agree	2	15.4%
Agree	**9**	**69.2%**
Neither Agree or Disagree	2	15.4%
Disagree	0	0.0%
Strongly Disagree	0	0.0%
Total	13	

26 External customers are very satisfied with specific support services.		
Strongly Agree	1	7.7%
Agree	**8**	**61.5%**
Neither Agree or Disagree	4	30.8%
Disagree	0	0.0%
Strongly Disagree	0	0.0%
Total	13	

27 Our organization does a good job of distributing information internally.		
Strongly Agree	0	0.0%
Agree	2	15.4%
Neither Agree or Disagree	**6**	**46.2%**
Disagree	2	15.4%
Strongly Disagree	3	23.1%
Total	13	

28 Our organization does a good job of distributing information externally.		
Strongly Agree	0	0.0%
Agree	**5**	**38.5%**
Neither Agree or Disagree	4	30.8%
Disagree	3	23.1%
Strongly Disagree	1	7.7%
Total	13	

Exhibit 3-5 (*cont.*)
Manager Survey Responses

29 Our organization does a good job at asking for input from employees on how to improve.		
Strongly Agree	1	7.7%
Agree	2	15.4%
Neither Agree or Disagree	**5**	**38.5%**
Disagree	3	23.1%
Strongly Disagree	2	15.4%
Total	13	

30 Town departments communicate well with each other.		
Strongly Agree	0	0.0%
Agree	3	23.1%
Neither Agree or Disagree	**4**	**30.8%**
Disagree	3	23.1%
Strongly Disagree	3	23.1%
Total	13	

31 Town departments work well together to provide services.		
Strongly Agree	0	0.0%
Agree	4	30.8%
Neither Agree or Disagree	**5**	**38.5%**
Disagree	2	15.4%
Strongly Disagree	2	15.4%
Total	13	

32 Our organizational culture encourages communication between all levels.		
Strongly Agree	0	0.0%
Agree	**5**	**38.5%**
Neither Agree or Disagree	4	30.8%
Disagree	2	15.4%
Strongly Disagree	2	15.4%
Total	13	

33 Our organization culture values employee job satisfaction.		
Strongly Agree	2	15.4%
Agree	**5**	**38.5%**
Neither Agree or Disagree	2	15.4%
Disagree	3	23.1%
Strongly Disagree	1	7.7%
Total	13	

34 We have an organizational structure that matches our organizations needs.		
Strongly Agree	0	0.0%
Agree	3	23.1%
Neither Agree or Disagree	**6**	**46.2%**
Disagree	4	30.8%
Strongly Disagree	0	0.0%
Total	13	

35 We have a positive and constructive work environment.		
Strongly Agree	1	7.7%
Agree	**7**	**53.8%**
Neither Agree or Disagree	4	30.8%
Disagree	1	7.7%
Strongly Disagree	0	0.0%
Total	13	

36 We have sufficient staff to complete the work assigned.		
Strongly Agree	1	7.7%
Agree	4	30.8%
Neither Agree or Disagree	0	0.0%
Disagree	**6**	**46.2%**
Strongly Disagree	2	15.4%
Total	13	

37 We have the tools necessary to perform our work efficiently and effectively.		
Strongly Agree	0	0.0%
Agree	**8**	**61.5%**
Neither Agree or Disagree	2	15.4%
Disagree	2	15.4%
Strongly Disagree	1	7.7%
Total	13	

38 We have sufficient resources to complete our work efficiently and effectively.		
Strongly Agree	0	0.0%
Agree	**6**	**46.2%**
Neither Agree or Disagree	4	30.8%
Disagree	2	15.4%
Strongly Disagree	1	7.7%
Total	13	

- **Number 10**, "We compensate in a fair and equitable manner." – 57.1 percent agree/strongly agree;
- **Number 12**, "We allocate resources to match citizen needs." – 85.7 percent agree/strongly agree;
- **Number 13**, "The amount of space matches the service provided." – 71.4 percent agree/strongly agree;
- **Number 14**, "We utilize efficient processes for service delivery." – 78.6 percent agree/strongly agree;
- **Number 15**, "We utilize effective processes that meet our customers' needs." – 85.7 percent agree/strongly agree;
- **Number 21**, "The Town is a safe place to work." – 100.0 percent agree/strongly agree;
- **Number 24**, "Internal customers are very satisfied with specific support services." – 76.9 percent agree/strongly agree; and
- **Number 25**, "External customers are very satisfied overall with the services provided." – 84.6 percent agree/strongly agree.

Those statements in which the average response was negative (i.e., greater than 1/3 or 33.3 percent disagree/strongly disagree) are listed below:

- **Number 4**, "The organization has established five to ten goals for the year." – 40.0 percent disagree/strongly disagree;
- **Number 7**, "Our organization utilizes change management best practices and communicates change well." – 50.0 percent disagree/strongly disagree;
- **Number 9**, "We have a clear linkage between performance and rewards." – 85.7 percent disagree/strongly disagree;
- **Number 11**, "Our technology resources match the work that we perform." – 42.8 percent disagree/strongly disagree;
- **Number 27**, "Our organization does a good job of distributing information internally." – 38.5 percent disagree/strongly disagree;
- **Number 29**, "Our organization does a good job at asking for input from employees on how to improve." – 38.5 percent disagree/strongly disagree;
- **Number 30**, "Town departments communicate well with each other." – 46.2 percent disagree/strongly disagree; and
- **Number 36**, "We have sufficient staff to complete the work assigned." – 61.6 percent disagree/strongly disagree.

Based on the number of statements above that scored negatively in the survey, it is important to note that with a survey sample size of 15, the 33.3 percent threshold equates to only five negative responses. Given this understanding, the results for the first few statements (**Numbers 4** and **7**), relate to a lack of strategic planning and growth for the Town. This coincides with the findings from

the analysis and show that the Town can address many of its internal concerns by being more proactive versus reactive.

As shown in **Numbers 9**, **27**, **29**, and **30**, the Town scored low on communication. Overall, communication at all levels (both horizontal and vertical), appears to be lacking. Additionally, the organization does not do a good job promoting high performance in the form of rewards or seeking input from employees on how to improve.

Number 11 shows the responses based on the statement that "technology resources match the work performed." The negative response is consistent with the thoughts communicated during the outreach process that IT staff is stretched thin, and there is no current staff cross trained to assist, as needed.

The results for **Number 36** are consistent with the results from the employee survey in that most employees at the Town of Colchester feel that they are understaffed. This question, among others such as compensation for employees, typically score low for most organizations. The results of the survey do not automatically translate at the practical level in the fact that more staff are needed at the Town of Colchester.

3.5 COMMUNITY SURVEY

Anecdotally, a community survey was distributed to allow the community to voice their opinions regarding the current state of the Town as well as the direction that they would like the Town to move towards in the future. In order to solicit responses, the survey was distributed via the newspaper, and citizens had the option of completing the survey online or dropping it off with Town staff. Sixty-six citizens completed the survey which is lower than the response rate of the previous survey. It is important to remember however, that the survey was used anecdotally to assess a broad understanding of the community's needs and not to provide specific direction or recommendations for the Town itself.

The questions in the community survey consisted of two sections: Section 1 consisted of 18 questions and Section 2 consisted of 15 questions for a grand total of 33. Illustrated in **Exhibit 3-6**, are the community responses to Section 1 (Labeled 1 through 18), and those statements, in which the average employee response was positive, are listed below:

Section 1

- **Number 1**, "Overall quality of life in the Town." – 86.3 percent agree/strongly agree;
- **Number 5**, "Overall quality of fire services." – 82.8 percent agree/strongly agree;
- **Number 6**, "Overall quality of emergency medical services." – 82.5 percent agree/strongly agree;
- **Number 9**, "Overall quality of town parks and recreation programs and facilities." – 87.9 percent agree/strongly agree;
- **Number 11**, "Overall condition of town buildings and facilities." – 82.4 percent agree/strongly agree; and
- **Number 15**, "Overall quality of customer service you receive from town employees." – 78.7percent agree/strongly agree.

Exhibit 3-6
Community Survey Section 1

1 Overall quality of life in the Town.		
Very Satisfied	**31**	**53.5%**
Somewhat Satisfied	19	32.8%
Neutral	5	8.6%
Somewhat Dissatisfied	1	1.7%
Very Dissatisfied	2	3.5%
Total	**58**	

2 Overall feeling of safety in the Town.		
Very Satisfied	**27**	**47.4%**
Somewhat Satisfied	20	35.1%
Neutral	3	5.3%
Somewhat Dissatisfied	4	7.0%
Very Dissatisfied	3	5.3%
Total	**57**	

3 Overall appearance of the Town.		
Very Satisfied	**26**	**45.6%**
Somewhat Satisfied	19	33.3%
Neutral	8	14.0%
Somewhat Dissatisfied	3	5.3%
Very Dissatisfied	1	1.8%
Total	**57**	

4 Overall quality of police services.		
Very Satisfied	18	31.6%
Somewhat Satisfied	**22**	**38.6%**
Neutral	8	14.0%
Somewhat Dissatisfied	2	3.5%
Very Dissatisfied	7	12.3%
Total	**57**	

5 Overall quality of fire services.		
Very Satisfied	**36**	**62.1%**
Somewhat Satisfied	12	20.7%
Neutral	10	17.2%
Somewhat Dissatisfied	0	0.0%
Very Dissatisfied	0	0.0%
Total	**58**	

6 Overall quality of emergency medical services.		
Very Satisfied	**35**	**61.4%**
Somewhat Satisfied	12	21.1%
Neutral	10	17.5%
Somewhat Dissatisfied	0	0.0%
Very Dissatisfied	0	0.0%
Total	**57**	

7 Overall quality of animal control services.		
Very Satisfied	14	25.0%
Somewhat Satisfied	4	7.1%
Neutral	**28**	**50.0%**
Somewhat Dissatisfied	3	5.4%
Very Dissatisfied	7	12.5%
Total	**56**	

8 Overall quality of economic development activities.		
Very Satisfied	9	15.8%
Somewhat Satisfied	**15**	**26.3%**
Neutral	14	24.6%
Somewhat Dissatisfied	12	21.1%
Very Dissatisfied	7	12.3%
Total	**57**	

9 Overall quality of town parks and recreation programs and facilities.		
Very Satisfied	**37**	**63.8%**
Somewhat Satisfied	14	24.1%
Neutral	6	10.3%
Somewhat Dissatisfied	1	1.7%
Very Dissatisfied	0	0.0%
Total	**58**	

10 Overall condition of Town streets.		
Very Satisfied	19	32.8%
Somewhat Satisfied	**22**	**37.9%**
Neutral	10	17.2%
Somewhat Dissatisfied	6	10.3%
Very Dissatisfied	1	1.7%
Total	**58**	

11 Overall condition of town buildings and facilities.		
Very Satisfied	**30**	**52.6%**
Somewhat Satisfied	17	29.8%
Neutral	6	10.5%
Somewhat Dissatisfied	2	3.5%
Very Dissatisfied	2	3.5%
Total	**57**	

12 Overall enforcement of Town codes and ordinances for building and housing.		
Very Satisfied	**19**	**33.3%**
Somewhat Satisfied	12	21.1%
Neutral	10	17.5%
Somewhat Dissatisfied	7	12.3%
Very Dissatisfied	9	15.8%
Total	**57**	

13 Would you use public transportation.		
Very Satisfied	**19**	**33.3%**
Somewhat Satisfied	7	12.3%
Neutral	18	31.6%
Somewhat Dissatisfied	5	8.8%
Very Dissatisfied	8	14.0%
Total	**57**	

14 Overall quality of the Town's storm water runoff/storm water management system.		
Very Satisfied	12	21.8%
Somewhat Satisfied	**18**	**32.7%**
Neutral	16	29.1%
Somewhat Dissatisfied	3	5.5%
Very Dissatisfied	6	10.9%
Total	**55**	

Exhibit 3-6 (*cont.*)
Community Survey Section 1

15 Overall quality of customer service you receive from town employees.			17 Overall quality of the efforts to plan for growth.		
Very Satisfied	**29**	**50.9%**	Very Satisfied	7	12.5%
Somewhat Satisfied	13	22.8%	**Somewhat Satisfied**	**16**	**28.6%**
Neutral	7	12.3%	Neutral	13	23.2%
Somewhat Dissatisfied	2	3.5%	Somewhat Dissatisfied	9	16.1%
Very Dissatisfied	6	10.5%	Very Dissatisfied	11	19.6%
Total	**57**		**Total**	**56**	
16 Overall quality of affordable housing and community development acti			18 Overall value that you receive for your tax dollars and fees.		
Very Satisfied	9	16.7%	Very Satisfied	8	14.0%
Somewhat Satisfied	6	11.1%	**Somewhat Satisfied**	**16**	**28.1%**
Neutral	**26**	**48.2%**	Neutral	9	15.8%
Somewhat Dissatisfied	8	14.8%	Somewhat Dissatisfied	10	17.5%
Very Dissatisfied	5	9.3%	Very Dissatisfied	14	24.6%
Total	**54**		**Total**	**57**	

Summarized below are those statements in which the average response was negative (i.e., greater than 1/3 or 33.3 percent disagree/strongly disagree):

- **Number 8**, "Overall quality of economic development activities." – 33.4 percent disagree/strongly disagree;
- **Number 17**, "Overall quality of the efforts to plan for growth." – 35.7 percent disagree/strongly disagree; and
- **Number 18**, "Overall value that you receive for your tax dollars and fees." – 42.1 percent disagree/strongly disagree.

