

Operational Assessment of Town Departments

GROTON, MASSACHUSETTS



November 21, 2017

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1. Introduction and Executive Summary

This introductory chapter outlined the purpose of this Operational Assessment, a summary of the approach utilized by the project team in conducting the engagement, and a summary of the recommended staffing modifications.

1. INTRODUCTION

The Town of Groton undertook this Operational Assessment with a goal to evaluate the organization, operations, service delivery and staffing requirements of each function within Town government – to ensure that operations were being provided efficiency and effectively to the community. The study also identified changes in staffing or use of positions that would increase productivity and efficiency.

The departments and functions included within the review included the following:

- Town Clerk
- Finance
- Information Technology
- Land Use
- Police
- Public Library
- Public Works
- Senior Center

It should be noted that the Town's Fire Department was excluded from this assessment as they were undergoing a separate 'Strategic Planning' study which covers the staffing and operational issues within the scope of this study.

2. STUDY METHODOLOGY

As part of this study, the project team took a phased approach that included the following activities:

- Conducted detailed interviews with staff each of the Departments within the Town.
- Collected and analyzed data regarding services provided and existing service levels, where available and appropriate. The factual basis for the Town was summarized in a descriptive profile which was reviewed with staff.
- Conducted an anonymous online survey of Town staff to gather input regarding the levels of service provided to understand how well services are provided to the organization and identify issues related to service delivery impacting the organization.
- Conducted an anonymous online survey of Town residents to obtain their perspectives on service delivery, the levels of service as well as the costs of local government services.
- Conducted a comparative assessment that compared staffing allocations of the Town of Groton against other comparable municipal operations in Massachusetts.
- Conducted a parallel comparative assessment of Town operations to 'best management practices' to local government services.
- Analyzed operational performance and staffing levels for each functional area in order for the Town to benchmark their operations.

These efforts have resulting in the following recommendations for staffing modification.

3. SUMMARY OF RECOMMENDATIONS

The following table summarizes the recommended changes in personnel by each department / division that was reviewed:

Department	Recommendations
Town Clerk	Maintain the current staffing level of one full time and two part time staff in the Clerk’s Office.
Finance	Maintain the current staffing levels within the Office of the Town Manager. Maintain the current staffing levels within the Office of Accounting. Maintain the current staffing levels within the Office of the Assessor. Maintain the current staffing levels within the Office of the Tax Collector / Treasurer
Groton Country Club	Create a “brand” for the Groton Country Club that generates interest, increases participation and promotes its value to the community. The Country Club staff should develop a five to ten-year capital improvement plan for the golf course. The Town should make a strategic decision regarding the retention of the Groton Country Club as a Town asset.
Human Resources	Maintain the current staffing level of one full-time, dedicated Director of Human Resources. Perform a review of Town departments’ use of annual reviews, seeking opportunities to improve how departments use the data to create individualized employee plans for improvement.
Information Technology	Maintain the current staffing level of two full-time employees in the Department of Information Technology. Formalize a prioritized list, developed between the Town Manager and the Director of Information Technology, of longer-term projects that can be done through the efforts of the Director.
Land Use	The Land Use Department should utilize its web site more extensively to provide handouts and guides that discuss all of the difficult or confusing subjects that face permit applicants in the Town. The Land Use Department should expand the use of its ViewPoint software to enable applicants for single trade permits to complete a permit application via the Internet including payment. The Building Department should increase the number of building permits issued over-the-counter, with a goal of 55% to 60% of all building permits issued.

Department	Recommendations
	<p>Post common plan check corrections on the Town's website to provide guidance on the construction requirements in the Town of Groton.</p>
	<p>The Land Use Department should hire an additional part time Land Use Administrative Assistant to primarily assist the land Use Director in the performance of clerical and administrative tasks. The cost of this position is estimated to be \$19,427 annually.</p>
	<p>The Land Use Department clerical and administrative staff should be comprehensively trained to perform all duties in the Department.</p>
Police	<p>At current staffing levels the Groton Police Department provides a high level of service to the Town.</p>
	<p>Maximize the utilization of high levels of proactive time, with first-line supervisors structuring the most effective use of this time to impact community problems.</p>
	<p>Evaluate the feasibility of implementing an alternative shift for long term employee retention.</p>
	<p>The Department and the Town should visit the possibility of providing communications and dispatching services for other local towns.</p>
	<p>Maintain the current staffing of one detective with minor crimes followed-up on by field personnel. If the resolution of the current detective's work status is not resolved within the next year, other steps should be considered such as the formal designation of an intermediate term detective until that status is resolved.</p>
	<p>Hire a second part time (20 hours per week) administrative support staffing to perform crime and service analysis as well as to provide relief for the Executive Assistant.</p>
	<p>Continue the approach of assigning collateral program management responsibilities to patrol sergeants.</p>
Public Library	<p>The Town and the Library Board should work together and establish a funding target for books and other materials for the level established.</p>
Public Works	<p>The Public Works Department should commit to the development of an asset inventory as a first step toward a structured asset management program.</p>
	<p>The Public Works Department should immediately begin to require field workers and foremen to record and report the work they accomplish on a manual work order form.</p>

Department	Recommendations
	<p>The Public Works Department should immediately begin to require field workers and foremen to record and report the work they accomplish on a manual work order form.</p>
	<p>The Public Works Department should begin the process of defining specifications for a computerized maintenance management system once it has firmly established the procedures for capturing work order data through a manual work order system.</p>
	<p>In the interim period until the installation of a CMMS, the Department should enter labor, materials and equipment resource used in accomplishing work into electronic spreadsheets. This will require the addition of a part time Administrative Assistant.</p>
	<p>The Department should begin to define service levels for each of its major work activities. These should define the desired level of service to be accomplished, and should be reflective of available personnel and financial resources.</p>
	<p>The Department of Public Works should Institute a structured approach to the evaluation of the feasibility of outsourcing.</p>
	<p>The Highway Division of the Public Works Department is staffed sufficiently to provide adequate levels of service to the infrastructure it is charged with maintaining.</p>
	<p>The Vehicle Maintenance Shop is adequately staffed to accomplish a high level of maintenance and repair service to the Town's vehicles and equipment.</p>
	<p>The Town should adopt a vehicle replacement policy and fund replacements at the end of a vehicle's economic life cycle.</p>
	<p>The Department should immediately begin to record the receipt and disbursement of parts and supplies in an electronic spreadsheet, and reconcile the counts against a physical inventory count on an annual basis.</p>
	<p>Convert the part-time contract position at the Transfer Station to full-time status.</p>
Senior Center	<p>Maintain the current staffing level of three (3) full-time employees, including dedicated full-time personnel for Outreach and Activities coordination.</p>
	<p>Perform a detailed needs assessment of the Senior Center and associated services with the COA, and develop strategies for community outreach which build awareness beyond traditional users of these services.</p>

2. Town Clerk

This chapter presents the process and results of the project team’s analysis of the Town Clerk’s workloads, service levels, and staffing.

1. Organization of the Office of Town Clerk

The Office of the Town Clerk is responsible for the efficient and effective administration of local elections, the issuance of various licenses, the proper notification and adherence to procedure for Town legislative activity, the legal and prompt access to public records, and various other functions. The staffing of the Office of Town Clerk is presented in the following chart.



2. Current Staffing Levels in the Clerk’s Office Are Adequate.

The project team completed a community survey seeking the level of customer satisfaction and value received for tax dollars for a variety of Town functions, including Administrative functions performed by the Office of Town Clerk. The response indicated that about two-thirds found Administrative and Finance services to be either “excellent” or “good”, 26% saying they were “fair”, and 8% responding that they were “poor”. While the Office of Town Clerk was not specified within the category of Administrative and Finance Services, the Office of Town Clerk acts as the “front door” for many residents entering Town Hall. The current Town Clerk has been elected several times to the position in the Town of Groton.

In order to place the current staffing levels of the Town of Groton Town Clerk’s Office within the context of appropriate staffing levels State-wide, the project team developed a list of Massachusetts municipalities having populations of between 8,900 and 11,300 (the

population of Groton falls within this range, at 10,646 in 2010) and obtained the staffing levels of Town Clerk offices in these locations. The table below provides the results of the survey.

Municipality	Population	Full Time Staff	Part Time Staff	Hours Per Week Per PT staff
Norwell	10,506	2	1	15
Littleton	8,924	1	1	15
Average	10,585	1.75	0.625	17.8
<i>Groton</i>	<i>10,646</i>	<i>1</i>	<i>2</i>	<i>20</i>
Hull	10,106	2	0	NA
Leicester	10,970	2	0	NA
Holbrook	10,791	2	0	NA
Carver	11,509	2	1	19
Norfolk	11,227	2	0	NA

Some notes regarding the table above include the following:

- The Town of Carver recently reduced a full-time position to a 19-hour-per-week part time position.
- In most towns, any differentiation is whether the Assistant Town Clerk function is classified as a full-time or part-time position.

It can be seen in the table above that the Town Clerk in Groton, although the only town in the survey with multiple part-time employees, is within a range which would be expected for a municipality of its size. Four of the eight towns in the survey have two full-time employees, and no part-time employees. Two others have slightly greater levels (two FT plus one PT), while Littleton – the smallest town in the survey – also has the lowest staffing levels, with one full-time and one part-time employee.

In summary, the project team believes that the staffing of the Town Clerk’s Office, although unique in its structure, is well within the expected levels of staffing for a community of its size and activity.

Recommendation:

Maintain the current staffing level of one (1) full time and two (2) part time staff in the Clerk’s Office.

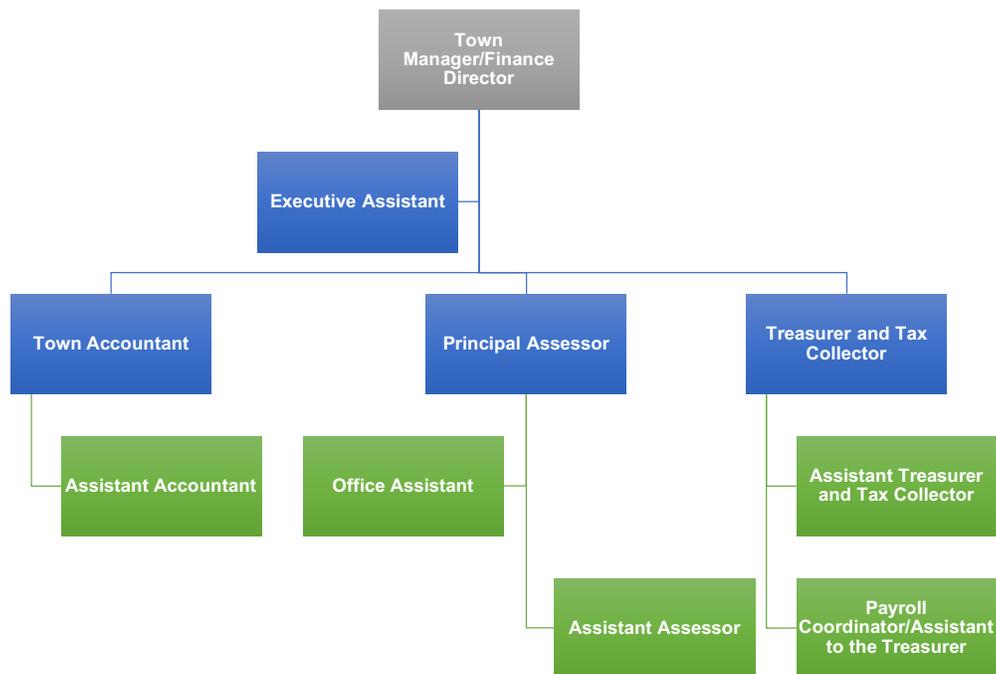
3. Finance

This chapter presents the process and results of the project team’s analysis of the Finance Department’s workloads, service levels, and staffing.

1. Organization of the Finance Department

The Finance Department is made up of three roles: the Town Accountant, the Principal Assessor, and the Tax Collector and Treasurer. The Accountant handles all accounts payable and receivable; the Assessor’s office works with an elected Board of Assessors, handling abatement requests, sales verifications, and the legally-required assessment of all properties every ten years; and the Treasurer & Collector’s duties include managing the various funds, maintaining the Town’s AAA bond rating, overseeing the collection process for accounts receivable; and keeping pension and other funds within legal and suggested best practice guidelines.

The staffing of the Finance Department is presented in the following chart.



2. Analysis of Staffing in the Finance Department

The focus of this section is to analyze the staffing requirements of the Finance Department. To accomplish this, the project team evaluated the effectiveness with which positions in the Finance Department are utilized at present and compared the staffing to

benchmarks that the project team has utilized for finance departments. The results of this survey are contained in the following section.

In order to place the current staffing levels of the Town of Groton’s Finance Department within the context of appropriate staffing levels statewide, the project team developed a list of Massachusetts municipalities having populations of between 8,900 and 11,300 (the population of Groton falls within this range, at 10,646 in 2010) and reviewed the Finance Department structures in these communities.

Each of the four divisions within the Finance Department (Town Manager, Accounting, Assessing, and Tax Collector/Treasurer) were examined separately for the purpose of individualized comparison. There are differences between communities in how these responsibilities are divided, which will be noted later in this chapter.

3. The Current Staffing in the Town Manager’s Office Is Adequate.

The table below provides the results of the survey relating to the Office of the Town Manager (or Administrator, depending on the Town surveyed):

Municipality	Population	Office of the Town Manager/Administrator
Norwell	10,506	<ul style="list-style-type: none"> • FT Town Manager. / Finance Director • 2 FT Assistants
Littleton	8,924	<ul style="list-style-type: none"> • FT Town Administrator / Finance Director • FT Assistant Town Administrator • FT Executive Assistant
Average	10,585	<ul style="list-style-type: none"> • FT Manager / Administrator • 1.125 additional FT • 0.500 additional PT (20 hrs/week each)
Groton	10,646	<ul style="list-style-type: none"> • FT Town Manager / Finance Director • FT Executive Assistant
Hull	10,106	<ul style="list-style-type: none"> • FT Town Manager / Finance Director • PT Executive Assistant (20 hrs/week)
Leicester	10,970	<ul style="list-style-type: none"> • FT Town Administrator / Finance Director • FT Assistant Town Administrator • PT Administrative Assistant (24 hrs/week)
Holbrook	10,791	<ul style="list-style-type: none"> • FT Town Administrator / Finance Director • FT Executive Assistant
Carver	11,509	<ul style="list-style-type: none"> • FT Town Administrator • FT Assistant Town Administrator – HR Coordinator • FT Procurement Manager • 2 PT Administrative Assistants (19 hrs/week each)
Norfolk	11,227	<ul style="list-style-type: none"> • FT Town Administrator • FT Executive Assistant

Some notes regarding the table above include the following:

- Six of the eight Towns included assign their Town Manager/Administrator the role of Finance Director, as well. The two that do not – Carver and Norfolk – have the lowest staff/1,000 residents ratio in the group.
- The Town of Carver is the only one in the survey that specifically houses the Human Relations function in the Office of the Town Administrator. When this is taken into account, Carver’s staffing levels are much more comparable to other communities in this survey.
- Only one community in the survey, Hull, has fewer than two full-time employees in the Town Manager/Administrator’s office. Three towns, including Groton, have exactly two full-time employees. The remaining four towns are staffed at levels above two full-time employees, ranging from 2.5 to four full-time equivalents (FTEs).

It can be seen in the table above that the Town of Groton’s Office of the Town Manager is on the lower end of the scale in this survey, in terms of size, especially when the role of Finance Director being included is taken into account. In summary, the staffing of the Town Manager’s Office is within the expected levels and structure of staffing for a community of the size and activity of that of Groton.

Recommendation:

Maintain the current staffing levels within the Office of the Town Manager.

4. The Department Should Retain Current Staffing Levels in Accounting.

The next table, below, provides the results of the survey relating to Accounting:

Municipality	Population	Office of Accounting
Norwell	10,506	<ul style="list-style-type: none"> • FT Assistant Town Accountant • FT Accounts Payable Specialist
Littleton	8,924	<ul style="list-style-type: none"> • FT Accountant • FT Assistant Accountant
Average	10,585	<ul style="list-style-type: none"> • FT Accountant • 1.06 additional staff
Groton	10,646	<ul style="list-style-type: none"> • FT Accountant • PT Assistant Town Accountant (30 hrs/week)
Hull	10,106	<ul style="list-style-type: none"> • FT Accountant • FT Clerk
Leicester	10,970	<ul style="list-style-type: none"> • FT Accountant • PT Assistant Accountant (24 hrs/week)
Holbrook	10,791	<ul style="list-style-type: none"> • FT Accountant • FT Assistant Accountant • FT Finance Director / Accountant

Municipality	Population	Office of Accounting
Carver	11,509	<ul style="list-style-type: none"> • FT Assistant Accountant • PT Assistant Accountant (19 hrs/week)
Norfolk	11,227	<ul style="list-style-type: none"> • FT Finance Director • FT Assistant Accountant • FT Clerk

Some notes regarding the table above include the following:

- Groton has the second-lowest staffing levels for their Office of Accounting in the survey. Only Leicester, whose part-time Assistant works an average of 24 hours per week (as compared to 30 per week in Groton), has fewer than two full-time employees in this function.
- Carver’s Finance Director is in the Office of Accounting, unlike most other towns in this survey. Perhaps because of this distinction, Carver is the only Town with more than two full-time employees.

It can be seen in the table above that Groton’s Office of Accounting is somewhat below the average staffing levels among those surveyed. Both the quantitative (employee and community survey results) and qualitative (employee interviews) work do not suggest that this relatively low staffing level is having a measurable negative impact on the quality of services provided. In summary, the project team believes that the staffing in Accounting is within expected levels of staffing for a community of its size and activity.

Recommendation:

Maintain the current staffing levels within the Office of Accounting.

5. The Department Should Retain Staffing Levels in the Assessor’s Office.

The table, below, provides the results of the survey relating to the Assessor’s Office:

TOWN OF GROTON, MASSACHUSETTS
Operational Assessment of Town Departments

Municipality	Population	Office of the Assessor
Norwell	10,506	<ul style="list-style-type: none"> • 2 FT Assessors • PT Clerk (10 hrs/week)
Littleton	8,924	<ul style="list-style-type: none"> • FT Assessor • 2 FT Assistant Assessors
Average	10,585	<ul style="list-style-type: none"> • 2.41 employees • Most have two FT; variance is on PT staffing levels
Groton	10,646	<ul style="list-style-type: none"> • FT Assessor • FT Assistant Town Assessor • PT Office Assistant (20 hrs/week)
Hull	10,106	<ul style="list-style-type: none"> • PT Assistant Assessor • 2 FT Clerks
Leicester	10,970	<ul style="list-style-type: none"> • FT Assessor • FT Assistant Assessor
Holbrook	10,791	<ul style="list-style-type: none"> • FT Assessor • FT Assistant Assessor • PT Clerk (25 hrs/week)
Carver	11,509	<ul style="list-style-type: none"> • FT Assessor • FT Assistant Assessor
Norfolk	11,227	<ul style="list-style-type: none"> • FT Assessor • PT Data Collector (24 hrs/week) + PT Clerk (30 jpw)

Some notes regarding the table above include the following:

- More than other areas within Finance, the structure of the Office of the Assessor varied between communities in this survey. Seven of the eight Towns in this survey have a base of two full-time employees. The exception is Norfolk, which uses one full-time Assessor, but compliments that role with two assistants who combine for 54 hours weekly.
- The Town of Groton has the most common structure within this survey, with two full-time employees, and one part-time employee. Two Towns (Carver and Leicester) use solely two full-time employees, while Littleton uses three full-time employees. Among those that use part-time employees, Groton (at 20 hours/week) is slightly below the average weekly usage of part-time help within that subset.

It can be seen in the table above that the Town of Groton’s Office of the Assessor is well within the range for staffing levels among similar communities in the Commonwealth. In summary, the project team believes that the staffing of the Office of the Assessor is within the expected levels and structure of staffing for a community of its size and activity.

Recommendation:

Maintain the current staffing levels within the Office of the Assessor.

6. The Department Should Retain the Current Staffing Levels within the Office of Tax Collector/Treasurer.

The next table, below, provides the results of the survey relating to the Office of the Tax Collector / Treasurer:

Municipality	Population	Office of the Tax Collector / Treasurer
Norwell	10,506	<ul style="list-style-type: none"> • FT Tax Collector / Treasurer • FT Assistant Treasurer, Collections Clerk • FT Deputy Collector • FT Payroll Coordinator
Littleton	8,924	<ul style="list-style-type: none"> • FT Tax Collector • FT Treasurer • PT Clerk (15 hrs/week)
Average	10,585	<ul style="list-style-type: none"> • 3.25 FT • .500 PT (19.5 hrs/week)
Groton	10,646	<ul style="list-style-type: none"> • FT Tax Collector – Treasurer • FT Assistant Tax Collector / Treasurer • FT Payroll Coordinator
Hull	10,106	<ul style="list-style-type: none"> • FT Tax Collector / Treasurer • 2 FT Payroll Clerks • 2 FT Collection Clerks
Leicester	10,970	<ul style="list-style-type: none"> • FT Tax Collector / Treasurer • FT Assistant Treasurer • FT Assistant Tax Collector
Holbrook	10,791	<ul style="list-style-type: none"> • FT Tax Collector / Treasurer • FT Assistant Treasurer • 2 FT Clerks
Carver	11,509	<ul style="list-style-type: none"> • FT Tax Collector • FT Treasurer • 2 PT Collector / Treasurer Assistants (19 hrs/week each)
Norfolk	11,227	<ul style="list-style-type: none"> • FT Treasurer • FT Assistant Treasurer • FT Payroll Specialist • PT Data Entry Specialist (25 hrs/week)

Some notes regarding the table above include the following:

- This is easily the area within Finance with the greatest number of employees, regardless of the Town in the survey. Groton has the second-lowest number of employee-hours dedicated to this role. Littleton, with only two full-time employees and one 15-hour-per-week part-time employee, is the only one lower. In Littleton

(as in a few other Towns), the roles of Treasurer and Tax Collector are explicitly separated into two full-time roles. The part-time employee in Littleton is a Clerk, who largely handles real-time requests, including phone and walk-in.