Generally speaking, **Numbers 8** and **17** state that the community feels that the economic climate and future outlook for the Town are not particularly promising. These responses are not unusual given the overall economic environment of the nation as a whole and provide all the more reason for the Town to participate in planning for the future. Moreover, the lack of a single, well articulated economic vision plays a role in this response.

In **Number 18**, when the community was asked if they receive a good value for their tax dollars and fees, the response was unfavorable. Again, this question typically scores low in comparison to other metrics, because it addresses the money that the Town is collecting from its citizens.

Illustrated in **Exhibit 3-7**, are the community responses to Section 2 for questions 1 through 15 and the results are summarized below for those statements in which the average response was positive:

Section 2

- **Number 4**, "Sound management practices are important to the Town." – 78.6 percent agree/strongly agree;
- **Number 6**, "The Town has sufficient staff to assist with my inquiries and assistance." – 79.0 percent agree/strongly agree;

Exhibit 3-7
Community Survey Section 2

1 The Town is responsive to the communitys needs.		
Strongly Agree	8	14.3%
Agree	24	42.9%
Neither Agree or Disagree	7	12.5%
Disagree	13	23.2%
Strongly Disagree	4	7.1%
Total	56	

2 The Town has strong leadership.		
Strongly Agree	7	12.5%
Agree	23	41.1%
Neither Agree or Disagree	11	19.6%
Disagree	4	7.1%
Strongly Disagree	11	19.6%
Total	56	

3 The Towns leaders are accessible to the community.		
Strongly Agree	11	19.6%
Agree	24	42.9%
Neither Agree or Disagree	12	21.4%
Disagree	3	5.4%
Strongly Disagree	6	10.7%
Total	56	

4 Sound management practices are important to the Town.		
Strongly Agree	24	42.9%
Agree	20	35.7%
Neither Agree or Disagree	3	5.4%
Disagree	2	3.6%
Strongly Disagree	7	12.5%
Total	56	

5 The Towns purpose and role in the community is easy to understand.		
Strongly Agree	8	14.3%
Agree	20	35.7%
Neither Agree or Disagree	12	21.4%
Disagree	7	12.5%
Strongly Disagree	9	16.1%
Total	56	

6 The Town has sufficient staff to assist with my inquiries and assistance.		
Strongly Agree	16	28.1%
Agree	29	50.9%
Neither Agree or Disagree	9	15.8%
Disagree	1	1.8%
Strongly Disagree	2	3.5%
Total	57	

7 The Town has knowledgeable staff that can help with my questions and concerns.		
Strongly Agree	21	37.5%
Agree	22	39.3%
Neither Agree or Disagree	8	14.3%
Disagree	3	5.4%
Strongly Disagree	2	3.6%
Total	56	

8 The Town has enough resources to provide high quality services.		
Strongly Agree	19	33.9%
Agree	19	33.9%
Neither Agree or Disagree	13	23.2%
Disagree	3	5.4%
Strongly Disagree	2	3.6%
Total	56	

9 The Town has accessible and comfortable facilities for interacting with citizens.		
Strongly Agree	28	49.1%
Agree	16	28.1%
Neither Agree or Disagree	7	12.3%
Disagree	4	7.0%
Strongly Disagree	2	3.5%
Total	57	

10 The Town is efficient at providing services.		
Strongly Agree	16	28.6%
Agree	20	35.7%
Neither Agree or Disagree	11	19.6%
Disagree	5	8.9%
Strongly Disagree	4	7.1%
Total	56	

11 Town personnel are accessible for me to provide feedback.		
Strongly Agree	22	39.3%
Agree	18	32.1%
Neither Agree or Disagree	10	17.9%
Disagree	1	1.8%
Strongly Disagree	5	8.9%
Total	56	

12 I understand the services that the Town provides.		
Strongly Agree	15	26.8%
Agree	25	44.6%
Neither Agree or Disagree	11	19.6%
Disagree	2	3.6%
Strongly Disagree	3	5.4%
Total	56	

13 The Town is efficient and effective at providing services.		
Strongly Agree	10	18.2%
Agree	25	45.5%
Neither Agree or Disagree	11	20.0%
Disagree	5	9.1%
Strongly Disagree	4	7.3%
Total	55	

14 The Town possesses high standards and values.		
Strongly Agree	14	25.0%
Agree	21	37.5%
Neither Agree or Disagree	9	16.1%
Disagree	4	7.1%
Strongly Disagree	8	14.3%
Total	56	

15 Town employees seem to be happy with jobs and with assisting me.		
Strongly Agree	16	28.1%
Agree	17	29.8%
Neither Agree or Disagree	15	26.3%
Disagree	4	7.0%
Strongly Disagree	5	8.8%
Total	57	

- **Number 7**, "The Town has knowledgeable staff that can help with my questions and concerns." – 86.3 percent agree/strongly agree;

- **Number 8**, "The Town has enough resources to provide high quality services." – 67.8 percent agree/strongly agree;

- **Number 9**, "The Town has accessible and comfortable facilities for interacting with citizens." – 77.2 percent agree/strongly agree;

- **Number 11**, "Town personnel are accessible for me to provide feedback." – 71.4 percent agree/strongly agree;

- **Number 12**, "I understand the services that the Town provides." – 71.4 percent agree/strongly agree; and

- **Number 13**, "The Town is efficient and effective at providing services." – 63.7 percent agree/strongly agree.

In Section 2, no questions had a response rate of disagree/strongly disagree greater than 33.3 percent. The Town of Colchester should be commended for its ability to keep its citizens satisfied overall while still providing high quality services in a timely and cost effective manner.

In order to benchmark the Town of Colchester from 2009 versus the previous community survey, data were compiled for both surveys in which comparable data were available. In total, there were six questions between the two surveys that were comparable and the results are shown below in **Exhibit 3-8**.[2]

Listed below are the relative differences between the two surveys. Conclusions are displayed below by the number of responses for very satisfied and somewhat satisfied, aggregated together.

- In **Number 1**, the community feels that the quality of life has remained high in the Town. 86.2 percent and 91.2 percent satisfaction in the two surveys, respectively.

- Shown in **Number 4**, Police Services were ranked slightly higher in the previous survey (84.3 percent) than in the 2009 survey (70.2 percent).

- The quality of town parks and recreation programs and facilities, demonstrated in **Number 9**, were ranked higher in 2009 at 87.9 percent than previously 78.6 percent.

- The overall conditions of the Town's streets (**Number 10**) were ranked very high in both surveys: 78.6 percent previously and 70.7 percent in 2009.

- The findings in **Number 12**, point out that the Town's enforcement of codes and ordinances has not changed dramatically between the two surveys: 67.3 percent previously and 54.4 percent in 2009.

- Shown in **Number 15**, the quality of customer service has decreased slightly (73.7 percent) since the previous survey (93.0 percent).

[2] It is important to note that the 2009 survey was not drawn from a statistically viable sample size, and the data should be reviewed anecdotally.

Exhibit 3-8
Community Survey Comparison

1 Overall quality of life in the Town.			Previous Survey Results	
Very Satisfied	31	53.4%	124	33.2%
Somewhat Satisfied	19	32.8%	217	58.0%
Neutral	5	8.6%	0	0.0%
Somewhat Dissatisfied	1	1.7%	33	8.8%
Very Dissatisfied	2	3.4%	0	0.0%
Total	58		374	
4 Overall quality of police services.			**Previous Survey Results**	
Very Satisfied	18	31.6%	180	67.4%
Somewhat Satisfied	22	38.6%	45	16.9%
Neutral	8	14.0%	15	5.6%
Somewhat Dissatisfied	2	3.5%	18	6.7%
Very Dissatisfied	7	12.3%	9	3.4%
Total	57		267	
9 Overall quality of town parks and recreation programs and facilities.			**Previous Survey Results**	
Very Satisfied	37	63.8%	121	60.2%
Somewhat Satisfied	14	24.1%	37	18.4%
Neutral	6	10.3%	41	20.4%
Somewhat Dissatisfied	1	1.7%	2	1.0%
Very Dissatisfied	0	0.0%	0	0.0%
Total	58		201	
10 Overall condition of Town streets.			**Previous Survey Results**	
Very Satisfied	19	32.8%	77	31.2%
Somewhat Satisfied	22	37.9%	117	47.4%
Neutral	10	17.2%	48	19.4%
Somewhat Dissatisfied	6	10.3%	5	2.0%
Very Dissatisfied	1	1.7%	0	0.0%
Total	58		247	
12 Overall enforcement of Town codes and ordinances for building and housing.			**Previous Survey Results**	
Very Satisfied	19	33.3%	44	42.3%
Somewhat Satisfied	12	21.1%	26	25.0%
Neutral	10	17.5%	14	13.5%
Somewhat Dissatisfied	7	12.3%	11	10.6%
Very Dissatisfied	9	15.8%	9	8.7%
Total	57		104	
15 Overall quality of customer service you receive from town employees.			**Previous Survey Results**	
Very Satisfied	29	50.9%	131	70.8%
Somewhat Satisfied	13	22.8%	41	22.2%
Neutral	7	12.3%	8	4.3%
Somewhat Dissatisfied	2	3.5%	2	1.1%
Very Dissatisfied	6	10.5%	3	1.6%
Total	57		185	

3.6 BENCHMARK SURVEY

As an additional layer of analysis, benchmark data were collected from the Town of Colchester's peers in order to ascertain information on the relative position of the Town in comparison to other local governments. Overall, the amount of data collected from the Town of Colchester was less than what we typically find in public sector organizations. However, given the relative size of the Town, its population, and general market findings, the amount of benchmark data collected are consistent with others towns in Vermont. The data provided in this section reflect Fiscal Year 2008 data unless otherwise noted.

Generally speaking, any metrics typically collected as part of an organizational assessment that were not collected either by the Town of Colchester or its peers, were removed from the exhibits listed below.

The five organizations included in the survey are as follow:

- Essex Junction
- Essex
- Milton
- South Burlington
- Williston

Listed below in **Exhibit 3-9** are the relative metrics collected for the Finance Department at the Town of Colchester and its peers. The first ten metrics were collected previously by the Finance Department at the Town of Colchester and reflect Fiscal Year 2007 data.

The metrics show that the Town is above its peers on average for all categories with the exception of:

- Governmental expenses per capita, including interest and depreciation – ($119.40);
- Gov Net Assets per Capital – ($295.65); and
- Assessed Valuation per Capita – ($274.40).

Overall, the population average of the Town of Colchester was approximately 6,000 more than its peer average.

In addition to the data collected internally for Finance at the Town of Colchester, approximately 49 additional metrics were sought from Colchester and peers. Of those 49, 23 were tracked by the Finance Department; however, there were no matching peer data for comparison purposes. The Finance Department should be commended for its ability to track these vital metrics and its proactive approach to data collection previously.

For the metrics utilized within the Managers Office (including Human Resources), the number collected by the Town of Colchester was very minimal and is shown in **Exhibit 3-10**. The only metrics available for the Town were turnover data and HR staff size.

- In **Numbers 1** and **7**, turnover data were estimated for the Managers Officer, Human Resources, and organization-wide based on feedback from staff and calculated from peers based on estimates.

- The average turnover in each of the area was less than one employee per year; therefore, turnover was stated on a scale of one (low) to five (high) as a one.

Exhibit 3-9
Finance Benchmarks

Finance	Colchester	Peer Average	Difference
1 All Governmental Revenues per Capita, excluding grants & contributions	$652.00	$630.60	$21.40
2 All governmental Revenues per Capita, including grants & contributions	$829.00	$702.20	$126.80
3 Percent increase of revenue per capita with grants over revenue w/out	27.1%	12.2%	14.9%
4 All governmental expenses per capita, including interest and	$559.00	$678.40	-$119.40
5 Property taxes per capita	$526.00	$432.20	$93.80
6 Gov Net Assets per Capital	$1,104.47	$1,400.12	-$295.65
7 Liquidity - Governmental Activities	$6.98	$5.09	$1.89
8 Long Term Debt	64.4%	25.4%	39.0%
9 Population	17,180.0	10,980.6	6,199.4
10 Assessed Valuation per Capita	$775.00	$1,049.40	-$274.40
11 turnover (scale 1-5, 1 being low)	1		
13 net operating revenue per capita	$563.00		
14 number of employees per resident population	0.0003		
17 ratio of intergovernmental operating revenues to gross operating	7.6%		
19 ratio of property tax revenues to net operating revenues	68.7%		
20 property tax revenue	$9,579,341.00		
21 % increase in property taxes	6.4%		
22 ratio of uncollected property tax revenues to net property tax levy	100.2%		
23 ration of revenue from user fees to expenditures for related services	67.7%		
24 ratio of revenue shortfalls to net operating revenues	0.0%		
25 ratio of net operating expenditures to population (resident)	$532.00		
27 ratio of fringe benefit expenditures to total salaries and wages	38.3%		
28 ratio of general fund operating deficit to net operating revenues	0.0%		
29 ratio of unreserved fund balances to net operating revenues	15.1%		
33 ratio of net direct bonded long term debt to assessed valuation	62.6%		
34 ratio of unfunded pension liability to assessed valuation	N/A		
35 ratio of pension plan assets to annual pension benefits paid	N/A		
38 debt service as a percentage of operating expenditures	4.7%		
39 average time to issue monthly reports (days)	21.0		
41 average time to complete yearly audit of financial statements (days)	180.0		
43 average time to pay invoices (days)	14.0		
45 municipal bond rating	AAA		
46 population (residents)	12,270.0		

- The other applicable metric was for Human Resources staff per 100 employees shown in **Number 18**, at 1.3 versus the market average of 0.7. This statistic is well within the acceptable range given the large size of the Town versus its peers and the fact that there is only one HR staff member.

Of the remaining 17 metrics, data were gathered from the peers and reported in **Exhibit 3-9**. The Managers Office and Human Resources should consider collecting this data in the future.

Exhibit 3-10
Managers Office Benchmarks

Managers Office	Colchester	Peer Average	Difference
1 turnover (scale 1-5, 1 being low)	1	1	0.0
2 customer satisfaction(scale 1-5, 1 being low)		4	
3 citizen satisfaction(scale 1-5, 1 being low)		4	
4 organization FTEs to population		0.005	
5 average time to respond to public requests (days)		3.0	
6 average time to respond to council requests (hour)		1.0	
Human Resources			
7 turnover (scale 1-5, 1 being low)	1	1	0.0
8 customer satisfaction (scale 1-5, 1 being low)		5	
9 overall organization turnover (scale 1-5, 1 being low)	1	1	0.0
10 average time to hire from request to offer acceptance (months)		3.0	
11 average number of grievances per year		5.0	
13 percent of position compensation analyzed per year		100%	
14 percent of employees successfully completing probation		100%	
15 average time for application screening (days)		2.0	
16 percentage of employees receiving orientation within five days of		100%	
17 percent of benefits requests handled in 24 hours		100%	
18 human resource staff (FTEs) per 100 employees	1.3	0.7	0.6
19 human resource operating cost as percentage of total payroll		$0.11	
21 average time to respond to general request of human resources (hours)		1.0	

As related to the Parks & Recreation Department at the Town of Colchester, very few metrics were provided to Evergreen Solutions as part of the study (shown in **Exhibit 3-11**). Based on this fact, the only data that were comparable was the turnover data which ranked as a 1 (low) among the Town of Colchester and its peers. In total, all 16 metrics were collected from the Town's peer organizations, and the Town should develop criteria for tracking this data in the future.

Exhibit 3-11
Parks & Recreation Benchmarks

Parks and Recreation	Colchester	Peer Average	Difference
1 turnover (scale 1-5, 1 being low)	1	1	0.0
2 citizen satisfaction(scale 1-5, 1 being low)		4	
3 park acres per 1,000 population		15.0	
4 developed park acres per 1,000 population		6.0	
5 parks acres as percentage of total land		1.3%	
6 acres maintained per maintenance employee		12.0	
7 acres mowed per work hour		0.011	
9 Number of programs offered		143.3	
10 Hours of Program participation		127,181.0	
11 Number of Volunteers		150.0	
12 Volunteer Hours		3,680.0	
13 Number of Participants in programs		1,475.0	
14 Number of Youth Participants		1,275.0	
15 percent of youth participating in programs		86.0%	
16 percent of average youth program cost covered from fees		90.0%	

As shown in **Exhibit 3-12**.The number of metrics tracked by Planning & Zoning, both by the Town and peers, is high in comparison to the rest of the metrics. Of the 28 total metrics, 16 were collected by the Town of Colchester and eight of them were collected by both the Town and its peers. The results are shown below:

- As with the other variables Turnover (**Numbers 1**and **18**) was rated a one (low) by both the Town and its peers.
- Illustrated in **Number 9**, the number of permits issued by the Town (451) is significantly higher than the peer average of 260.
- In contrast to **Number 9**, **Number 10** shows that the permits issued construction value at Colchester ($21,441,763) is less than the peer average ($29,450,000).
- For **Numbers 20** and **21**, the average review time for building permits (both commercially and residentially) was identical between the Town and its peers at 7 days.
- According to **Number 24**, the Town of Colchester conducts eight inspections per day which is much higher than the peer average of one.
- In **Number 28**, the percentage of code enforcement issues addressed within 48 hours (10.0 percent) was considerably behind the peer average of 50.0 percent.

Exhibit 3-12
Planning & Zoning Benchmarks

Planning and Zoning	Colchester	Peer Average	Difference
1 turnover (scale 1-5, 1 being low)	1	1	0.0
3 percent of staff decisions upheld at appeal	75.0%		
4 number of inquiries received	25.0		
5 average turnaround for review of development plans - min (weeks)		1.0	
6 average turnaround for review of development plans - max (weeks)		6.0	
7 average processing time for zoning change application - min (months)	6.0		
8 average processing time for zoning change application - max (months)	60.0		
9 permits issued	451.0	260.0	191.0
10 permits issued construction value	$21,441,763.00	$29,450,000.00	-$8,008,237.00
11 buildings/sites inspected	1,409.0		
12 Number of units constructed this year compared to last year		21.0%	
13 Value of new residential contruction as a % of the overall permit value		43.0%	
14 Residential Units approved but not built		700.0	
15 Number of Board reviewed apps for site plans		38.5	
16 Number of Board reviewed apps for subdivisions		39.7	
17 Zone permit applications received		162.0	
Building Code Enforcement			
18 turnover (scale 1-5, 1 being low)	1	1	
20 average review time for building permits - commercial (days)	7.0	7.0	0.0
21 average review time for building permits - residential (days)	7.0	7.0	0.0
23 average response time for electrical, plumbing, and other inspections	56.0		
24 average number of inspections per day	8.0	1.0	7.0
25 average time per inspection - residential (hours)	30.0		29.9
26 average time per inspection - commercial (hours)	180.0		
27 percentage of inspection cost recovered by fees		50.0%	
28 percent of code enforcement issues within 48 hours	10.0%	50.0%	-40.0%

Listed below in **Exhibit 3-13** are the relative metrics for the Public Works Department. In total there were 49 metrics possible for the department, 29 actually collected by the Town, 18 collected by peers, and 11 that were collected by both the Town and peers.

The results of those that metrics that can be compared are listed below:

- For **Numbers 1**, **12**, **33**, and **44** turnover rates were identical between the peers and the Town with a score of one (low).
- As shown in **Numbers 9** and **10**, the peer average for projects completed on schedule is 90.0 percent, and the peer average for projects completed on budget was 90.0 percent. In contrast, the Town average for projects completed on budget was 95.0 percent (5.0 percent higher than the peer average) and 25.0 percent for projects completed on schedule (65.0 percent lower than the peer average).
- When questioned about the average time for general requests in days for **Number 11**, the Town of Colchester's average (1.0 day) was lower than the peer average (2.0 days).
- In **Number 14**, metrics were collected regarding the percent of project budget for contract administration at the Town (1.3 percent) was slightly higher than the peer average (1.0 percent).

Exhibit 3-13
Public Works Benchmarks

Public Works	Colchester	Peer Average	Difference
1 turnover (scale 1-5, 1 being low)	1	1	0.0
2 citizen satisfaction	62.0%		
3 average time to respond to complaint or request for service days (min)	1		
4 average time to respond to complaint or request for service days (max)	14		
5 average time for improvement plan review days (min)	7		
6 average time for improvement plan review days (max)	14		
7 average time for survey services (days)	14		
8 percent of projects completed to specifications	100.0%		
9 percent of projects completed on schedule	25.0%	90.0%	-65.0%
10 percent of projects completed on budget	95.0%	90.0%	5.0%
11 average time for general requests (days)	1.0	2.0	-1.0
Public Works: Streets, Sidewalk, and Storm Water			
12 turnover (scale 1-5, 1 being low)	1		1.0
13 citizen satisfaction	65%		
14 percent of project budget for contract administration	1.3%	1.0%	0.3%
15 percent difference between bid and completed capital project costs	2.9%	5.0%	-2.1%
16 percent of capital projects completed to budget	95.0%		
17 average street cleaning cost per neighborhood per month		333.3	
18 percent of streets with lighting	100.0%	5.0%	95.0%
19 streetlights per 1,000 population	46.0		
20 streetlights per mile	9.0		
21 average pavement rating based on Federal Highway Administration (PCI)	63		
22 square foot of asphalt repair per hour	15.0		
23 average crew size	3.0	5.0	-2.0
24 average response time per repair days (min)	1		
25 average response time per repair days (max)	90		
26 miles of road maintained	108.0	87.0	21.0
27 miles of sidewalks maintained	30.0	15.0	15.0
28 average annual snowfall (inches)	90.0		
29 average annual overtime per employee (hours)	165.0		
30 highway employees per road mile	0.11		
31 highway employees per 1,000 population	0.60		
32 Compliance with requirements of MS4 permit		100.0%	
Public Works: Traffic			
33 turnover (scale 1-5, 1 being low)	1	1	0.0
34 citizen satisfaction	35.0%		
35 reported accidents per 1,000 population	11.0		
36 injury accidents per 1,000 population	0.06		
37 traffic fatalities per 1,000 population (min)	1.0		
38 traffic fatalities per 1,000 population (max)	90.0		
39 average time for investigation of traffic problems days (min)	7.0	1.0	6.0
40 average time for investigation of traffic problems days (max)	90.0		
41 average time to complete traffic studies days (min)	24.0	180.0	-156.0
42 average time to complete traffic studies days (max)	48.0	180.0	-132.0
Facilities			
44 turnover (scale 1-5, 1 being low)	1	1	0.0
45 customer satisfaction		4.0	
46 square footage maintained per custodian		14,000.0	
47 percentage of facilities meet Americans with Disabilities Act (ADA)		100.0%	
48 average response time to maintenance request (hours)		24.0	
49 total square footage		28,000.0	

- In **Number 15**, the percent difference between bid and completed capital project costs is lower at the Town of Colchester at 2.9 percent than the peer average at 5.0 percent.

- When asked in **Number 18** what percentage of streets in the town limits had lighting, the Town's response of 100.0 percent was much higher than the peer average of 5.0 percent.

- The average crew size, shown in **Number 23**, at the Town of Colchester was 3.0, which was slightly less than the peer average of 5.0.

- The number of miles of roads maintained at the Town of Colchester is 108.0, which is slightly higher than the peer average of 87.0, as demonstrated by **Number 26**.

- Following up on **Number 26**, **Number 27** shows that the number of sidewalks maintained by the Town (30.0) was also higher than the peer average of 15.0.

- The average time for investigations of traffic problems in days shown in **Numbers 39** and **40**, ranged from seven to 90 days at the Town of Colchester and only one day for the peer average.

- As a follow up to **Numbers 39** and **40**, **Numbers 41** and **42** show the average time to complete traffic studies and the results show that the length of time at the Town (24 to 48 days) was shorter than the peer average of 180 days.

Regarding the metrics for the Library Department shown in **Exhibit 3-14**, there were a total of 34 possible metrics. Of those, 15 were present in the data provided by the Town of Colchester, 28 were collected from the Town's peers, and 11 were collected from both the Town and peers.

The results of the cross over metrics are shown below:

- The number of FTEs at the Town of Colchester, shown in **Number 1**, is lower at 2.3 than the peer average of 5.2.

- Demonstrated in **Number 3**, the ratio of library visits to population at the Town (3.0) is much higher than the peer average of 0.4.

- In contrast to **Number 3**, **Number 4** shows that the ratio of those registered at library to population of the town (0.5) is lower than the peer average at 2.0.

- Additionally, the ratio of circulation to population (**Number 6**) at the Town is 6.9 is lower than the peer average of 22.5.

- For **Numbers 7** and **8**, the ratio of references books to population and ratio of periodicals to population were both less than 0.1. In contrast, the ratio of reference books to population peer average was 2.3.

- Shown in **Number 9**, the number of computers for public use at the Town of Colchester (11.0) was just under the peer average of 11.5.

- When analyzing the average annual circulation per item held in **Number 11**, the results show that the Town average of 2.3 was less than the peer average of 13.9.

Exhibit 3-14
Library Benchmarks

Library	Colchester	Peer Average	Difference
1 FTE	2.3	5.2	-2.9
2 customer satisfaction			
3 ratio of library visits to population (weekly)	3.0	0.4	2.7
4 ratio of those registered at library to population	0.5	2.0	-1.5
5 hours of operation per week	54.0		
6 ratio of circulation to population	6.9	22.5	-15.6
7 ratio of reference books to population	0.0	2.3	-2.3
8 ratio of periodicals to population	0.0	0.0	0.0
9 number of PCs for public use	11.0	11.5	-0.5
10 ratio of librarians to total library staff	0.2		
11 average annual circulation per item held	2.3	13.9	-11.6
13 ratio of program attendance to population	0.4	2.5	-2.1
14 ratio of circulation to circulation desk FTEs	17,800.9		
15 materials as a percentage of operating expenditures	9.8%		
16 ratio of inter-library loans to population	0.1	0.2	-0.1
17 visits to the library	38,875.0	76,824.0	-37,949.0
18 Avg weekely visitors to the library		1,600.5	
19 Computer usage per year		7,569.5	
20 Number of public access computers		11.5	
21 Avg Wireless Access by number of users per week		500.0	
22 Number of patron memberships		7,938.7	
23 Avg number of materials borrowed weekly		2,818.5	
24 Number of materials requested from other libraries for the year		301.3	
25 Items borrowed from other libraries		1,010.7	
26 Number of programs offered (children and adults)		364.8	
27 Number of attendees to programs offered		9,596.7	
28 Total volumes in library collection		42,785.5	
29 Total Video recordings in library collection		1,918.0	
30 Total audio books in library colllection		2,848.0	
31 Total jurnal subscriptions in library collection		92.0	
32 Number of electronic databases		3.0	
33 Total annual circulation		128,502.8	
34 Average volunteer hours per week		38.5	

- When looking at the ratio of program attendance to population in **Number 13**, the peer average of 2.5 was higher than the Town at 0.4.
- In **Number 16**, the ratio of inter-library loans to population at the Town was half (0.1) of the peer average (0.2).
- An important indicator of the relative numbers for the library system is the visits to the library each year shown in **Number 17**. In comparison, the number of visits at the Colchester Library (38,875) was nearly half that of the peer average of 76,824.