- The responsibility of payroll varies within the Towns in this survey. In Hull, for example, there are two full-time Payroll Clerks; in Towns such as Leicester and Carver, however, there is not a dedicated employee at all for payroll. It appears, from analysis and conversation during the collection of survey data, that the role of payroll (and the reliance of manual entry versus automated data systems) is a dominant variable in the size of each Town's Office of the Tax Collector / Treasurer.

It can be seen in the table above that the Town of Groton's Office of the Tax Collector / Treasurer is on the low end of the range for staffing levels among similar communities in the survey. In fact, given the labor-intensive nature of the payroll entry process, these low staffing levels are even more noteworthy. In summary, the project team believes that the staffing of the Office of the Assessor is within the expected levels and structure of staffing for a community of its size and activity.

Recommendation:

Maintain the current staffing levels within the Office of the Tax Collector / Treasurer.

4. Groton Country Club

This chapter presents the process and results of the project team’s analysis of the Groton Country Club’s workloads, service levels, and staffing.

1. Organization of the Groton Country Club

The Country Club offers a nine-hole golf course, driving range, a heated Olympic-sized pool, a tavern pub and grill, summer camp programs, golf camps and a reception hall facility for weddings, parties and other event types, and is open to the public. It also offers memberships for both the golf course and the pool. The Country Club is operated by the Town as an enterprise fund. The staffing of the Country Club is presented in the following chart.



2. The Country Club Should Create a “Brand” for Its Services in Order to Attract a Broader Base of Participants.

The Country Club has succeeded in increasing revenues in recent years, and has even succeeded in achieving a small profit for the first time in many years. The Country Club’s management has reduced costs through a variety of measures such as consolidating the positions of General Manager and Head Golf Professional, eliminating the Events Coordinator, and even avoiding upgrades to the golf course and the equipment required to maintain it.

Revenues have increased in recent years due to word of mouth, and likely due at least in part to the general improvement in economic conditions. However, the continued reduction in expenses cannot be sustained as a primary driver in the ability of the Country Club's ability to break even. This must be achieved through better marketing and even a "branding" effort.

The community survey conducted by the project team indicated that the Country Club is viewed less positively by residents than almost all other services provided by the Town. Of the 226 respondents who indicated that they had had an experience with the Country Club within the past two years, only 18% rated their experience as "excellent," and 12% rated their experience as "poor." In fact, the only Town service to receive generally lower ratings from the community was the Planning, Building and Zoning function, which typically receives relatively low ratings in many communities due to its responsibility for enforcement of regulations. As the Town's de facto recreational service provider, these low ratings must be viewed by the Country Club as an indicator that services must be improved, and the messaging of these services must be similarly improved.

Programs and services can only be successful if residents know about the offerings. Failure to adequately publicize program opportunities and increase awareness of the values of participation will impact the participation level of programs.

There are opportunities for the Country Club to expand and enhance its current marketing and promotional activities in order for residents to become familiar with and better informed about swimming, golf, summer camp and banquet services. Developing and implementing a campaign to "brand" the Country Club as an important community asset that focuses not only on the services themselves, but also on the facility as a community gathering place and family destination can serve to expand the appeal to residents and even non-residents and businesses. The following steps should be considered in establishing this "branding" campaign.

- Create a "brand" slogan (byline) for the Country Club after consultation with Town management, community organizations and related community focus groups that focuses on the Country Club's mission and goals for the Groton community. As an example of a "brand" for the Country Club that is part of the Department mission statement and would define it to the community might be "Meet, dine and play."
- Develop opportunities for resident participation in describing what the Country Club means to them to gain an understanding of what is important to the community and to assist in the development of the agency slogan byline. Clearly, the public is divided on the value of the Country Club, and involving residents in defining the importance of the facility is key to enhancing its value in the minds of the public.

- Develop a new Country Club logo that complements the “brand” and generates excitement about visiting parks and participating in Department sponsored programs.
- Using the newly developed “brand” and logo, incorporate a variety of tools to promote the value of the Country Club utilizing a coordinated marketing campaign that includes advertising, promotional materials, signs, banners, media presentations, website upgrading, Facebook and Twitter campaigns, electronic newsletters, print materials, and a variety of other marketing strategies.
- Expand the Country Club social media presence on the website, in electronic newsletters, and on its Facebook and Twitter pages using these vehicles to promote recreation activities with regular photos of events, activities and program promotional information to generate interest in the parks and recreation programs and services being offered.

The development of a Groton Country Club “brand” and an expanded marketing effort will increase awareness, participation and revenue generation in the programs and services being offered. The development of a brand should focus on the value to the Groton community of the Country Club as a gathering place, a place to golf and swim, a place to dine and to hold events such as weddings and receptions, and importantly, to stress that there are ways for each member of the family to have fun.

Recommendation: Create a “brand” for the Groton Country Club that generates interest, increases participation and promotes its value to the community.

3. The Country Club Should Develop a Long Range Capital Plan for Golf Course Improvements.

As was noted above, as well as throughout the community survey, residents’ views of the Groton Country Club are mixed regarding both the services provided and whether the Town should continue funding its operations. Therefore, the Town should critically analyze the Country Club’s value to the community going forward, and determine whether, in fact, it will continue to provide funding support to cover any operational deficits and, importantly, whether it will provide needed capital funding for structural improvements.

The center-piece of the Groton Country Club is its par-35 nine-hole, 3,003 yard golf course. It has course rating of 33.7, a slope rating of 117, on blue grass. The course has a core, dedicated following, including 89 members who pay for either a full Club membership, or strictly for a golf course membership. The project team toured the golf course and noted several improvements that would make the course a more playable, including the redesign of two holes with blind tee shots. The grounds crew also is forced to work with antiquated maintenance equipment, including a manual course-watering

system. In addition, the mowing equipment is aging, and will likely need replacement in the very near future. The General Manager/Head Golf Professional has been creative in obtaining repair and maintenance services from a former course mechanic who contracts with the Country Club on an hourly rate basis to conduct repairs as needed.

The project team recommends that the Country Club staff develop a long-range master plan that identifies capital needs for the golf course over a five to ten-year period. This Plan should provide descriptions of needed course improvement, along with justification, probable benefits, and estimated costs by year. This Plan should be presented to the Town Manager and Board of Selectmen for consideration for funding.

The Groton Country Club has been a valuable asset to the Town since its purchase from the Wang Corporation in 1995, however, it has not provided the revenues that were originally anticipated. Many municipalities with publicly-owned golf courses are being forced to balance the sometimes-substantial capital needs of their courses with the general downward trends in the number of rounds played at these courses. This general national trend has not been the experience at the Groton Country Club recently, as the revenues from greens fees has increased both of the past two years. This may be indicative of the value that the course represents to golfers in the general area in comparison to those in surrounding towns. In this case, it is worth the consideration by the Board to fund further improvements, as golfers have several choices of courses, and prefer a challenging, fair, and well-maintained course that provides value in relationship to the greens fees charged. When course conditions deteriorate, so do greens fees, and the Town may once again find that operational expenses exceed revenues without substantial investment in course improvements.

Recommendation:

The Country Club staff should develop a five to ten-year capital improvement plan for the golf course.

The project team has recommended that the Town critically assess whether it will continue to provide funding support to cover any operational deficits and capital funding for structural improvements. More broadly, however, the Town should make a strategic decision regarding the retention of the Country Club as a Town asset going forward given its marginal financial status, and the community's opinions of its value.

Recommendation:

The Town should make a strategic decision regarding the retention of the Groton Country Club as a Town asset.

5. Human Resources

This chapter presents the process and results of the project team’s analysis of the Human Resources Department’s workloads, service levels, and staffing.

1. Organization of the Human Resources Department

The Human Resources Department provides comprehensive personnel support services to all Town departments. Services provided include benefits management and negotiation, recruitment, annual reviews, employee training, and the town’s retired town employees’ benefits. The staffing of the Department is presented in the following table.



2. The Town Should Retain the Current Staffing Level in the Human Resources Department.

In order to place the current staffing levels of the Town of Groton’s Human Resources Department within the context of appropriate staffing levels State-wide, the project team developed a list of Massachusetts municipalities having populations of between 8,900 and 11,300 (the population of Groton falls within this range, at 10,646 in 2010) and reviewed the Human Resource Department structures in these locations. The table below provides the results of the survey.

Municipality	Population	Dedicated H.R. Director?	If No, where is HR Fxn?
Norwell	10,506	Yes	NA
Littleton	8,924	No	Asst. Treas./HR
Average	10,585	NA	NA
Groton	10,646	Yes	NA
Hull	10,106	No	Asst. TM/HR
Leicester	10,970	No	Town Adm Office
Holbrook	10,791	No	Town Adm Office
Carver	11,509	No	Asst TA/HR
Norfolk	11,227	Yes	NA

Some notes regarding the table above include the following:

- There is no direct relationship between the population size, staff per thousand residents ratio, and having a dedicated Human Resources Director.
- This should not be seen as a reflection in explicit differences in how the responsibility of Human Resources management is seen between Towns.

It can be seen in the table above that the Town of Groton's Human Resources Department, although in the minority among surveyed Towns with a dedicated Human Resources Director, is within a range which would be expected for a municipality of its size. Three of the eight towns in the survey have a dedicated Human Resources Director, while the other five fold into other existing roles with the Town Manager/Administrator's Office.

In summary, the project team believes that the staffing of the Human Resources Department is within the expected levels and structure of staffing for a community of its size and activity.

Recommendation:

Maintain the current staffing level of one (1) full-time, dedicated Director of Human Resources.

2. The Town Should Review the Use of Annual Performance Reviews by Departments.

This section analyzes the management of operations within the Department of Human Resources. Although the issues discussed in the section may contain recommendations which impact the duties for which staff are responsible, they do not directly address the level of staffing necessary in the Department.

Because of the small size of this Department, and the inward-looking nature of the responsibilities of a Department of Human Resources, the study team conducted and evaluated a survey of employees of the Town of Groton. Virtually every department was represented in the completed responses.

Several questions in the survey focused on the quality of employees' work environments and opportunities for professional growth. In these areas, respondents were very positive:

- 92% of respondents "strongly agreed" or "agreed" that "The Town of Groton is a good place to work." Of those, 69% strongly agreed.
- 89% of respondents "strongly agreed" or "agreed" that "I feel like I can make a career with the Town." Of those, 66% strongly agreed.

- 82% of respondents “strongly agreed” or “agreed” that “I am given real opportunities to improve my skills in my work unit.” Of those, 57% strongly agreed.

In the areas of teamwork and communication, respondents were generally positive, as well. For example:

- 78% of respondents “strongly agreed” or “agreed” that “Our internal policies and procedures are up to date.” Of those, 40% strongly agreed.
- 81% of respondents “strongly agreed” or “agreed” that “Our internal policies and procedures assist me in performing my job efficiently and effectively.” Of those, 50% strongly agreed.
- 57% of respondents “strongly agreed” or “agreed” that “My Department effectively uses performance evaluations.” Of those, 39% strongly agreed. 15% of respondents were neutral on this statement, with the remaining 20% “disagreeing” or “strongly disagreeing.”

Based on quantitative feedback from the project team’s survey, as well as from qualitative feedback from interviews in many Town departments, employee satisfaction with the current functioning of the Department of Human Resources appears high. The one area in which opportunities for improvement may exist is in annual performance reviews. While the Director of Human Resources does not generally conduct the reviews, the Department does oversee their timely completion. It is advisable to perform a department-by-department review of how the annual reviews are used within each department to identify areas of improvement for individual employees.

Recommendation:

Perform a review of Town departments’ use of annual reviews, seeking opportunities to improve how departments use the data to create individualized employee plans for improvement.

6. Information Technology

This chapter presents the process and results of the project team’s analysis of the Information Technology Department’s workloads, service levels, and staffing.

1. Organization of the Information Technology Department

The Department of Information Technology is responsible for the maintaining, troubleshooting, upgrading, and security of Town government’s information technology, including communications, hardware and software. The staffing of the Department is presented in the following table.



2. The Town Should Retain the Current Level of Staffing in the Information Technology Department.

In order to place the current staffing levels of the Town of Groton’s Department of Information Technology within the context of appropriate staffing levels state-wide, the project team developed a list of Massachusetts municipalities having populations of between 8,900 and 11,300 (the population of Groton falls within this range, at 10,646 in 2010) and reviewed the Department of Information Technology in these locations. The table below provides the results of the survey.

Municipality	Population	Dedicated IT Director?	Details?
Norwell	10,506	No	Uses School Dept. IT as needed
Littleton	8,924	Yes	
Average	10,585	NA	NA
Groton	10,646	Yes	2 nd FT staff
Hull	10,106	Yes	
Leicester	10,970	Yes	
Holbrook	10,791	No	Contract out IT
Carver	11,509	Yes	
Norfolk	11,227	Yes	

Some notes regarding the table above include the following:

- Groton is the only municipality in the survey with a second staff member dedicated to Information Technology.
- Most towns have a single full-time Director of Information Technology, but two (Norwell and Holbrook) do not have a dedicated Director. In Norwell, the School Department’s Director of IT is used, as needed. In Holbrook, any broad needs are contracted out.

The table above suggests that the Town of Groton, as it relates to its Department of Information Technology, is at the top of the range of staffing among municipalities of its size. In reviewing other communities, it appears clear that the additional staff member in the Department provides additional bandwidth for the Director to add value on multiple levels. This includes transitioning traditional “in-person” services to online access, including certain permitting and information requests. It also includes evaluating communications and technology contracts and upgrades to find additional efficiencies. Finally, the Director is expected to be available 24/7 for emergency response (including public safety).

In summary, the project team believes that, while the staffing levels are higher than in other surveyed communities, the value to both Town employees and the general public justifies this decision.

Recommendation:

Maintain the current staffing level of two full-time employees in the Department of Information Technology.

3. The Information Technology Department Should Develop a Prioritized List of Longer-Term Projects.

This section analyzes the management of operations within the Department of Information Technology. Although the issues discussed in the section may contain recommendations which impact the duties for which staff are responsible, they do not directly address the level of staffing necessary in the Department.

As part of a survey of employees of the Town of Groton, the study team asked Administrative Departments to rate the adequacy of the information systems available to them to perform their responsibilities. 72% of respondents said they “strongly agreed” or “agreed” with this statement, and another 21% were neutral on the statement.

Another survey conducted by the study team asked residents of the community a series of questions about their level of satisfaction with various Town services. One element asked respondents, “How do you get your information about the Town and its activities? Please rank in order of importance to you with ‘1’ being the most important.”

Among various options offered (including Word of Mouth, In Person, one of the three local daily newspapers, and various forms of social media and technology), two sources of information most consistently ranked high, irrespective of the age of the respondent: Word of Mouth, and the Town’s website:

- Among respondents aged 21-35, the Town’s website was the second-highest-rated source of information (after the Town’s Facebook page).
- Among voters 36-50, the Town’s website was the third-highest rated source of information (behind Word of Mouth and the Town’s Facebook page).
- Among voters 51-65, the Town’s website was the fourth-highest rated source of information (behind the *Groton Herald*, the Town’s email list serves, and Word of Mouth).
- Among voters 66 and older, the Town’s website was the third-highest rated source of information (behind the *Groton Herald* and Word of Mouth).

No other source of information in the community survey produced the same high level of rating irrespective of age relative to the Town’s website. The Director of Information Technology, in our interview, clearly prioritized improving the user-friendliness and range of public uses of the Town’s website.

Based on both qualitative and quantitative analysis of the Town’s Department of Information Technology, including both internal use (employees) and external use

(public), the project team believes that the current structure of the Department – while at higher staffing levels than comparable towns – is appropriate, and is delivering significant value. The second full-time staff member of the Department is allowing the Director to complete his responsibilities effectively, and allowing value-added projects and initiatives – including reviews of technology use and procurement – to be periodically completed. The Town Manager and Director of Information Technology should develop a more formalized list of prioritized additional future projects. At present, it appears such value-added projects are completed on an ad-hoc basis.

Recommendation:

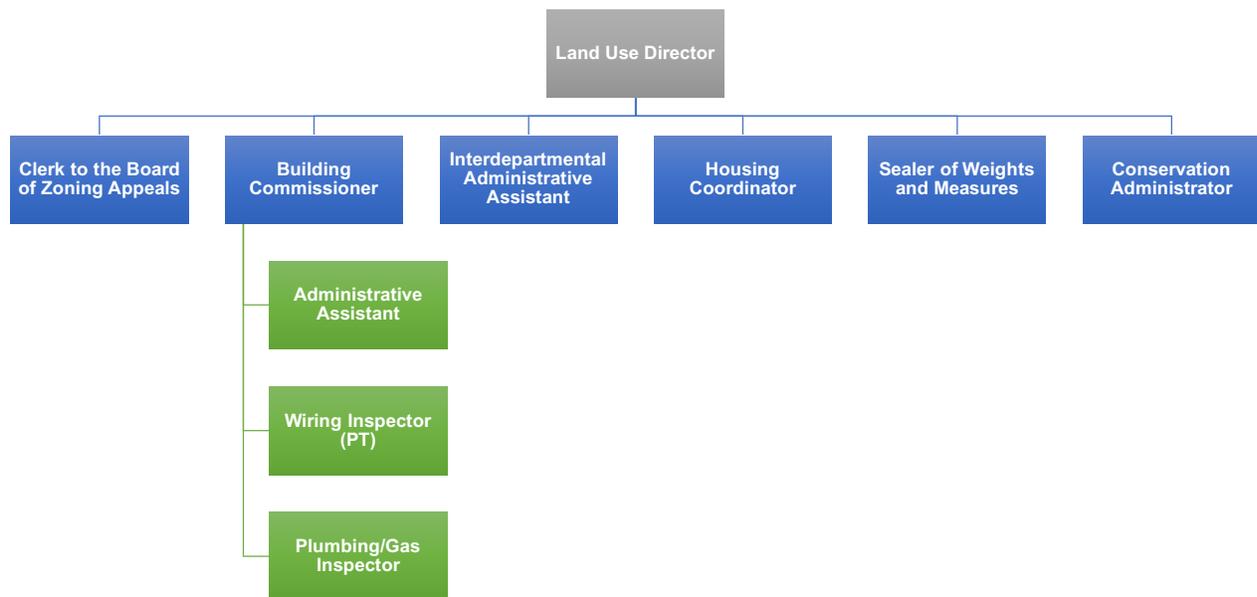
Formalize a prioritized list, developed between the Town Manager and the Director of Information Technology, of longer-term projects that can be done through the efforts of the Director.

7. Land Use

This chapter presents the process and results of the project team’s analysis of the Land Use Department’s workloads, service levels, and staffing.

1. Organization of the Land Use Department

The Land Use Department consists of several divisions that are involved in permitting, inspections and ensuring compliance with state, and town regulations. These divisions consist of Planning, Board of Zoning Appeals, Housing, Building, Board of Health, Weights and Measures and Conservation. The staffing of the Department is presented in the following table.



2. Summary of Land Use Operations

The divisions of the Land Use Department operate on somewhat different schedules. These are as follows:

Division	Hours
Planning, Health, Building	Monday: 8:00 am – 7:00 pm Tuesday: 8:00 am – 4:00 pm Wednesday: 8:00 am – 4:00 pm Thursday: 8:00 am – 4:00 pm Friday: 8:00 am – 1:00 pm
Conservation	Monday: 8:00 am – 7:00 pm Tuesday: 9:00 am – 4:00 pm Wednesday: 8:00 am – 4:00 pm Thursday: 9:00 am – 4:00 pm Friday: 9:00 am – 1:00 pm

3. The Land Use Department Should Utilize Its Web Site More Extensively to Communicate the Process and Approvals Required for Permits.

One of a number of desired outcomes of the permit, plan check, and inspection process is that the process and required approvals for permits are communicated clearly, early, and consistently. This communication demonstrates attentiveness to customer service and support timeliness objectives.

The Land Use Department should utilize its web site to provide handouts and guides that discuss all of the difficult or confusing subjects that face permit applicants in the Town. The web site should include:

- Permit application instructions by type of application. This should include intake checklists by type of application that specify all of the materials required by the appropriate Town departments to achieve a complete submittal.
- The permit application forms including all of the permits issued by the Land Use Department.
- Environmental impact assessment information including when is a project exempt, the initial study, negative declarations including an environmental impact questionnaire and application.
- Design guidelines including guidelines for signs.
- References to the requirements related to such permits as for accessory buildings, decks, emergency egress, fences, swimming pools, utility sheds, and others.
- Guidelines for the review of applications by outside departments such as Fire.