3.7 SWOT ANALYSIS

In order to assess relative strengths, weaknesses, opportunities, and threats of the Town of Colchester, a SWOT Analysis was conducted of the Town's operations and processes. Data for the analysis were collected and aggregated based on the findings in the previous sections of **Chapter 3**.

Overall, it is important for an organization to pinpoint and identify potential strengths, weaknesses, opportunities, and threats to ensure that it can address potential problems that may be positively or adversely affecting the organization as a whole and its ability to maintain its service offerings.

Listed below is the SWOT Analysis of the Town of Colchester.

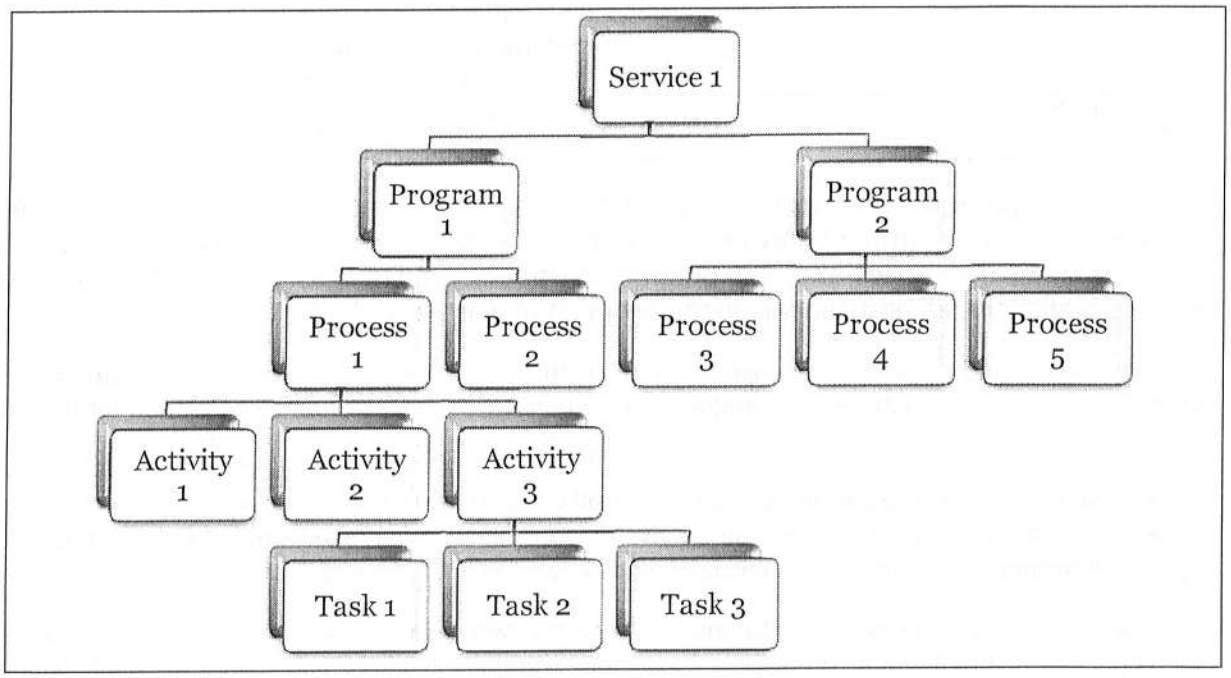
Strengths	Weaknesses
• Competent and sufficient resources, equipment, technology, and staff • Well received community service offerings (i.e., parks, public safety, etc.) • Organization is streamlined and efficient • Clear understanding of community's goals and priorities • Processes are sufficient for meeting citizens' needs • Overall high job satisfaction • Town's resources match citizen needs	• Insufficient communication (horizontal & vertical, internal & external) • Lack of metric/goal tracking • Lack of succession planning • Lack of cross-training • Lack of strategic planning • Lack of a suitable employee recognition program
Opportunities	**Threats**
• Opportunity to adapt to town growth • Opportunity to develop a consistent vision of the Town • Opportunity for the Town to add value to the community • External customers are satisfied with the services of the Town • Overall quality of life is high in the Town according to community • Customer service is rated high at the Town • Community places emphasis on strong management practices	• Lack of economic development strategy and plan • Lack of direction regarding business attraction/ retention programs • Unresolved conflict among senior leadership.

3.8 OPERATIONAL MODEL ANALYSIS

A central part of our analysis of the Town's operations, that tie all of the other data sources together, is the creation and analysis of the operations model. The model is based on linking all services, programs, processes, activities, and tasks into a single system. This is accomplished by disaggregating each service into its component parts to ensure that each action taken within the organization can be linked to the overall system and structure.

Exhibit 3-15 illustrates the linkages.

Exhibit 3-15
Example Operation Model Linkages



Town of Colchester Services and Programs

Although each municipal organization has unique features, major services are fairly similar across jurisdictions. In preparation for developing the operations model, focus groups were conducted within each department and Town materials were reviewed. Based on these results, relevant services and programs were identified. As shown previously in **Chapter 2**, the Town of Colchester includes the following major service areas and programs.

The value metric scores are relatively high with an average between two and three which indicates a strong commitment to high demand, core services. Basically, the closer a score is to three, the greater the indication that the area is emphasizing those services and programs that have the highest citizen demand or required mandate. Like most jurisdictions, Neighborhood Services, which is typically the closest service level to the public, possesses the greatest value. Among the program areas, transportation, property, and financial management programs have the highest individual scores.

Service Area	Program
Administration	Operations Management Financial Management Human Capital Management Technology Management Records Management Legal Management
Neighborhood Services	Water Management Waste Management Transportation Management Property Management Environmental Management
Public Safety Services	*Not included in the study*
Community Services	Community Management Recreation Management Cultural Management Human Services Management
Economic Services	Economic Development Entertainment Facilities

Each Town department contributes to at least one service area and one or more programs. In some cases, a department may be in more than one service area, but this is rare. **Exhibit 3-16** illustrates the service area and program to department linkages. Public Safety (Area 3) is an operational area and appears in the exhibit, but was not included in this study.

Both managers and employees provided details on the associated processes, activities, and tasks within each program. Each service, program, and process was assessed on three criteria for further analysis:

- Value – what is the specific as well as overall value to the organization;
- Resources – what resources and relative resource share is being committed to the area;
- Performance – what are the levels of efficiency, effectiveness, and productivity.

Each of these criteria was scored on a one to three scale with one as low, two as average, and three as high. The computational process is based on averaging multiple sub-scores for each of the criteria by disaggregated or sub-area to estimate an overall metric. **Exhibit 3-17** summarizes the result of the model for the Town of Colchester.

The resource metric results are highest for Neighborhood Services followed closely by Administration and Community Services. The capital and labor intensive nature of Neighborhood Services typically makes it one of the largest resource consumers. A strong tradition of commitment to parks and recreation services by the Town makes Community Services one of the higher resource concentrated areas. Administration encompasses most of the non-citizen operational areas and by definition absorbs a considerable portion of resources in most organizations. However, in most organizations, the gap between Neighborhood Services and the other service areas would be slightly greater. A similar conclusion can be drawn regarding the Transportation Management program area. It has the highest resource metric score, but it is followed closely by a variety of other programs.

Exhibit 3-16
Linkage between Service Area/Programs and Town Departments

Service	Programs	Managers Office	Finance	HR	IT	Parks & Rec	Police	Fire	EMS	Public Works	Planning	Zoning	Town Clerk	Assessor	Library	Economic Dev	Health Dept
Area 1	**Administration**																
Area 2	**Neighborhood Services**																
Area 3	**Public Safety**																
Area 4	**Community Services**																
Area 5	**Economic Services**																
Area 1	**Administration**	x	x	x	x												
Program 1	Operations Management	x															
Program 2	Financial Management		x										x	x			
Program 3	Human Capital Management			x									x	x			
Program 4	Technology Management				x												
Program 5	Records Management												x				
Program 6	Legal Management																
Area 2	**Neigborhood Services**									x	x	x					
Program 1	Water Management									x							
Program 2	Waste Management									x							
Program 3	Transportation Management									x							
Program 4	Property Management										x	x					
Program 5	Environemental Management									x							
Area 3	**Public Safety**						x	x	x								
Program 1	Animal Management																
Program 2	Emergency Management								x								
Program 3	Fire Management							x									
Program 4	Crime Management						x										
Area 4	**Community Services**					x									x		
Program 1	Community Management																
Program 2	Recreation Management					x											
Program 3	Cultural Management														x		
Program 4	Human Services Management																x
Area 5	**Economic Services**															x	
Program 1	Economic Development															x	
Program 2	Entertainment Facilities																
Program 3																	
Program 4																	

Exhibit 3-17
Summary of Evaluation Criteria by Service Area and Program

Service Area	Title	Current Situation		
		Value	Resources	Performance
Area 1	**Administration**	2.4	1.6	1.6
Program 1	Operations Management	2.4	1.7	1.9
Program 2	Financial Management	2.7	1.7	1.9
Program 3	Human Capital Management			
Program 4	Technology Management	2.1	1.3	2.1
Program 5	Records Management	2.4	1.7	2.0
Program 6	Legal Management			
Area 2	**Neighborhood Services**	2.7	1.7	2.6
Program 1	Water Management			
Program 2	Waste Management			
Program 3	Transportation Management	2.8	2.0	3.0
Program 4	Property Management	2.7	1.4	2.3
Program 5	Environmental Management			
Area 3	**Public Safety**	NA	NA	NA
Program 1	Animal Management	NA	NA	NA
Program 2	Emergency Management	NA	NA	NA
Program 3	Fire Management	NA	NA	NA
Program 4	Crime Management	NA	NA	NA
Area 4	**Community Services**	2.1	1.6	2.3
Program 1	Community Management			
Program 2	Recreation Management	2.3	1.7	2.8
Program 3	Cultural Management	2.0	1.7	2.0
Program 4	Human Services Management	2.0	1.3	2.0
Area 5	**Economic Services**	2.2	1.3	2.0
Program 1	Economic Development	2.2	1.3	2.0
Area 1	**Administration**	2.4	1.6	1.6
Area 2	**Neighborhood Services**	2.7	1.7	2.6
Area 3	**Public Safety**			
Area 4	**Community Services**	2.1	1.6	2.3
Area 5	**Economic Services**	2.2	1.3	2.0
	Total	2.3	1.5	1.8

The performance metric addresses the relative results or outcomes based on comparable performance of local or national peers. Specifically, the metric compares the results in each service and program area to other organizations to determine if the performance is below, at, or above average. Neighborhood and Community Services score the highest, while Transportation and Recreation Management possess the highest program-related, performance scores.

It is important to note that a low score on any of these metrics do not necessarily imply a negative connotation. A lower value score simply indicates that the program area is not as demanded or as critical of a function. This does not mean the program is unneeded. Similarly, a low resource score only signifies that fewer resources are being allocated to that service or program. The performance metric is significantly different, and it establishes more of ranking or hierarchy, but even in this case

it is closely tied to the relative results of other jurisdictions and includes the bias that accompanies benchmark-based analysis.

In order to better understand the significance of the results, outcome metrics were calculated based on ratios of the criteria metrics. The three outcome metrics include:

- Efficiency - how well government is performing at what it does (performance/resources);
- Effectiveness - responsiveness to the needs and desires of the community (value/resources); and
- Productivity - difference between the amount produced and the ability to produce (performance/value).

Exhibit 3-18 summarizes the outcome metrics or ratios for each service and program area. The color codes on the exhibit indicate the status of the result. Green means the results are better than average, yellow signifies an average result, and red implies below average. **Please note that if this report is viewed in black in white the green squares appear darker than the yellow, and there are no figures listed in red.*

The Town is to be commended that none of its outcome metrics are below average. This is relatively rare and indicative of a responsive and well managed organization. Clearly, the Town has done a good job at addressing citizen needs in a relatively cost effective manner.

Some of the other major findings from the model include:

- All service areas but Administration are above average for efficiency and productivity. As mentioned before, the high concentration of resources, coupled with the inward focus of Administration, plays a key role in this result.
- The programs have slightly more variation than the service areas due to a great number of average scores.
- Most of the Administration programs scored average. Technology management is the only program that is above average in efficiency.
- The highest scoring programs are transportation and recreation management which possess above average scores on efficiency and effectiveness.
- Economic development scored well on efficiency and effectiveness, but is not as productive as it could be. This is more than likely due some challenges outside of the department's control.