The Land Use Department has limited time to assist customers at the counter, and the enhanced use of its web site can reduce the foot traffic at the counter by educating potential permit applicants while they are in their homes, places of business, or elsewhere.

Recommendation:

The Land Use Department should utilize its web site more extensively to provide handouts and guides that discuss all of the difficult or confusing subjects that face permit applicants in the Town.

4. Applicants Should Be Provided with the Ability to Obtain Simple Building Permits On-Line Using Viewpoint.

Permits that do not require a plan check, such as single trade permits, often known as over-the-counter permits, are well suited to online permit processing. Similar to e-commerce transactions, such as buying products from a Web site, this activity involves credit card processing and the printing of a permit. On-line processing of permit applications can be as basic as automating only the front-end information collection process or as complete as full automation of the over-the-counter permit transaction.

At their own personal computers, applicants should be able to apply for a building permit, schedule an inspection, and print the permit and receipt. Credit card payments are secured through the use of encryption technology. Applicants can establish their access so that basic information does not need to be re-entered for multiple transactions.

The Department's new software system, ViewPoint, provides the capacity for applicants to complete a permit application via the Internet. Applicants complete online forms and transmit the application to the Town's permit database. ViewPoint processes, reviews, approves, and stores completed permits. However, applicants are currently unable to pay for the permit on line.

The Town should allow for the full automation of the entire over-the-counter permit transaction including the ability to pay for the permits on line. Initially, this would include only single trades permits such as plumbing, mechanical, and electrical permits. Longer-term, this should be expanded to other types of permits such as re-roof permits.

Recommendation:

The Land Use Department should expand the use of its ViewPoint software to enable applicants for single trade permits to complete a permit application via the Internet including payment.

5. The Department Should Expand the Extent of Building Permits Issued Over-The-Counter.

The Department issues some of its building permits over-the-counter. Over-the-counter building permit plan checking is only provided for gas, plumbing and electrical permits over the counter when the applicant provides the form, check and requisite information. However, the project team recommends that the extent of permits issued over-the-counter should be increased.

The project team does not recommend that over-the-counter building permits be issued for such permits as new multi-family, new commercial, or new single family. However, the project team does recommend that over-the-counter permits should be issued for such building permits as the following:

- Single family addition. Single story room addition not to exceed 600 square feet;
- Single family interior work. interior modifications without structural changes;
- Single family garage conversion. change the garage to living space;
- Single family outdoor pools (if suitable arrangement can be made with the health department for expedited approval) and spas;
- Single family patio enclosures;
- Single family patio covers and trellis;
- Single family new roof framing over existing roof (without major structural work);
- Office space: tenant improvements for office space less than 4,000 square feet.
- Retail: interior modifications for retail space less than 1,500 square feet.

For any commercial projects to be issued over-the-counter, the following restrictions should apply:

- There will be no storage of hazardous materials of any amount in the space;
- The proposed tenant improvement should not contain any alterations to the structural system of the building (e.g. openings into bearing or shear walls, changes to floor system, etc.). Structural modifications required to install roof mounted mechanical equipment should be exempted pending plans examiner verification;

- The proposed tenant improvements should not contain any alterations or modification to fire-rated walls; and
- The application should not require any special Fire Department processing.

The project team would expect that the Department should be able to increase the number of building permits issued over-the-counter to a level approaching 40% to 50% using these criteria.

This assignment should recognize the impact of these additional skills and knowledge requirements. The permit counter staff should be required to obtain certification by the International Code Council as a Permit Technician.

Recommendation:

The Building Department should increase the number of building permits issued over-the-counter, with a goal of 55% to 60% of all building permits issued.

6. The Land Use Department Should Publish a Plan Check Correction Comment Library on Its Website.

The Land Use Department should develop and publish on the Town's website a listing of common comments and corrections noted during the plan check process. Separate documents should be developed covering commercial and residential projects that list the most common ten or twelve comments noted by plans examiners on applications reviewed. These corrections should be analyzed, with the most common comments for each construction type posted on the Town's website. These corrections should include the following.

Fire protection	Mechanical, electrical, plumbing
Room sizes, lighting, ventilation	Noise insulation
Exists, stairways, railings	Energy conservation
Roofing	Foundation requirements
Masonry	Framing
Garages	Plot plans
Elevations	Floor plans

The posting of the correction library will provide guidance to design professionals in understanding the requirements for construction in the Town of Groton, and should include the requirements of all divisions and agencies involved in the review process in the Town. Many examples exist from other communities of these type of documents to serve as a guide for staff in developing a comparable document for the Town of Groton.

Recommendation:

Post common plan check corrections on the Town’s website to provide guidance on the construction requirements in the Town of Groton.

7. The Town Should Hire an Additional Part Time Land Use Administrative Assistant to Perform Clerical and Administrative Tasks in the Department.

Currently, there are four professional staff and three administrative staff members in the Land Use Department. These staff members, and their weekly number of hours worked, are shown in the table below.

Position	Classification	Weekly Hours
Land Use Director	Professional	40
Building Commissioner	Professional	40
Housing Coordinator	Professional	25
Conservation Administrator	Professional	40
Total Professional Hours		145
BZA Clerk	Clerical/Administrative	18
Interdepartmental Administrative Assistant	Clerical/Administrative	40
Administrative Assistant (Building)	Clerical/Administrative	40
Total Clerical/Administrative		98

As can be seen in the table, professional time accounts for 145 hours per week in the Department, with clerical and administrative time accounting for 98 hours. This is a ratio of 1.5 professional hours to every one (1) hour of clerical and administrative time.

The project team surveyed four similar municipal departments in Massachusetts, and found that, although the ratios of professional to clerical/administrative time vary somewhat, Groton’s ratio of 1.5 to 1 is not unusual. The table below provides the breakdown of these hours for the four towns.

Town	Professional Hours	Clerical/Admin. Hours	Ratio
Carver	92	108	1 : 1.2
Hull	140	85	1.6 : 1
Leicester	76	76	1 : 1
Norwell	112.5	75	1.5 : 1
Total	420.5	344	1.2 : 1

As the table shows, the average of the four similar towns is 1.2 hours of professional time to one (1) hour of clerical and administrative time. This compares to Groton’s Land Use Department’s ratio of 1.5 to 1.

It is interesting to note that there are strong similarities in the organizational structures of the four municipalities to that of Groton's Land Use Department, as each of them includes the functions of Planning, Zoning Board of Appeals, Building, Conservation and Health. None of the comparable municipalities has a dedicated Housing function, however this is the only major difference in structure to that of Groton.

In interviews, it was apparent that the Land Use Director and Conservation Administrator are performing the large majority of their respective clerical and administrative tasks. To some extent, this is expected in smaller towns, in which the volume of work does not afford the Town the ability to hire specialists who focus on a limited number of functions. However, in the case of the Land Use Director, the incumbent is routinely taking notes and transcribing them into meeting minutes, sending out mailings, creating and distributing public hearing notices and preparing documents for Planning Commission meetings. These tasks take many hours of time in the month, and are performed at the cost of the Land Use Director's focus on long range issues.

The project team recommends that the Land Use Department hire an additional part time Land Use Administrative Assistant to primarily assist the Land Use Director, but also the Conservation Administrator, as well as others in the Department as time allows. The hiring of this position for 18 hours per week would decrease the professional to clerical/administrative ratio from the current 1.5 to 1, down to 1.25 to 1, which is much closer to the overall average of the four comparable communities. Assuming that the position starts at the minimum of the hourly compensation range of \$23.35, the total cost of the position would be \$19,427 annually.

Recommendation:

The Land Use Department should hire an additional part time Land Use Administrative Assistant to primarily assist the land Use Director in the performance of clerical and administrative tasks. The cost of this position is estimated to be \$19,427 annually.

During the course of conducting the survey of staffing and organizational structures of the four similar towns, the project team discerned that Carver's clerical and administrative staff members are more comprehensively trained to perform the duties associated with each of the functions in the department. There are two part time, and two full time, Administrative Assistants in the Carver office, each of whom is trained to fully cover all functions. There are no dedicated administrative staff in Building, as is the case in Groton; rather all four are trained to receive plans and permit applications and to review these for completeness and accuracy prior to accepting them over the counter.

The project team recommends that the clerical and administrative staff in the Groton Land Use Department be more comprehensively trained to cover each other's primary duties,

with the goal of having all staff members comprehensively trained in all duties and responsibilities of the Department.

Recommendation:

The Land Use Department clerical and administrative staff should be comprehensively trained to perform all duties in the Department.

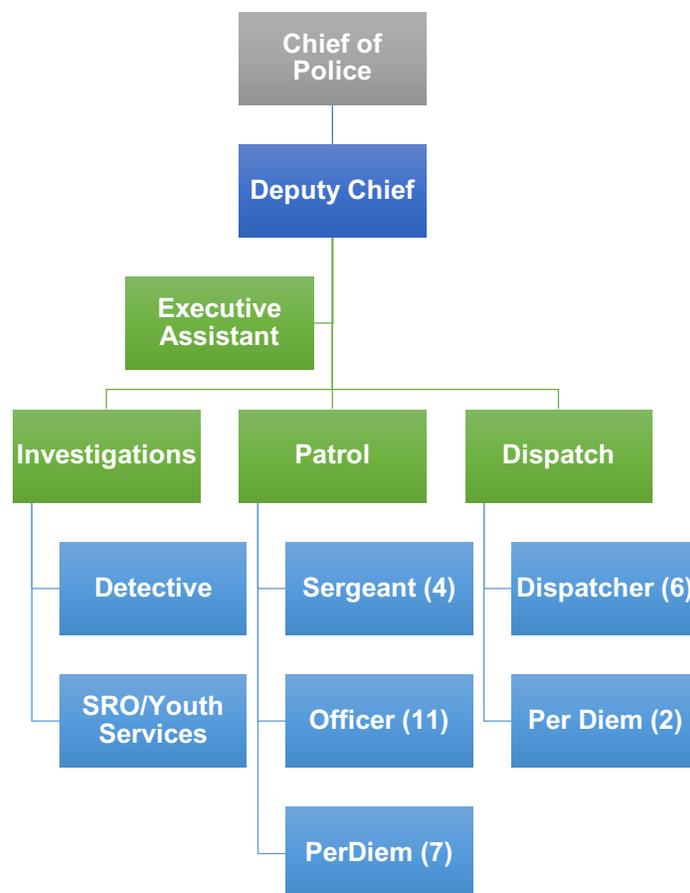
8. Police

This chapter presents the process and results of the project team’s analysis of the Groton Police Department’s workloads, service levels, and staffing.