By design the model accounts for as many factors influencing outcomes as feasible, but cannot cover every nuance of a jurisdiction. There are a variety of operational and environmental factors that will influence results. Some of the more common ones that are present within the Town as well include:

- A lack of automated processes that diminish efficiency and productivity;
- A lack of centralized planning to identify policy priorities;

Exhibit 3-18
Outcome Metrics for the Town of Colchester

Service Area	Title	Metric		
		Effectiveness	Efficiency	Productivity
Area 1	**Administration**	**1.50**	**1.00**	**0.67**
Program 1	Operations Management	1.41	1.12	0.79
Program 2	Financial Management	1.59	1.12	0.70
Program 3	Human Capital Management			
Program 4	Technology Management	1.62	1.62	1.00
Program 5	Records Management	1.41	1.18	0.83
Program 6	Legal Management			
Area 2	**Neighborhood Services**	**1.59**	**1.53**	**0.96**
Program 1	Water Management			
Program 2	Waste Management			
Program 3	Transportation Management	1.40	1.50	1.07
Program 4	Property Management	1.93	1.64	0.85
Program 5	Environmental Management			
Area 3	**Public Safety**			
Program 1	Animal Management			
Program 2	Emergency Management			
Program 3	Fire Management			
Program 4	Crime Management			
Area 4	**Community Services**	**1.31**	**1.44**	**1.10**
Program 1	Community Management			
Program 2	Recreation Management	**1.35**	**1.65**	**1.22**
Program 3	Cultural Management	1.18	1.18	1.00
Program 4	Human Services Management	1.54	1.54	1.00
Area 5	**Economic Services**	**1.69**	**1.54**	**0.91**
Program 1	Economic Development	1.69	1.54	0.91
Area 1	**Administration**	**1.50**	**1.00**	**0.67**
Area 2	**Neighborhood Services**	1.59	1.53	0.96
Area 3	**Public Safety**			
Area 4	**Community Services**	1.31	1.44	1.10
Area 5	**Economic Services**	1.69	1.54	0.91
	Total	**1.53**	**1.20**	**0.78**

- A need to invest resources in support functions that impact the public less than other areas;
- A need for more diversification and cross training to allow greater interchangeability of resources and improved efficiency; and
- An inability to control the economy and available resources.

3.9 CONCLUSION

As mentioned throughout the chapter, information was presented demonstrating the relative strengths, weaknesses, opportunities, and threats present at the Town of Colchester. By summarizing the findings of the employee focus groups, manager interviews, employee and manager surveys, community survey, employee internal job analysis, benchmark analysis, and process review sessions, the operational model helped provide a framework for summarizing Town operations. Specifically, the operational model showed how employee tasks, major functional activities, key business processes, and services/programs fit together for all levels of the organization.

The findings reflect Evergreen Solutions' assessment of the current situation in light of desired outcomes. Recommendations are presented in **Chapter 4** based on the results presented above and are designed to provide specific actions to address perceived shortcomings.

Chapter 4 Recommendations and Implementation Plans

This chapter assembles findings and recommendations from the information gathered in **Chapter 3**. **Exhibit 4-1** summarizes the linkage between the major issues identified previously and the recommendations that appear below.

Exhibit 4-1
Crosswalk to Issues to Recommendations

Issue	Associated Recommendations
Need to identify resources to mitigate revenue needs	1, 22, and 27
Need for additional capacity	4, 10, 11, 12, 13, 15, 16, 18, 20, 21, 25, and 28
Lack of centralized planning to identify policy priorities	2, 3, 14, 24, 29, and 30
Need to implement metrics to assess performance	6, 8, and 19
Need for more diversification and cross training to allow greater interchangeability of resources and improved efficiency.	5, 7, 9, 17, 23, and 26

Accompanying each recommendation is an action plan that will identify how the Town of Colchester can best realize the benefits of each recommendation and what resources will be necessary.

For ease of use, the information is organized by department. The departmental categories in this chapter are:

4.1 Overall
4.2 Manager's Office
4.3 Library
4.4 Planning & Zoning
4.5 Public Works
4.6 Parks & Recreation
4.7 Utilities
4.8 Assessor
4.9 Economic Development

4.1 OVERALL

FINDING 1

The Town is staffed at a level expected given the type and level of service provided. Given the demand for services, increasing revenues provides a more viable financial option than a reduction in force. Reduction in force as a budget savings mechanism can be effective if the staffing statistics bear out that an organization is overstaffed. That is not the case for the Town of Colchester, thus alternative methods for increasing revenues are essential.

Given the current level of property taxation, there is little room for increasing the mileage. Revenue could be generated from offering new services that accumulate a fee, but there would a lag between identifying the area for expansion and actually realizing new revenue. Given the significant current and future capital projects and transportation improvements needs of the Town, a use-based tax is needed. A sales tax increase to support capital projects and a room and meal tax is a good option for the transportation needs.

RECOMMENDATION 1:

Begin the process of gaining approval for the sales tax increase for capital projects and the room and meals tax for transportation improvement.

The current economic environment is not conducive to gaining support for tax increases. However, as the economy improves the Town needs to be ready to launch its campaign and build support. The Town needs to develop a clear message that describes the benefits of the tax change and allow the public to participate in the process by assisting with identifying potential priorities.

IMPLEMENTATION PLAN AND TIMELINE

1. Form a tax working group that will guide the planning process.	January 2010
2. Appoint a project lead for the tax plan project.	February 2010
3. Collect all necessary documents and distribute to planning team members.	March 2010
4. Determine the best method for gathering public input and support for the tax changes.	March 2010
5. Conduct sessions to determine priorities.	May 2010
6. Identify the benefits of the tax change.	August 2010
7. Develop the strategic plan document.	September 2010
8. Prepare for the vote.	December 2010

COST

This recommendation can potentially generate more than $1,050,000 yearly in new revenue.

FINDING 2

The Town does not possess a consistent image or vision. As a result, there is little consistency in the overall policy direction of the Town. In discussions with the Select Board, employees, and citizens, most had a different idea of the ideal direction for the Town. In addition, the Town lacks a strong identity since it does not have a community vision to support.

RECOMMENDATION 2:

Develop and implement a plan for creating and validating a community vision.

By developing a plan to create and validate a community vision, the Town will be able to gather insights from key stakeholders (i.e., Select Board, community members, community organizations, employees, and citizens) and establish an image that they would like the Town of Colchester to embody.

The community vision should have both a macro-level approach (community-wide) while incorporating micro-level subcomponents (government level). At the government level, specific staffing models are critical to ensure that each department is properly equipped to carry out the objectives set forth. The key to success is in establishing the plan, as well as the process itself, as a living and dynamic initiative through which implementation can be clearly demonstrated.

IMPLEMENTATION PLAN AND TIMELINE

1. Form a community vision group meet to guide the development process.	February 2010
2. Appoint a project lead for the community vision project.	February 2010
3. Collect all necessary documents and distribute to vision team members.	February 2010
4. Conduct sessions to determine the community vision.	March – April 2010
5. Develop planning document on how to communicate and realize the vision.	May 2010
6. Review the planning document with department staff.	May 2010
7. Finalize the community vision and publish it electronically.	June 2010
8. Review and update the planning document biannually.	December 2010 and Ongoing

COST

This recommendation is cost neutral if performed with internal resources. If an outside consultant is hired to assist, then the cost is estimated to be between $8,000 and $15,000 depending on the provider.

FINDING 3

Currently, the Town does not possess a strategic plan to guide its future actions.

The Town does not have a five-year town-wide strategic plan that ties together all departments, administrative units, and leadership, which is linked to the budget process for the Select Board and Town Management. Consequently, decisions are often made by the Select Board based on insufficient or incomplete information or on who can "shout the loudest." Without a comprehensive multi-year plan, departments are put into a competitive atmosphere (i.e., they are forced to compete with their own counterparts for the scarce resources available). In a collective and collaborative plan, departments work together to establish priorities for the Town that will serve both the employees and citizens to equal satisfaction.

RECOMMENDATION 3:

Develop a comprehensive strategic plan for the Town.

The Town of Colchester's lack of a comprehensive strategic plan or vision is one of the core issues facing the Town. The lack of resource concentration in some departments, staffing priorities, and organizational mission all relate back to a vacuum created by the lack of a truly comprehensive strategic plan to guide structure, staffing, and decision-making.

Initiating the planning process correctly is both critical and challenging. A helpful resource to initiate the process is the book Balanced Measures for Strategic Planning: a Public Sector Handbook, by Kathleen Monahan. It might be advisable to first bring the key stakeholders together (Select Board, Town leaders, and department heads) and have them all read the publication, to ensure that everyone is working from the same perspective. After establishing this basis of understanding, a simple and inclusive process should be adopted that confirms the Town's mission, vision, and values as well as assembles goals and priorities for the Town.

IMPLEMENTATION PLAN AND TIMELINE

1. Form a strategic plan working group that will guide the planning process, and ensure that the group includes employees.	March 2010
2. Appoint a project lead for the strategic plan project.	March 2010
3. Collect all necessary documents distribute to planning team members.	April 2010
4. Conduct Strength Weakness Opportunity Threat (SWOT) analysis with managers and employees.	May 2010
5. Conduct sessions to determine the goals, objectives, and performance measures to be utilized in the plan. Focus on each of the Town's operational areas.	June 2010
6. Conduct sub-function planning sessions to identify division plan components.	July 2010
7. Develop the strategic plan document.	August 2010

COST

The implementation of this recommendation will have a fiscal impact in Fiscal Year 2010-11 of approximately $8,000 and remain cost neutral into the future and long term.

FINDING 4

The Town is working in limited partnership with the local school district on a variety of areas. Great potential exists for the Town to benefit from the pooling of resources and talents and exploring further how both could benefit from working together in the future. Information Technology is an example of current success and should be built on for greater cooperation. The Town has loose and informal arrangements with employees of the school district to bridge their telephone systems and provide some backup to break-fix related challenges; however, this existing relationship is not being leveraged to its full potential and could be expanded over time.

RECOMMENDATION 4:

Form an inter-agency IT committee to formalize inter-local relationships and maximize their potential in shared staffing and hardware opportunities.

The exact structure of this committee is less important than the mission that it is to undertake. The committee would need to bring together resources in order for the Town and school district to identify, validate, and plan for cooperative arrangements. A staffing inventory as well as a needs matrix would be beneficial for identifying overlapping resources that could be jointly leveraged. This task is included in **Recommendation 5** below. Clearly, Public Works, Finance, Parks and Recreation, and Information Technology should be represented on the committee. The typical improvements that result from cooperation include: greater savings of tangible resources, higher levels of operational productivity, and better utilization of human resources within the organizations.

IMPLEMENTATION PLAN AND TIMELINE

1. Identify and define the goals of cooperation through review of services, resources, and overlap.	January 2010
2. Develop specific steps necessary for developing and implementing an inter-local agreement.	February 2010
3. Implement the agreement.	April–May 2010

COST

The relative costs associated with this recommendation will be cost neutral for fiscal year 2010-11. However, the associated costs will save the Town $40,000 in the future with the total raising to $80,000 over time.

FINDING 5

Given the relative size and culture present at the Town, there is a significant amount of on-going intra-departmental cooperation. One of the hindrances to further support is a lack of cross-training across staff.

Any organization must prepare for the absence of key personnel. Changes in the daily demands of the organization, special projects, planned times of the year where workload increases (e.g. Election Day), as well as the unplanned absence of key personnel can have an adverse affect on the Town's ability to maintain high levels of service. The Town must also prepare for times of reduced activity such as winter, where major parts of the Town's operations shut down due to harsh conditions and others, such as snow removal, that become a much larger priority.

In addition, fiscal constraints and limitations to economies of scale necessitate greater regional cooperation. As discussed above in **Recommendation 4**, it is important that the Town identify additional opportunities to work with the school district. The creation of a cross-training and job sharing plan should be a key component of any job sharing initiative.

RECOMMENDATION 5:

Set goals for cross-training by classification and position to increase job sharing and skill redundancy between the Town and the school district.

As functional responsibilities are evaluated and change over time, coupled with the changing face of the Town, a thorough workload analysis should be completed for each position. The Town Manager should create a formal plan, including timelines, to cross-train key staff. Priority needs to be given to the activities that could leave the Town in a crisis should an individual be absent for an extended period of time or leave the Town permanently. For example, the IT staff is currently very thin, being comprised of only 1.5 FTE and little redundancy between positions. The absence of the single full time employee assigned to technology would cause many break-fix issues to be delayed or stop all together. This recommendation pertains to developing an organization-wide effort, while **Recommendation 17** will customize it further.

IMPLEMENTATION PLAN AND TIMELINE

1. Utilize results from skill inventory data collected in **Recommendation 12.**	March 2010
2. Assemble a list of needed skills and identify available sources by department.	April 2010
3. Create directory to disseminate information and process for sharing staff more effectively.	May 2010
4. Implement program.	June - July 2010

COST

The savings associated with this recommendation will result in a cost neutral solution for fiscal year 2010-11 and a resulting savings of approximately $25,000 per year in the future.