1. Organization of the Police Department

The Groton Police Department serves the community for the protection of life and property, to prevent crime, to preserve the public peace, enforce all applicable criminal, traffic, municipal and other laws and ordinances. The primary functions of this Department are receiving and responding to calls for service, involvement in community policing activities, and investigations of crimes.

The organizational structure and reporting relationships of the Groton Police Department is presented in following chart.



The Department is full service and includes the following positions and functions:

Position Title	Positions
Police Chief	1.0
Deputy Chief	1.0
Executive Assistant	1.0
Detective (Police Officer)	1.0, 1 PT shared with SRO
School Resource Officer (PT Detective)	1.0
Sergeant	4.0
Police Officer	11.0 FT 7 PT
Dispatcher	6.0 FT 2 PT

In addition to patrol. Investigations and school resources, the Department has its own dispatch operation which provides services, under contract to the Town of Dunstable.

Groton is a town in which major crime occurs at very low levels, especially violent crime. This is demonstrated in the following table using the FBI's standardized crime reporting statistics (the Uniform Crime Report).

Part I Crimes as Reported to UCR Program						
	2011	2012	2013	2014	2015	
Violent Crime	–	7	8	1	5	
Criminal Homicide	–	0	0	0	0	
Rape	–	0	2	0	2	
Robbery	–	1	0	0	0	
Aggravated Assault	–	6	6	1	3	
Property crime	19	104	86	60	92	
Burglary	6	46	35	11	23	
Larceny-Theft	13	54	51	45	66	
Motor Vehicle Theft	0	4	0	4	3	
Arson	0	0	0	1	0	
Part I Crimes Per 1,000	8.5					
5YR Violent Crime	–					
5YR Property Crime						▲ 384%

Major findings from the table shows that:

- Major violent crime is rare in Groton – in 2015 (the last full year for the FBI's statistics) only 5 'Part 1' person crimes occurred. In most years, the number is around this level. Most of these violent crimes are assaults.
- Property crimes are more frequent but at 92 in 2015 they occur about twice per week. Apart from a data reporting issue with 2011, property crimes have varied between 60 and 104 each year. Most property crimes are thefts rather than burglaries.

The incidence of major crime in Groton is an important indicator of a law enforcement service environment and its staffing needs. In a town the size of Groton, this principally relates to field operations, or patrol.

2. Patrol Operations

Most of the staff in the Groton Police Department are dedicated to direct service delivery through patrol. The project team's assessment of this critical function follows. Prior to detailing the methodology of our analysis, however, the following sections provide a brief overview of Patrol, reviewing the staffing and deployment schedule of patrol units.

(1) Patrol Staffing

Patrol consists of the following FTE positions:

Current Patrol Staffing Levels

4	Sergeants
11	Officers (Full Time)
7	Officers (Per Diem)

Minimum staffing is two personal on duty, though the Department strives for three (3) on duty when possible, including through the use of per diem officers.

The Town is divided in half with two patrol zones.

(2) Patrol Shift Schedule

Patrol units in Groton work 8-hour shifts in a 4 on and 2 off structure. Start times are 0700, 1500 and 2300.

(3) Patrol Service Area Characteristics

The patrol area serviced by the Groton Police Department covers just under 34 square miles, and currently stands at around 11,000 residents. The rate of growth is relatively flat. The Town is primarily residential with some commercial along State highways.

The Town has three State highways that cross through which impact the Department because of the traffic passing through principally at commute times – 40, 111 and 225.

(4) Analysis of Patrol Workload and Proactivity

Patrol units function in both reactive and proactive roles – part of their activity is generated from the community, and part is self-initiated. While both are central in evaluating the effectiveness of the patrol services provided by the department, including an assessment of staffing resource needs, it is important to first distinguish between the two types of activities. By first analyzing the portion of patrol workload that is generated from the community, resource needs can be determined at targeted levels of service – the staff needed for patrol able to function in proactive roles with self-generate activity.

(4.1) Methodology

The initial set of steps, then, was to calculate the time dedicated to response to requests for service from the community. Our project team calculated the community-generated

workload of the department by analyzing incident records in the computer aided dispatch (CAD) database, covering a period of one year – 2016. The project team was not provided access to the CAD data directly. Instead, the Department provided the project team with approximately 6,000 pages of double-sided photocopies of the CAD database. We were able to scan these pages into a database for purposes of scanning for information needed to evaluate field patrol workloads.

For incidents to have been included as community-generated calls for service, the following conditions needed to be met:

- The incident must have been unique.
- The incident must have occurred within the time period from January 1, 2016 through December 31, 2016, with a call creation time stamp signifying this.
- The incident must have involved at least one patrol unit.
- The incident must have been originally initiated by the community (911 or non-emergency telephone source), as well as an incident type that could correspond to a community-generated event.
- There must have been no major data irregularities/issues with the incident's record that would have prevented sufficient analysis, such as having no badge number or dispatch time fields.

After filtering through the data as listed above, the remaining incidents represent the community-generated calls for service handled by the department.

(4.2) Calls for Service by Hour and Weekday

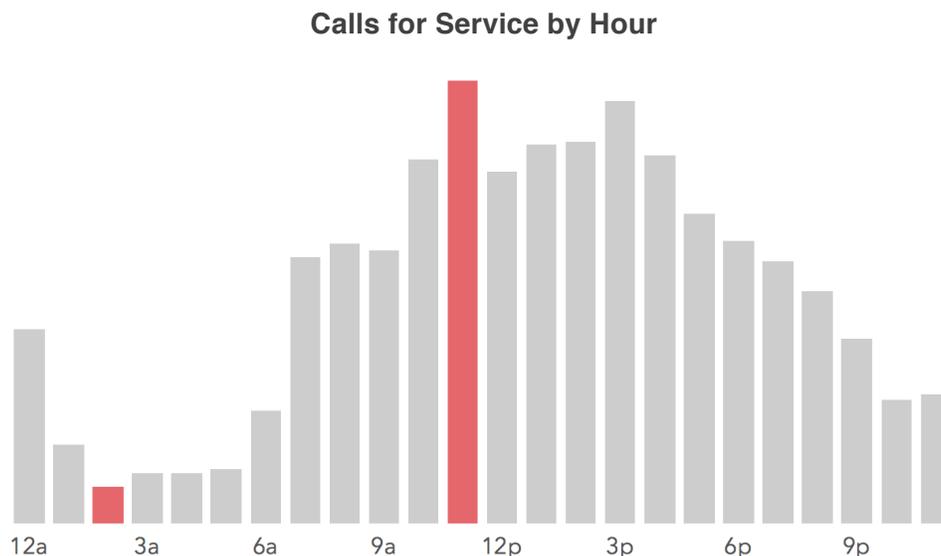
The following table displays the total number of calls for service handled by patrol units

TOWN OF GROTON, MASSACHUSETTS
Operational Assessment of Town Departments

by each hour and day of the week:

Calls for Service by Hour and Weekday

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
12am	14	8	9	16	10	14	15	86
1am	7	5	5	0	7	5	6	35
2am	3	1	2	1	1	1	7	16
3am	6	5	2	1	1	1	6	22
4am	2	2	1	1	2	9	5	22
5am	5	2	1	3	3	3	7	24
6am	3	2	6	8	12	10	9	50
7am	9	15	24	15	26	20	9	118
8am	13	24	22	16	14	22	13	124
9am	10	16	23	22	16	22	12	121
10am	16	27	28	23	24	33	10	161
11am	16	38	26	26	37	30	23	196
12pm	22	20	20	22	35	23	14	156
1pm	23	23	22	26	33	27	14	168
2pm	21	23	28	31	23	29	14	169
3pm	10	17	31	39	30	34	26	187
4pm	14	29	42	21	23	19	15	163
5pm	15	10	29	28	21	21	13	137
6pm	12	19	22	15	21	19	17	125
7pm	14	10	16	24	30	10	12	116
8pm	6	16	16	22	8	13	22	103
9pm	9	10	9	10	20	12	12	82
10pm	7	7	6	10	10	6	9	55
11pm	12	9	6	10	7	6	7	57
Total	269	338	396	390	414	389	297	2,493



- Call for service activity varies extensively throughout the day, with the highest period between 1000 and 1700 (5pm) – during this period approximately one-half of the calls for service for an average day occurs.
- The highest single hour per day for calls for service is 1100.
- Typically, this pattern exists during weekdays with weekends showing much lower workloads – about 25% fewer calls for services per day than during the week.

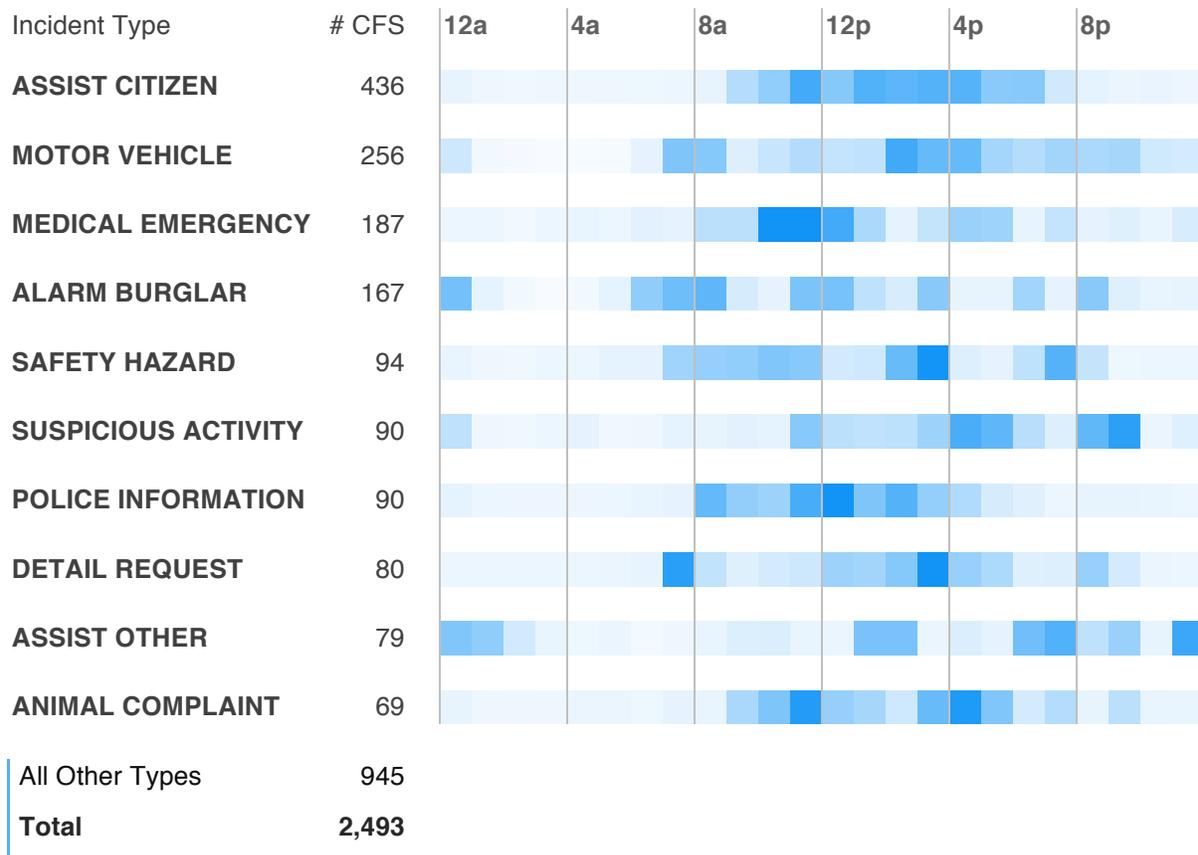
It is again worth noting that these totals do not include officer self-initiated incidents completed by patrol units, which will be examined in later sections.