FINDING 6

Although there are some basic metrics being collected by individual departments, the Town does not collect and analyze performance measures or metrics on an organization-wide basis. The absence of uniform and comprehensive metrics limits the Town's ability to assess its on-going efficiency and

effectiveness. Moreover, it constrains the Town's ability to determine resource return on investment (ROI).

At the department level, metrics are an invaluable tool for assessing operational unit performance and communicating the levels of output to leaders and staff. Performance measures (metrics) were defined in 1980 by the Government Accounting Office (GAO) as an assessment of an organization's performance, including measures of:

- Productivity, which quantifies the outputs and inputs of an organization and expresses the two as a ratio. Generally, the ratio is expressed as output to input (for example, inspections per staff-day).
- Effectiveness, which determines the relationship of an organization's outputs to what an organization is intended to accomplish.
- Quality, which examines an output or the process by which an output is produced. Quality is indicated by attributes such as accuracy or error rate, thoroughness, and complexity.
- Timeliness, which evaluates the time involved producing an appropriate output.

When designing measures the following characteristics should be kept in mind:

- Valid
- Reliable
- Easily understandable by the consumer
- Comprehensive of the organization's operations
- Diagnostic in nature
- Sensitive to the cost of collection
- Focused on those factors that are more controllable by the organization

Metrics should be identified for the Town as a whole as well as for each of the departments and should be systematically analyzed and reported to staff on a quarterly basis and the Select Board on an annual basis. In addition, performance metrics should become an integral component of the strategic planning updating process.

RECOMMENDATION 6:

Develop and implement a list of performance measures for the Town.

A good starting place for the Town is to examine which metrics the Town currently collects and which they do not. The result of interviews with department heads and key department staff members led to the conclusion that even though many departments are collecting metrics, there are many that are not collected that would benefit the Town.

IMPLEMENTATION PLAN AND TIMELINE

1. Hold a meeting of department heads to discuss the possibility of collecting performance metrics data.	June 2010
2. Develop a list of viable first-year metrics.	June 2010
3. Collect metrics data for one year.	July 2010

4. Analyze metrics data upon completion of collection.	July 2011
5. Utilize data to evaluate performance as it relates to the Town's strategic plan objectives and relative performance expectations.	August 2011
6. Update metrics list and evaluate trends on an annual basis.	August 2011 and Ongoing
7. Submit summary report of metrics to Town management and the Select Board.	August 2011 and Ongoing

COST

This recommendation is cost neutral if internal resources are utilized. There are a number of automated systems that are present that could be utilized to support this effort. Initially, internal resources coupled with MUNIS should be sufficient.

FINDING 7

In organizational development, succession planning is the process of identifying and preparing suitable employees to replace key personnel through mentoring, training, and job rotation. From the risk management aspect, provisions are made in case no suitable internal candidates are available to replace the loss of key persons. The Town, like most public organizations, is going through a significant demographic change. A portion of senior managers as well as employees are nearing retirement age and there is a lack of apparent replacements. In preparation for these departures, the Town needs to identify potential internal staff or develop an external recruitment plan to address this transition.

The development of a succession plan ensures the least possible disruptions to the person's responsibilities, and therefore the organization's effectiveness. An effective succession plan clearly identifies the factors to be addressed and the process to be followed in relation to retaining or replacing key staff members.

RECOMMENDATION 7:

Develop a succession plan for all departments.

By addressing the future leadership issues and developing a formal succession plan, the Town of Colchester will ensure steady progress towards, and implementation of, its strategic goal. Ideally, this process will result in a seamless transition of leadership for key leadership roles. A sample succession plan is demonstrated below in **Exhibit 4-2**.

Exhibit 4-2
Elements of a Sample Succession Plan

- Statement of commitment to prepare for inevitable leadership change.
- Statement of commitment to assess leadership needs before beginning a search.
- Plan to appoint interim leadership to ensure smooth operations and compliance with contractual obligations.
- Outline of succession procedures, including:
  - internal management succession to the interim position;
  - time frame for making the interim appointment;
  - time frame for appointing a board transition committee; and
  - roles of the transition committee (e.g., communication with stakeholders, identifying a transition management consultant, conducting an organizational assessment, and designing the search plan).

Source: http://www.transitionguides.com, 2009.

IMPLEMENTATION PLAN AND TIMELINE

1. Identify included positions and needed future positions.	June 2010
2. Select methodology for workforce planning.	June 2010
3. Obtain approval of proposed methods and materials from Town leadership.	July 2010
4. Assess the current workforce skills and utilization.	July 2010
5. Provide results to department heads for consideration.	August 2010
6. Estimate employee retirement patterns based on classification, age, years of service, and exit status.	August 2010
7. Assess the future labor supply by classification.	September 2010
8. Compute the linkage between supply and demand.	September 2010
9. Develop a final workforce plan.	October 2010
10. Submit workforce plan to the Select Board.	November 2010

COST

This recommendation is cost neutral if completed with internal resources.

FINDING 8

The Town does not provide sufficient rewards and recognition for high performing employees. Motivating employees to perform at ever increasing levels with higher quality output is a primary call to action of most municipal organizations. Employees who perceive their efforts to be under recognized may, over time, reduce their level of effort, while employees who perceive that their hard work is recognized and rewarded will continue to achieve higher levels of success.

Governments are also under greater and greater pressure to show significant ROI for the compensation dollars they pay to employees. Citizens are expecting higher levels of fiscal responsibility with the tax dollars being spent by governing bodies. For this reason, many municipalities, small and large, are moving or preparing to move to pay-for-performance models of compensation. Even in areas where a compensation plan based on performance measures is impossible due to budgetary constraints, non-monetary or non-traditional financial rewards can succeed in motivating employees.

RECOMMENDATION 8:

Develop an employee recognition system which awards high performance with either financial compensation or non-monetary rewards.

Such a plan could comprise of employee of the month awards that result in meal gift certificates or movie tickets for example. Other successful plans have, in the past, awarded successful employees with additional time off or preferential parking spots.

The ever-present alternative to these popular but non-traditional reward plans would be a typical performance-based pay plan where annual increases are varied and depend on the outcome of a performance evaluation process to determine how much, if any, salary increase is awarded.

IMPLEMENTATION PLAN AND TIMELINE

1. Identify and define possible monetary and non-monetary rewards.	January 2010
2. Develop specific criteria for receiving each reward.	February 2010
3. Communicate new program to employees and begin first review and reward period.	February –March 2010

COST

This recommendation is cost neutral if designed with internal resources. Future costs are related to the options selected and will vary.

FINDING 9

The Town possesses little redundancy in skills and capabilities. This could result in the inability of the Town to provide key services if certain resources were missing. **Recommendations 5** and **7** all attempt to address this concern. However, even with a more effective method of knowledge transfer, the Town needs to manage its resources more effectively.

Any organization the size of the Town of Colchester will tend to struggle with workloads in the event of prolonged absences of key personnel. It is not uncommon to find that key processes such as payroll or data backup are performed by one individual who possesses the institutional and historical knowledge to plan for, avoid, or work through common barriers to success.

One example of this is the recent departure of the Zoning Administrator in the Planning and Zoning Department. Anecdotal evidence suggests that this departed employee was a "walking encyclopedia" of knowledge related to the specific zoning rules and regulations as related to development and building in the Town. Again, anecdotal observation leads to the conclusion that a citizen's question that may have previously been answered quickly by the Zoning Administrator now takes hours of research for the Planning and Zoning staff.

RECOMMENDATION 9:

Develop standard operating procedures, skill inventory, and cross-training plan, and implement for all Town Hall departments.

These inventories and plans form the foundation of a broader workforce plan. A plan that the Town can use to determine whether or not certain positions can be filled by promoting internally, versus those that would require outside expertise or skills not possessed by current employees. Identifying which skill and ability redundancies are present will allow the Town to prioritize cross-training efforts and expenditures.

IMPLEMENTATION PLAN AND TIMELINE

1. Review procedures and assemble lists of deficiencies.	August 2010
2. Implement best practice procedures into standard operating procedures.	August 2010
3. Utilize results from skill inventory data collected in **Recommendation 12**. Update inventory as needed.	September 2010
4. Assemble a list of needed skills and identify available sources.	September 2010
5. Obtain approval for attending courses or events.	October 2010
6. Analyze staffing and classifications to develop deficiencies in position back up.	October 2010
7. Establish programs for cross-training employees.	November 2010
8. Provide training opportunities to employees for cross training throughout the course of the year	December 2010 and Ongoing
9. Monitor progress each year.	March 2011 and Ongoing

COST

This recommendation is cost neutral if completed with internal resources.

FINDING 10

The Town does not possess a well developed volunteer program to assist with support jobs at the Town Hall.

A growing number of municipal organizations have developed very successful volunteer programs that involve community members in their local government and reduce operational costs. These programs rarely utilize volunteers in a full-time capacity, but by drawing on multiple participants, certain functions now have more temporary resources to draw upon on a regular basis. Many towns find that partnering with senior citizen organizations, youth service clubs, or local churches to provide volunteer opportunities benefits the community, the town, and the individuals involved.

RECOMMENDATION 10:

Develop and advertize a part-time, volunteer program for community members.

Some common areas for volunteer program opportunities in a municipality include basic support areas, such as common area cleanup, filing, telephone reception, library book re-shelving, and in some cases, community information or citizen liaising. The Town currently has very successful public safety and library volunteer programs. The Town should develop, advertize, and administer a volunteer program beginning with internal roles at the Town Hall. This effort should be characterized as an effort to involve the community and keep operational costs low.

IMPLEMENTATION PLAN AND TIMELINE

1. Work with department heads to determine positions open to volunteers.	January 2010
2. Develop a plan for advertising and addressing requirements of volunteer program.	February 2010
3. Select staff members to oversee the recruitment and retention of volunteers.	March 2010
4. Advertise the volunteer program through the town website, newspaper, and at schools.	April 2010
5. Monitor the success of the program and ensure that the program is in line with organizational goals, semi-annually.	June 2010 and Ongoing

COST

The relevant fees of this recommendation will cost the Town approximately $500 for advertising in fiscal year 2010-11, but will result in an average savings of $8,000 in subsequent years.

FINDING 11

The Town does not possess an internship program to bring in future public managers.

Municipal governments across the country are facing challenges related to recruiting members of younger generations into public service and municipal employment. One proven method for rectifying

this situation is in partnering with local high schools, colleges, and universities to offer relevant work experience in the form of unpaid internships that qualify students to receive credit-hours toward their desired degrees.

RECOMMENDATION 11:

Develop and advertize an intern program to regional colleges and universities.

The Town will benefit greatly from the implementation of such a plan in a number of ways. First, the Town will be receiving labor in the performance of support functions, in much the same way that volunteering will. In addition, grooming young people who show an interest in public employment will usher in an era of motivated and sincere individuals who desire to work in the public arena.

IMPLEMENTATION PLAN AND TIMELINE

1. Develop a plan for advertising and addressing requirements of intern program.	May 2010
2. Select staff members to oversee the recruitment and retention of interns.	June 2010
3. Advertise intern program through the town website, newspaper, and at schools.	July 2010
4. Monitor success of program and ensure that the program is in line with organizational goals, semi-annually.	September 2010 and Ongoing

COST

This recommendation is cost neutral if completed with internal resources.

4.2 MANAGER'S OFFICE

FINDING 12

Although the Town has a very qualified management team, personal differences have created some management issues. Dissent and dysfunction among an upper management team often leads to destructive ends. This often creates a trickle effect in which the working atmosphere begins to reflect the environment of its senior managers.

RECOMMENDATION12:

Continue initiative undertaken by senior management to improve conflict management and increase leadership training.

Senior management should be commended for initiating the process of improving the state of their relationships as a group by having a retreat with team building exercises. As the Town grows, it will be more important to build strong bonds within the management team between managers and staff. A growing organization becomes more specialized and progressive as the personality driven cultural elements are replaced with tightly focused agendas and goals. The Town is feeling some of the

pains of this transition now and can mitigate some of the associated stress by creating opportunities to understand each other better.

One thing that should be pointed out is that in some cases employees or managers can act in a way that is destructive or counterproductive to the process. These destructive forces need to be dealt with directly. In order to standardize culture and reduce the potential for more destructive behaviors, management training should be utilized on an annual basis.

IMPLEMENTATION PLAN AND TIMELINE

1. Continue having annual team building retreats.	November 2009
2. Conduct a skill inventory for all staff members.	December 2009
3. Assemble a list of needed skills and identify available sources.	January 2010
4. Obtain approval for attending courses or events.	February 2010
5. Monitor progress each year.	June 2010 and Ongoing

COST

The implementation of this recommendation would cost between $5,500 for fiscal year 2010-11 and $8,000 in future years.

FINDING 13

Facilities are currently supported by one full time staff member reporting to the Town Manager and providing maintenance and custodial oversight to all facilities. Given the role and responsibilities of the Town Manager, this position should be managed by a lower level position.

Except in the case of the largest organizations, most municipal governments have facilities maintenance as a sub-function under the Public Works Department. The new Public Works management position (**Recommendation 25**) should be placed in charge of the facilities maintenance position. Restructuring departments in this way will allow the Town Manager indirect control over these maintenance functions in a way that also frees up more time for strategic planning and higher level management functions.

RECOMMENDATION 13:

Reorganize the Maintenance function to fall under the control of Public Works and the new Public Works manager position (Recommendation 25).

The maintenance function within the Town simply is not large enough to warrant its own single-person department. According to best practices for organization the Town's size, the best fit is as a subdivision of the Public Works Department. As the Town moves forward with its new strategic direction, these types of changes become necessary to meet the needs of the planning process.

IMPLEMENTATION PLAN AND TIMELINE

1. Establish changes to organizational structure and organizational	January 2010

chart reflecting change in reporting relationship.

2. Monitor new operational structure. November 2010

COST

This recommendation is cost neutral for Fiscal Year 2010-11 with a potential long term cost savings of $10,500.

FINDING 14

Given the number and varying state of the Town's buildings, a facility master plan should be developed to capture systems, condition, and needs of current facilities. An informal record is being kept of this information, but it is not stored or updated in a uniform fashion. A master plan could also address the Police Department's needs for facilities as well as the potential for the new facility by the Bay.

RECOMMENDATION 14:

Develop a Town facilities master plan as well as procedural documentation.

Facilities, Public Works, and Finance should be included in the initial discussion of the process and desired outcomes of plan development. The details of the actual plan should be formulated determining the current state of facilities, the current and future needs, and steps to address those needs.

IMPLEMENTATION PLAN AND TIMELINE

1. Identify staff to participate in the facilities master plan process. July 2010
2. Develop current status assessment and future needs. August 2010
3. Develop goals, action plans, and costs for the next five years. August 2010
4. Publish and monitor the facilities master plan. September 2010

COST

This recommendation is cost neutral for Fiscal Year 2010-11 with a potential future and long term cost savings of $1,500.

FINDING 15

Currently, snow removal at Town Hall has been divided between facilities and another part-time resource. The plan for this winter has not been resolved.

Snow removal continues to be a point of contention among staff that is responsible for this important service. Resolving the plan for the coming winter is vital and must be done as soon as possible. Accounting for snow removal at, and around, Town Hall should fall to the party responsible

for maintenance of the facilities so that Public Works employees can maintain their assigned routes to allow traffic flow through the Town.

RECOMMENDATION 15:

Continue this as a duty of the Facilities Management Position. If the incumbent is unable to complete these assigned duties, reduce the FTE of this individual and subcontract out the responsibilities.

The recommendation in this case is not one of change, rather to maintain the status quo which, as we understand it, is that snow removal responsibilities remain an assignment of Facilities Maintenance. Changing the assignments in this area will require less adjustment and change management than maintaining the present division of labor.

If, for whatever reason, the individual assigned to Facilities Maintenance is unable or unwilling to perform these duties, the hours of this individual should be reduced during snow season to allow for the Town to hire a part-time worker to cover these responsibilities.

IMPLEMENTATION PLAN AND TIMELINE

1. Ensure that snow removal duties are reflected in the classification's job description, as well as the necessary changes to American Disabilities Act requirements for the position.	November 2009
2. Communicate to incumbent(s) regarding the requirements for the position.	November 2009
3. If incumbents are unable to complete duties as assigned, advertise need for winter time snow removal services and reduce incumbent hours to match decrease in duties.	November 2009
4. Reinstate FTE status following snow removal season, if needed.	April 2010

COST

This recommendation is cost neutral, if internal resources are utilized.

FINDING 16

The Town does not have an IT Disaster Recovery Plan. If some type of disaster destroyed current servers, there is no formal method for returning to service.

A disaster recovery plan will enable systems to continue functioning with limited disruption in their day-to-day operations. Town staff stated that they have no formal written response plan for use in the event of an emergency, and that they store all backup information on-site.

RECOMMENDATION 16:

Develop a disaster recovery plan to cover critical systems in the event of interruption of service.

The essential elements of a disaster recovery plan include a disaster recovery team; a list of persons to contact after a disaster; and an assessment of critical Town functions, essential office equipment,

and staffing needed immediately to recover from a disaster. A disaster recovery plan must include contingency and backup plans for information technology. **Exhibit 4-3** lists the components of a sample Disaster Recovery Plan.

Exhibit 4-3
Summary of Key Disaster Recovery Plan Elements

Step	Details
Build the disaster recovery team	• Select a disaster recovery team that includes key policymakers, building management, end-users, key outside contractors, and technical staff.
Obtain and/or approximate key information	• Develop an exhaustive list of critical activities performed within the agency. • Develop an estimate of the minimum space and equipment necessary for restoring essential operations. • Develop a timeframe for starting initial operations after a security incident. • Develop a list of key personnel and their responsibilities.
Perform and/or delegate key duties	• Develop an inventory of all assets including data, software, hardware, documentation, and supplies. • Set up a reciprocal agreement with comparable organizations to share each other's equipment or lease backup equipment to allow the Town to operate critical functions in the event of a disaster. • Make plans to procure hardware, software, and other equipment as necessary to ensure that critical operations are resumed as soon as possible. • Establish procedures for obtaining off-site backup records. • Locate support resources that might be needed (e.g., equipment repair, trucking, and cleaning companies). • Arrange with vendors to provide priority delivery for emergency orders. • Identify data recovery specialists and establish emergency agreements.
Specify details within the plan	• Identify individual roles and responsibilities by name and job title so that everyone knows exactly what needs to be done. • Define actions to be taken in advance of an occurrence or undesirable event. • Define actions to be taken at the onset of an undesirable event to limit damage, loss, and compromised data integrity. • Identify actions to be taken to restore critical functions. • Define actions to be taken to reestablish normal operations.
Test the plan	• Test the plan frequently and completely. • Analyze the results to improve the plan and identify further needs.
Deal with damage appropriately	• If a disaster actually occurs, document all costs and videotape the damage. • Be prepared to overcome downtime; insurance settlements can take time to resolve.
Consider other significant issues.	• Do not make a plan unnecessarily complicated. • Make one individual responsible for maintaining the plan, but have it structured so that others are authorized and prepared to implement it if needed.

	• Update the plan regularly and whenever changes are made to your system.

Source: Adapted from the Technology and Security Task Force, National Forum on Education Statistics, "Safeguarding your Technology," November 18, 1998.

IMPLEMENTATION PLAN AND TIMELINE

1. Assemble disaster recovery team.	February 2010
2. Select methodology for recovery plan development.	March 2010
3. Obtain and distribute necessary materials.	April 2010
4. Determine potential threats and current strengths and weaknesses.	June 2010
5. Develop mitigation strategies for each potential threat.	June 2010
6. Test plan for potential threats.	July 2010
7. Write and distribute the plan.	August 2010

COST

This recommendation is cost neutral, if internal resources are utilized.

FINDING 17

The Town has no established cross-training or procedural guidelines for IT. If the IT staff member is out, various employees fill in for some of their duties such as changing backup tapes or rebooting servers, but no formal written procedural manual exists to guide the Town through its IT functions in the incumbent's absence. This issue should be addressed by previous **Recommendations 5**, **7**, and **9**. However, given the critical nature of technology and the level of risk associated with it to other departments, this finding and recommendation was added.

RECOMMENDATION 17:

Develop comprehensive IT procedures manual that would guide the Town through typical IT functions in the event either of the IT staff members is not present. Assign components of IT responsibilities to different employees.

At a minimum, technology procedures should be documented and distributed electronically for the following areas:

- software installation and license maintenance;
- equipment connectivity;
- equipment maintenance, repair, and replacement;
- virus prevention, spyware, and firewall software (basic security);
- backup requirements;
- disaster recovery activities and storage requirements;

- technical support transactions and expectations; and
- customization, reporting, and system procedures.

The creation of a Technology Procedures Manual should be managed within the IT Department and each team member should contribute based on his/her area of responsibility. The draft document should be circulated to department staff and management for feedback and then to other users. The document should then be finalized and made available in an electronic format.

Kern County, California has a well constructed, easy to understand procedures manual for all of its County operations, one chapter of which is dedicated to Information Technology. The outline of IT procedures is provided in **Exhibit 4-4**.

Exhibit 4-4
Sample Outline of an IT Procedures Manual

INFORMATION TECHNOLOGY SERVICES PROCEDURES MANUAL

TABLE OF CONTENTS

I. Section Page

II. General Statement

III. Information Technology Services Division Responsibilities

IV. Technology Advisory Committee Functions

V. Request for Information Technology Services

VI. Request Prioritization and Approval

VII. Project Scheduling

VIII. Charges for Services

IX. Software Licensing and Use Policy

X. Internet Usage Policy and Access Procedure

XI. Electronic Communications Usage Policy

XII. Remote Access to Computer Network Security Policy

XIII. Technology Standards Policy

XIV.	Information Security Policies

Source: Kern County, CA, 2009.

IMPLEMENTATION PLAN AND TIMELINE

1.	Assemble the IT group to collect all needed documents.	February 2010
2.	Determine the necessary and preferred documents for inclusion.	March 2010
3.	Collect the available information.	April 2010
4.	Create any necessary documents.	May 2010 – June 2010
5.	Advertise the availability of this resource to all employees, liaisons, supervisors, and managers in the form of an email or other communication method. Provide a direct hyperlink to the site location.	July 2010
6.	Maintain the collection over time, as needed.	August 2010 - ongoing

COST

This recommendation is cost neutral, if internal resources are utilized.

4.3 LIBRARY

FINDING 18

Most of the Library's operational inefficiency problems will be solved when they eventually get off of the Follett system and onto the open-source system being developed state-wide.

RECOMMENDATION 18:

Support and, to the extent possible, expedite the transition to the new Open Source State Library Software platform.

COST

This recommendation is cost neutral, since it is an on-going project.

4.4 PLANNING & ZONING

FINDING 19

The only current measure of success or failure for the department is the number of citizen complaints received and some basic output data. Although a previous recommendation advocates moving to a performance measurement system for the Town, the revenue and cost differential in the Planning and Zoning Department necessitates a slightly more aggressive timeline than the organization-wide process.

Performance metric data for the three primary service areas, including Development Review, Permitting, and Land Use will be vital to determining whether or not the Town is efficiently and effectively meeting its departmental process goals.

RECOMMENDATION 19:

Develop metrics for success or key performance indicators for each of the Town's Planning & Zoning functions, including Development Review, Permitting, Inspections, and Land Use.

Best practices for municipal Planning and Zoning functions will provide an exceptional starting point for determining which metrics are the best to gather for the Town of Colchester. These metrics will help establish a baseline for services within the department and can, in conjunction with other municipality data, be used to establish trends for performance.

IMPLEMENTATION PLAN AND TIMELINE

1. Hold a meeting to discuss the possibility of collecting performance metrics data.	January 2010
2. Develop a list of viable first-year metrics.	February 2010
3. Collect metrics data for one year.	March 2010
4. Analyze metrics data upon completion of collection.	March 2011
5. Utilize data to evaluate performance of each major process.	April 2011
6. Update metrics list and evaluate trends on an annual basis.	May 2011 and Ongoing
7. Submit summary report of Planning and Zoning metrics to Town management and other stakeholders.	May 2011 and Ongoing

COST

This recommendation is cost neutral, if internal resources are utilized.

FINDING 20

The Town currently has nobody filling the full time role of the Zoning Administrator. In addition, the present Director is serving in a temporary capacity as the Acting Director in addition to being the Town Planner. The Acting Director is in a position of maintaining the status quo in the department and is not in a position to make major organizational or operational changes. For the department to operate efficiently and effectively, more permanency is needed.

The presence of consistent senior leadership at the department head level is vital to the long-term success of any organization. There is no doubt that a department cannot succeed in the absence of effective, empowered leadership.

RECOMMENDATION 20:

Promote a current Planning & Zoning Department staff member to Zoning Administrator and move over a resource from the Assessor to provide additional support.

By selecting a candidate from within the department, it ensures that knowledge, history, and culture can be maintained in the transition. Based on current staff capabilities and expertise, the

Development Review position should be made part-time Zoning Administrator, the Planning/Zoning Assistant should begin the process of becoming a Building Inspector, the File Clerk should move to the Managers Office, and the Administrative Assistant should be moved over from the Assessor's Office to assume part of Planning/Zoning Assistant's responsibilities. This transition is dependent on the interest of the recommended candidates and ensuring a sufficient amount of transition time.

IMPLEMENTATION PLAN AND TIMELINE

1. Confirm interest in transferring each staff position.	December 2009
2. Develop the change management plan for the following departments: Assessor, Planning and Zoning, and the Manager's Office.	January 2010
3. Overlap staff for a short period of time to ensure a smooth transition.	January 2010
4. Determine any additional compensation or reclassification changes necessary and implement.	February 2010
5. Announce changes to the Town employees.	February 2010

COST

The associated costs for this recommendation are estimated to be $8,000 each fiscal year.

RECOMMENDATION 21:

Name the Acting Director as the Director of the Planning & Zoning Department.

The current acting department head over Planning and Zoning is qualified to lead in the technical aspects of the planning and zoning functions as well as provide effective, focused leadership. The incumbent exhibits a clear vision and understanding of where the department is currently and also where the department needs to be in the future to achieve the goals of the Select Board.

Promoting the Acting Director will allow for the department to change the things it needs to change in order to be a more forward-thinking and proactive performance-based department. Empowering the staff to enact policies and promote change within the department is essential for successful completion of the Town's goals.