Calls for service are generated at a rate of 0.22 incidents per Groton’s resident. This is below the typical range seen in call generation per capita, with the ratio falling within a typical range of 0.30 to 0.45 community-generated calls for service per person in most suburban communities.

(4.3) Most Common Types of Calls for Service

The following table provides the ten most common incident categories of the unique community-generated calls for service handled by patrol units over the last year:

Occurrence Trends for Most Common CFS Categories



General citizen assists and motor vehicle related calls (e.g., accidents) comprise over one-quarter of all calls for service to which patrol units respond. Many of the most common call types also have relatively low handling times – burglar alarms, for instance, average only 12 minutes from the time the call is dispatched to the time it is cleared.

(4.4) Summary of Patrol Workload Factors

The following points outline the various factors which must also be considered, some of which are normative – as a result of limitations in the measurability of certain workloads – and have been developed based on the experience of the project team.

Factors Used in Calculating Total Patrol Workload

Number of Community-Generated Calls for Service

Data obtained from an export of CAD data covering an entire year that has been analyzed and filtered in order to determine the number and characteristics of all community-generated activity handled by patrol officers. This process has been summarized in previous sections.

*Calculated from CAD data: **2,493 community-generated calls for service***

Primary Unit Handling Time

The time used by the primary unit to handle a community-generated call for service, including time spent traveling to the scene of the incident and the duration of on-scene time. In the experience of the project team, the overall average handling time of a department is typically between 30 and 42 minutes. To calculate total patrol workload, the average for each hour in the week is multiplied by its corresponding calls for service total. At 15.0 minutes per call, the average handling time for Groton patrol units is much lower than the norm again indicating that most call are for less serious incidents.

*Calculated from GPD data: **15.0 minutes of handling time per calls for service***

Number of Backup Unit Responses

The total number and rate of backup units responding to community-generated calls for service. This number often varies based on the severity of the call. In many agencies back-up rates have ranged from 0.5 back up units per call for service to 1.0. In Groton, the average for the past year was 0.52 back up units per cal..

*Estimated: **0.52 backup units per call for service***

Backup Unit Handling Time

The handling time of any backup units responding to community-generated calls for service, including both travel and on-scene times, which is typically calculated using the same process as for primary units. Typically, back up handing time averages about 75% of the primary unit's handling time. This is true in Groton too with a back-up unit handling time of 11.3 minutes.

*Estimated: **Backup unit handling time is 11.3 minutes, or about 75% of primary unit time***

Number of Reports Written

The total number of reports and other assignments relating to calls for service that have been completed by patrol units, estimated at one report written for every three calls for service. This includes any supporting work completed by backup units.

Estimated: 0.33 reports written per call for service

Report Writing Time

Based on the number of community-generated calls for service, this number constitutes an important factor of the total workload handled by patrol units in responding to calls for service. It is often the case that officers are cleared from a call in the CAD system before they complete any assignments or other tasks relating to a call. As a result, the workload involved in this process must be estimated based on the experience of the project team. We assume that 45 minutes are spent per report that is written, including the time spent by backup units on supporting work.

Estimated: 45 minutes per written report

Number of Jail Transports/Bookings

The number of arrests made that involve transport to and booking at a jail. Groton personnel made 218 arrests over the period of time used in the CAD calculations. The total of these numbers is then divided by the total number of calls for service, to produce a rate of the jail transports/bookings made per call for service.

Calculated from GPD data: 0.09 (218) jail transports/bookings per call for service

Time Per Jail Transport/Booking

Given that data systems do not always capture the time that an officer spends in the process of completing jail transports before they become available and in-service again, an estimate is used based on the experience of the project team. This number is adjusted the number as needed based on local factors, such as jail proximity and processing time.

Estimated: 60 minutes per jail transport/booking

Each of these factors contributes to the overall picture of patrol workload – the number of hours required for patrol units to handle community-generated calls for service, including primary and backup unit handling times, report writing time, and jail/booking time.

The table below summarizes the results of these calculations:

Summary of Patrol Workload Factors

Category	Value	%
Total Number of Calls for Service	2,493	
Avg. Primary Unit Handling Time (min.)	15.0	36%
Backup Units Per CFS	0.52	
Avg. Backup Unit Handling Time (min.)	11.3	14%
Reports Written Per CFS	0.33	
Time Per Report (min.)	45.0	36%
Jail Transports/Bookings Per CFS	0.10	
Time Per Jail Transport/Booking	60.0	14%
Avg. Workload Per Call (min.)	41.8	
Total Workload Hours	1,738	

Primary unit handling time comprises the vast majority of the total workload involved with handling calls for service. The total consumed time of just under 42 minutes is lower than the average of about an hour that this project team typically encounters.

(4.5) Patrol Officer Net Availability

In order to accurately represent staffing needs, it is first necessary to develop an accurate representation of the various factors impacting the net availability of officers – the number of hours in which they are able to respond to calls and complete other non-administrative workloads. Beginning with the total number of annual work hours for GPD officers under the current 8-hour shift schedule (2,080), the project team utilized time off factors typical for a law enforcement agency to determine the average number of available hours per officer. The result is the net availability of patrol units – the average number of hours a patrol officer is available to respond to calls for service after all types of leave, on-duty court and training hours, as well as time spent on administrative tasks has been considered.

The following table outlines the factors contributing to the rate at which patrol officers are available and on-duty. Several of the time elements are estimates since data were not available (e.g., day shift on duty court hours). Others are based on data (e.g., sick leave, though adjustments were made in for one employee on a long term sick leave absence).

Category	Value
Work Week Length	40
Annual Work Hours	2,080
Total Leave Hours	400
On-Duty Training Hours	40
On-Duty Court Time Hours	40
Administrative Time Per Shift (min.)	120
Total Administrative Hours	200
Net Available Work Hours Per Patrol Unit	1,480
% Net Availability	71.2%

The net availability of patrol officers will be used in our analysis to estimate officer proactivity levels and patrol staffing needs. At 71%, this leave usage is about average for police employees in the project team's experience.

(4.6) Patrol Unit Availability and Overall Proactivity

Proactive time is calculated through an analytical approach that examines the community-generated workload handled by patrol units, as well as the current staffing levels of the division, in order to produce a realistic estimation of the Department's staffing needs at its targeted service levels. The data required to complete the analysis has been obtained from the computer aided dispatch system and other data maintained by the Groton Police Department. A number of assumptions have been made in the approach in order to provide an accurate model of patrol workload. The following dot points provide a summary of these factors:

- Proactivity is calculated by subtracting the time spent by units handling community-generated workload from the total actual availability of patrol officers.
- While proactivity needs depend on the community served by the Department, at least 50-65% of the total actual time worked in the field by patrol units should be used to handle community-generated workload. The remaining portion of time should be used to conduct proactive patrol and community policing.
- The percentage of proactive time available to patrol units is understood as an overall average that varies constantly from day to day, and it is important that patrol coverage be examined in greater detail than an overall basis.

Overall, the goal of the analysis is to accurately model the ability of patrol units to be proactive given current staffing allocations, and should not be considered a performance measure of how the proactive time is being used. Instead, the analysis ties the workload

completed by patrol units to staffing levels in order to provide the opportunity for effective proactive policing. A department should generally target an overall proactivity level of at least 40-55% as an effective level of patrol coverage.

Patrol Unit Availability and Overall Proactivity

Category	Value
Work Week Length	40
Annual Work Hours	2,080
Total Leave Hours	400
On-Duty Training Hours	40
On-Duty Court Time Hours	40
Administrative Time Per Shift (min.)	120
Total Administrative Hours	200
Net Available Work Hours Per Patrol Unit	1,480
% Net Availability	71.3%
Number of Patrol Units	11
Total Workload Hours	1,738
Overall Proactivity Level	89.3%

Overall, patrol maintains an overall proactivity level of 89.3% – representing the percentage of time patrol units have left over after accounting for community-generated workloads, administrative tasks, all types of leave and other causes of absence, and anything else that would otherwise prevent officers from being available and on-duty. **89.3% reflects a very high level of patrol coverage, and presents significant opportunities for that time to be utilized for community engagement, directed enforcement, and other proactive roles.**

Given the high proportion of available time that is not spent handling community-generated workload, the question of how that remaining, non-committed time is utilized gains added importance. The following sections examine this issue further by analyzing the self-initiated workloads completed by patrol units.

(4.7) Analysis of Patrol Self-Initiated Activity

High proactivity levels enable patrol units to provide a higher level of service to the public, including community engagement, proactive enforcement, and other problem-oriented policing activities. Patrol forces that lack the resources needed to have significant proactive capabilities are, as a result, less able to provide a comprehensive community

policing approach to the public.

However, having time available to be proactive is not sufficient for accomplishing these aims – the time must be used to engage in self-directed workloads. It is important to note that not all self-initiated activity is captured in CAD data – targeted preventative patrols, for example, are not tracked in the same manner as traffic stops. Despite the limitations in tracking self-initiated workloads, much of it is captured within CAD data.

Overall, patrol units complete about 20 self-initiated incidents per day. Given that an average of around 8 officers are on-duty each day – after accounting for leave, training, and other net availability factors – this amounts to about 3.5 incidents being self-generated by patrol officers for every shift worked. Comparatively, this is a high level of proactivity for field patrol.

The following table displays the ten most common types of incidents that are initiated by officers, as well as the average handling time for the primary unit for each category:

Category	# of Inc.
AREA CHECK	4,386
MOTOR VEHICLE	1,336
RADAR ASSIGNMENT	460
ASSIST CITIZEN	196
DIRECTED TRAFFIC	93
ASSIST SCHOOLS	83
SUSPICIOUS ACTIVITY	57
ASSIST WITH	52
COURT OUT	40
HOUSE CHECK	40
TRAFFIC CONTROL	38
<i>All Other Types</i>	<i>546</i>
Total	7,327

- “Area checks” are by far the most common type of self-initiated activity, representing approximately 60% of the total.
- Motor vehicle proactive activities (i.e., traffic stops for violations) are the second most common proactive activity – 18% of the total.