IMPLEMENTATION PLAN AND TIMELINE

1. Offer the Acting Director the position of Director of Planning & Zoning.	December 2009
2. Determine any additional compensation to be provided.	December2009
3. Transition to the new structure.	January 2010

COST

The resulting costs of this recommendation will result in an average savings of $53,602 per fiscal year.

FINDING 22

Revenue generated from the activities of the Code Office amount to approximately $300,000 while expenses are just $500,000. It is not uncommon, and is generally a recommended business practice, that these services be self-supporting. Revenue generating activities should be evaluated on their success rate based on whether or not they are self-supporting.

RECOMMENDATION 22:

Raise fees to more closely match department operation expenses to $500,000.

It is unrealistic for the department or the Town in general to cut staff or other expenses to the degree which is needed. The department, according to available data and best practices, is adequately staffed and eliminating nearly $200,000 of payroll and benefits expenses would not be feasible. Thus, the better alternative is to raise fees paid by citizens to cover the difference.

IMPLEMENTATION PLAN AND TIMELINE

1. Determine the appropriate fee level and determine the best method of implementation.	March 2010
2. Develop a transition plan for implementation.	April 2010
3. Advertize change to major stakeholders.	May 2010
4. Make fee change.	June – July 2010
5. Assess the impact of the change on stakeholders.	September 2010

COST

The estimated additional revenue of this recommendation is approximately $200,000 for each fiscal year.

4.5 PUBLIC WORKS

FINDING 23

Currently, Public Works staff is assigned to assist with snow removal for past members of the Select Board in the winter in addition to the other snow removal responsibilities. A big complaint among employees is that there is not enough time and staff to handle all snow removal responsibilities assigned to the function. Moreover, limited resources are forcing Public Works employees to work beyond the average work day to ensure that the roads are safe.

This is a clear indication of a situation where Town resources are being expended in a way that has no direct benefit to the Town or its daily business operations, and given the current fuel and liability insurance costs, it warrants attention.

RECOMMENDATION 23:

Focus on Town property snow removal services with available resources. Town employees should discontinue snow removal services for private roads unless a fee for service arrangement can be reached.

The Town cannot continue to allow these free services to be performed if their goal is to increase fiscal responsibility. A fee structure based on area to be cleared or linear feet of roadway to be cleared should be developed based on industry standard rates. It is likely that this change will result in an increase in revenue for the Town.

IMPLEMENTATION PLAN AND TIMELINE

1. Establish priority list for snow removal services.	November 2009
2. Conduct small survey to analyze fee for service models for private property.	January 2010
3. Implement revised snow removal service plan and schedule.	January 2010
4. Offer pay for service option to private property owners, who are requesting snow removal services.	February 2011

COST

This recommendation is cost neutral and could generate additional revenue in the future.

FINDING 24

Currently, the Town's building service requests come through a multitude of different media, and there is no formal procedure for tracking and logging completed work. This situation makes it very difficult to collect meaningful performance data related to these operations. Allowing requests from multiple sources makes it difficult to establish priorities and operating procedures to analyze work load.

RECOMMENDATION 24:

The Town should develop policies and procedures for tracking work requests, work in progress, and completed work for accountability purposes.

A paper process might be sufficient to cover the needs of the Town. Based on the services to be tracked, an automated process is not needed at this point. If the Town feels that electronic tracking is a better suit, then many effective, low cost options are available. Additionally, custom programmed interfaces for tracking such activities can often be coded using internal IT resources. Given the current resources and word load of the Town's IT Department, this option is not advisable at this point in time.

IMPLEMENTATION PLAN AND TIMELINE

1. Develop document to track work requests, timeframes, and priority assessments. This document should include sign off forms for management and supervisor purview.	January 2010

2. Create a policy and organizational chart to address accountability issues for staff regarding work orders and requests.	January 2010
3. Create chain of command relationship for relaying work orders and priorities.	January 2010
4. Implement forms and provide training to staff regarding the coordination of work orders.	February 2010
5. Review form monthly to ensure that work requests and work orders are completed timely and in an efficient manner.	February 2010 and Ongoing

COST

This recommendation is cost neutral.

FINDING 25

The size of the current public works staff is less than expected given the level, quality, and scope of services offered. This is most prevalent in the management area. Generally speaking, Public Works is a relatively flat organization with the Director undertaking more middle management responsibilities than would typically be observed in an organization this size.

Director level executive leaders should deal with the very highest levels of management addressing critical budget decisions, policy mandates and changes, as well as enforcement and guiding the strategic direction of the department. For this reason, additional middle management can alleviate the day-to-day duties of the Director and allow for more long term planning and growth.

RECOMMENDATION 25:

Increase the public works staff by one FTE at the management level.

In order to provide more support to the Director given the increasing level of demands for service, a middle management position should be created as soon as possible and two additional positions in the future as the fiscal health of the Town improves.

The current Executive/HR Assistant is the candidate that is believed to be the most qualified incumbent for this reassignment. The unique combination of education, experience, and training make this person uniquely qualified to tackle this responsibility.

IMPLEMENTATION PLAN AND TIMELINE

1. Discuss the opportunity with the incumbent.	December 2009
2. Determine the level of additional compensation.	January 2010
3. Develop a transition plan to shift duties	January 2010
4. Reallocate position.	February 2010

COST

The estimated cost of this recommendation would be approximately $15,000 in Fiscal Year 2010-11.

4.6 PARKS & RECREATION

FINDING 26

Parks and Recreation is to be commended for its innovation is utilizing temporary staff or seasonal workers in the summers to maintain facilities. Since seasonal workers are only utilized during the summer months to maintain the parks, some might be interested in providing "as needed" support to Public Works with snow removal.

A common complaint of Public Works staff was that they were understaffed in the winter months to address the snow removal needs of the Town. Additionally, the some parks and recreation staff expressed desire to maintain employment year round at the Town, as needed. This creates an opportunity for the Town to utilize high quality staff in the winter without incurring the cost of retaining staff all year round.

RECOMMENDATION 26:

The Town should have a portion of the seasonal staff on call and use them in the winter time for snow removal when insufficient resources are available.

If the Town feels that they are understaffed during the winter months to assist with snow removal and other various factors, the Public Works Department could recruit seasonal summer employees to assist with these duties. By the Public Works Department utilizing additional staff as needed in the winter months, the Town can ensure that they have the right level of resources to accomplish all of the services needed in the Town as related to snow removal.

IMPLEMENTATION PLAN AND TIMELINE

1. Develop a plan for seasonal snow removal support.	November2009
2. Establish compensation rate based on skills.	November2009
3. Create a matrix for assignment and contact.	January 2009
4. Create and implement on-call list.	January 2009 – February 2010

COST

The estimated cost of this recommendation is approximately $10,000, which would account for the additional compensation for the extra seasonal staff hours.

4.7 UTILITIES

FINDING 27

Most Town utility services are currently outsourced to outside organizations. A possible area for future revenue is by expanding into providing more fee-for-service options to the public. The Town should carefully consider its options for expanding service ownership in sustainable areas.

RECOMMENDATION 27:

Given the current growth and expansion, the Town should conduct a feasibility study to determine if services should be conducted internally or remained outsourced.

To address the relative needs of the Town versus the costs associated with those needs, the Town should conduct a comprehensive feasibility study to assess if it would be more cost effective to outsource services or handle them internally. Given the current growth and expansion being exhibited by the Town of Colchester, the current practice of outsourcing these services may no longer be the best option for the Town.

IMPLEMENTATION PLAN AND TIMELINE

1. Assemble a team to review the opportunity.	January 2010
2. Collect the necessary financial data for review.	February 2010
3. Determine the best option.	April 2010
4. Make recommendation for action.	May 2010 – June 2010

COST

The estimated cost for the Town to conduct a feasibility study of services is approximately $15,000 with no associated costs after.

4.8 ASSESSOR

FINDING 28

The Assessor utilizes a paper and data entry intensive process for verifying assessments in the field. Close to .75 FTE is being utilized to enter, process, and report on the sample of data that is collected in the field.

A common issue that was communicated was the amount of wasted time utilized on simple data entry because of a lack of automation and technology. It was said that some staff's time was devoted mostly to data entry within the Assessor's Department and that the additional staff's time is underutilized for the Town.

RECOMMENDATION 28:

Purchase a tablet PC and software to assist the Assessor with collecting and entering data in the field and reducing the need for an assistant.

Based on this understanding, technology would help expedite the process for collecting and entering data and would free up resources, currently involved exclusively in data entry activities, that would be better utilized in other roles in the organization.

IMPLEMENTATION PLAN AND TIMELINE

1. Identify the required Tablet PC and software to assist the Assessor with verifications.	January 2010
2. Establish transition time to move Donna over to Planning and Zoning referenced in **Recommendation 20**.	February 2010
3. Test the new Tablet PC.	February 2010
4. Verify the results.	March 2010
5. Implement transition plan.	March 2010

COST

This recommendation would cost approximately $5,000 for a tablet PC and related software in Fiscal Year 2010-11 with no residual costs in the future or long term.

4.9 ECONOMIC DEVELOPMENT

FINDING 29

A number of interesting and potentially beneficial activities are part of the work being performed by the Economic Development; however, there is a lack of communication within the community regarding current efforts and the need for support. As stated in the community surveys and through general comments heard, many citizens and employees feel that the Town is either not staying abreast of changes in the economic environment, or not making the community aware of its planning.

RECOMMENDATION 29:

Create a web page section on the Town's website that covers current activities, business cases for locating to Colchester, and future opportunities.

Having a central website for citizens, potential incoming business owners, and investors to learn about the benefits and reasons for locating a business to the Town of Colchester, would ensure that development is successful. Regardless of the economic development track that the Town's Select Board wishes to take, effective communication using a variety of mediums is essential. Web-based communication and other technology related methods will be important in attracting higher technology industries, should that be the desire of the Select Board.

IMPLEMENTATION PLAN AND TIMELINE

1. Assemble a group to assist with development of the new site.	January 2010
2. Determine goals of the new site.	February 2010
3. Determine content.	March 2010

4. Develop pages and launch. April 2010

COST

This recommendation is cost neutral.

FINDING 30

Given the lack of a consistent community vision, there is also a lack of a consistent economic development direction, as well. This phenomenon was communicated in the feedback received during the outreach phase of the study. Among the varied opinions about the future direction of the economy related to the Town of Colchester that the Town:

- should be a strategic tourist-centered development of the bay area;
- should have Severance Corners as the hub for future development in the Town;
- should have developers build larger houses to increase the tax base;
- should have the Town becoming a biotech corridor; and
- should maintain the "small town" environment and do not want to see any remarkable developments.

Essentially, the Town has no identity with regard to its economy and direction, and the Select Board must show leadership in this area, otherwise the Town is likely to languish in its current confused mix of economic conditions and remain unsettled.

RECOMMENDATION 30:

Develop a five-year development action plan that identifies actions, timelines, and accomplishments for the Select Board's comment and review. Define in the plan the development engine to be used and how current barriers will be overcome.

The goal of effective economic development planning is to bring about lasting change in a local economy. At the same time, economic planning of this nature should not occur in isolation - coordination with other local or regional entities is important as well. For example, if the Town or large neighboring entity has as its' primary goal to be a major tourism destination, small surrounding communities would be well served to align their goals with their neighbors. It does not mean that the goals must be the same, but there are clearly some complementary industries and economic choices that should be made in concert with a tourist-centered economy.

Sample elements of an economic development plan are displayed below:

I. Introduction
II. Profile
- Introduction
- Community Setting
- Trends
- Issues/Factors

III. Inventory of the Local Economy

- Introduction
- Businesses within the Community
- Local Traded Sector
- Local Retail, Commercial, and Government Services

IV. Analyses

- Introduction
- Assessment of the Local Economy (Economic Base Analysis, etc)
- Community Capacity
- Comparative Advantage
- Community Values and Vision Trade-Off Assessment
- Business Growth and Formation Potential

V. Economic Development Approach

- Introduction
- Vision For the Local Economy
- Economic Development Goals
- Economic Development Strategy

VI. Economic Development Policies

- Introduction
- Economic Diversity
- Business Development
- Redevelopment and Revitalization
- Labor Force, Education and Training
- Regulation and Process

VII. Implementation

- Introduction
- Community Infrastructure
- Business Assistance
- Business Retention, Expansion, Formation and Recruitment
- Simplified Approach
- Process and Regulation
- Communication, Marketing, and Promotion
- Management, Monitoring, and Accounting

IMPLEMENTATION PLAN AND TIMELINE

1. Assemble a group to work on the plan that is representative of the marketplace and major stakeholders.	March 2010
2. Determine the current and future state of the local, regional, and national economy.	April 2010
3. Identify goals, objectives, action plans, and measures for the future.	May 2010 and Ongoing
4. Publish and support the five year plan.	July 2010 and Ongoing

COST

The costs associated with this recommendation would be cost neutral for Fiscal Year 2010-11 with an estimated $45,000 in future costs.

CONCLUSION

The Town is to be commended for all of the innovative and dedicated activities it has engaged in to provide high quality services to its community. This assessment reveals that the Town has grown to the point that it is experiencing some "growing pains." However, it has addressed with those pains in an efficient and effective manner. As it moves forward it will be critical to build on its successes and continue to explore more collaborative as well as innovative programs and structures.