Given high levels of proactive capability in patrol in Groton, the Town needs assurance the *best use of this proactive time*. In many communities there is a process of problem

identification, assignment and review by first line supervisors that effectively utilizes this time and provides accountability for its use.

(4.8) Patrol Staffing

Given these findings, staffing levels in Groton are appropriate given workload demands as well as proactivity targets. At 11 full time Police Officers authorized officers, the Town receives per shift staffing at desired levels of 3 on duty during most days and evenings and 2 at night (also the contract minimum). In addition, 7 per diem police officers augment these staffing levels to achieve a desired level of coverage for the Town.

Four Sergeants provide effective levels of supervision, even though there are insufficient numbers for coverage around the clock seven days per week. In these cases, an 'officer in charge' (i.e., a senior officer) is the working shift supervisor.

At these workload levels, many small departments have implemented different shifts to better attract and retain personnel. Twelve (12) hour shifts have been implemented elsewhere successfully with the advantages associated with additional days off in an environment in which staff are not over-loaded with handling calls for service.

Recommendations:

At current staffing levels the Groton Police Department provides a high level of coverage to the Town.

Maximize the utilization of high levels of proactive time, with first-line supervisors structuring the most effective use of this time to impact community problems.

Evaluate the feasibility of implementing an alternative shift for long term employee retention.

3. Dispatch

The Police Department has a 24/7 communications and dispatching center that is staffed with six full-time and two part-time Dispatchers. The dispatch center handles public safety (i.e., police, fire and emergency medical) emergency communications for Groton in addition to Dunstable on contract. The Center also handles other communications for Town services after hours.

The primary duties of Dispatchers are to answer incoming emergency and business phone calls and dispatch police, fire and EMS units to incidents; keep the status of all

units on duty; and complete requests from officers in the field.

Having “in-house” Dispatchers is a good service to possess in the Department, but it is also expensive to staff a 24/7 operation. To help offset some of the costs and also because Groton Dispatchers have the capacity to handle additional communications and dispatching workload, the GPD provides communications and dispatching services for the Town of Dunstable. Groton should determine if it is possible to provide dispatching services for any other Towns in the region as a way to provide revenue and operate a Center at appropriate levels with a goal of increasing staffing to two (2) per shift which allows for relief and other duties.

Recommendation:

The Department and the Town should visit the possibility of providing communications and dispatching services for other local towns.

4. Detective Caseloads

The Groton Police Department has one full time detective. Because of a longer term absence of the Department’s detective a patrol officer has assisted with case follow up and patrol in general has been utilized on certain cases too.

The detective conducts follow up investigations on all reported crimes within the Town that are not solved by the responding officer. During our review of cases of the acting detective we found the detective was assigned 10 ‘open cases’ with 3 being ‘active’ in the sense that some work had been directed to those cases in the previous 30 - 40 day period. A generalist detective can effectively investigate 8 to 12 cases per month. The Groton detective is at the lower end of cases that can be effectively investigated.

However, as with most senior officers in the Department, the detective is assigned many collateral responsibilities which have suffered due to his absence. Traditionally, these duties include:

- Oversees payroll accuracy
- Grants management
- Field training officer

- Fleet coordination
- Background checks
- Permitting and registration (e.g., sex offenders and firearms)
- Evidence

With the absence of this position, these duties have been redistributed to other staff in the Department. This is a short term issue until the resolution of the detectives work status.

Recommendation:

Maintain the current staffing of one detective with minor crimes followed-up on by field personnel. If the resolution of the current detective's work status is not resolved within the next year, other steps should be considered such as the formal designation of an intermediate term detective until that status is resolved.

6. Administrative Support

The Groton Police Department employs one administrative support position – an Executive Assistant. The tasks associated with this position include – taking calls into Police Department, completing report requests, completing record requests, background checks, serving as the matron for female prisoners, handling social media for Department, processing paperwork for weekend court cases and organizing several annual community events on behalf of Police Department. These tasks are essential to the operation of a police department and they allow officers to focus law enforcement activities.

There are other tasks that are not being accomplished within the Department at current staffing levels – such as crime analysis and reports.

Without a second administrative personnel, the Department is not able to provide for that level of support that police departments need today in order to be responsive to the community nor to cover for vacation, sick leave, lunch and break coverage. While a full time position exceeds the short term needs for this, a part time position is warranted.

Recommendation:

Hire a second part time (20 hours per week) administrative support position to perform crime and service analysis as well as to provide relief for the Executive Assistant.

7. Department Management and Administration

The Groton Police Department has two positions for management control and community interface, the Chief and a Deputy Chief. The principal roles for these staff are as follows:

Position Title	Key Roles and Responsibilities
Police Chief	<ul style="list-style-type: none"> • Provides overall executive management and direction of the Police Department resources and activities. • Collaborates closely with the Board and Town Manager in order to meet the goals and objectives set forth by the adopted policies. • Collaborates with other City Departments regarding budget development and expenditures, information technology, etc. • Meets with various external stakeholders on community and business issues, and ensuring the Police Department meets public expectations.
Deputy Chief	<ul style="list-style-type: none"> • Administrative and operations commander. • Second in command for the Department and fills in for the Chief as necessary. • Will fill in on Patrol regularly and as needed; provides guidance to patrol staff. • Reviews incidents and media logs. • Department instructor on a variety of topics (e.g., active shooter). • Manages grants. • Assists in the development of the Department budget • Conducts traffic surveys and investigates accidents. • Supervises the Detective and the Patrol Sergeants. • Evidence room supervisor. • Conducts background investigations when needed. • Conducts internal affairs investigations. • Strategic plan facilitator.

In these and other roles the Chief and Deputy Chief are assisted by the Executive Assistant, as described in the previous section.

The management and administration of a 20 person department today is little different from managing a larger department. The growing demands of public and financial accountability, legal and policy issues, staff development, service planning are time consuming.

The Groton Police Department has managed these more comprehensive responsibilities through a system of assigning collateral duties to field supervisors and the detective. The collateral duties of sergeants are summarized in the table, below:

Sergeant A

Computer systems administrator / security
Control officer
Dispatch
RAD coordinator
Details
Evidence room control

Sergeant B

Accreditation
Computer systems assistant administrator
Reporting
BATS machine
Department forms
Booking room inspections

Sergeant C

Investigations
Bike patrol coordinator
Reserves
Grants
Accident reports
Scheduling

Sergeant D

Training
Motor unit
Vehicles / equipment
Quartermaster supervision
Traffic / directed patrols
Maintenance

The allocation of these roles have been impacted by the long term absence of the detective who, as described before, also has assigned collateral duties which have been re-distributed among patrol sergeants.

This approach is healthy for the organization – it promotes development of supervisory staff, it provides for direct and ongoing attention to long term issues such as fleet and equipment as well as programs necessary for a modern department such as training.

The return or replacement of the detective will address the issue of redistribution of duties to field sergeants as well as the creation of an additional part time administrative position.

Recommendation:

Continue the approach of assigning collateral program management responsibilities to patrol sergeants.

9. Public Library

This chapter of the report provides the project team’s evaluation and analysis of the organization and operations of the Groton Public Library. Our analyses focused on Library service and staffing issues. The section, that follows, provides a brief descriptive summary of the Library.

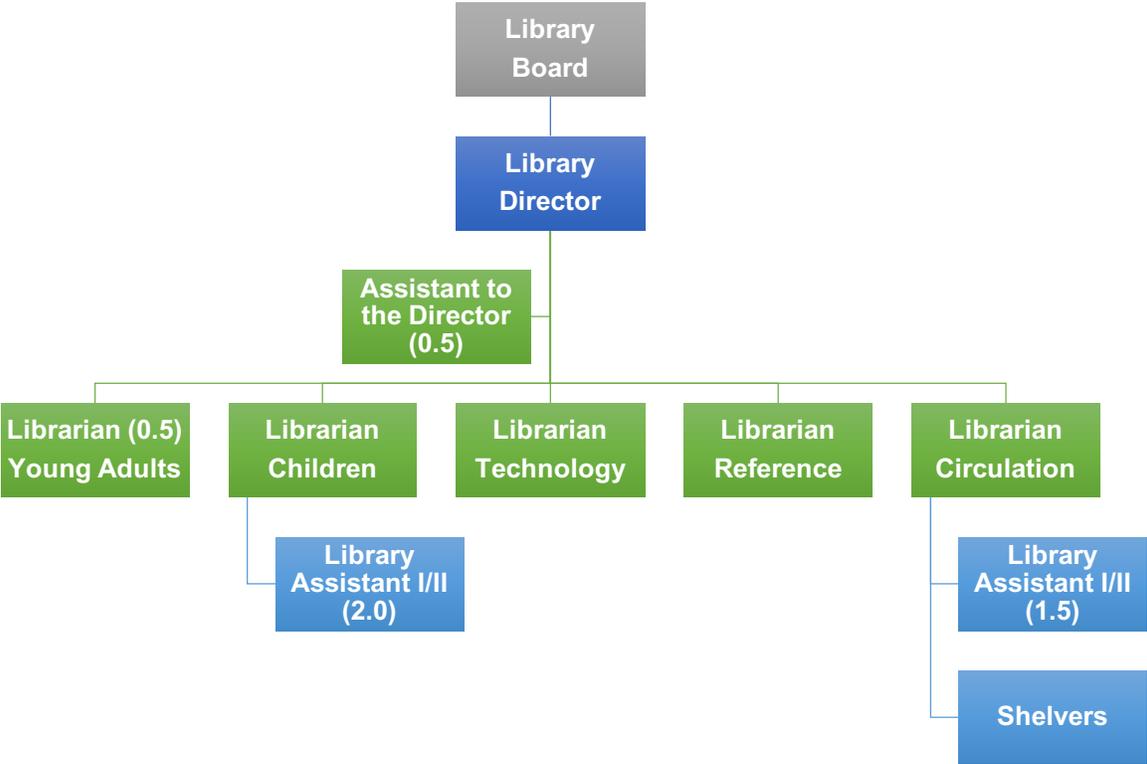
1. Summary of the Groton Public Library

The Groton Public Library provides a wide variety of informational, educational, business, reference and recreational services to the community and the region. The Groton Public Library has functioned as a public library since 1890 and has expanded several times in the past 163 years. The Library is overseen by a six person Board of Trustees who are elected by Town residents. The Library provides services from a single location on Main Street. A brief inventory of the services provided includes:

Unit / Function	Programs	Unit / Function	Programs
Collection and Circulation	<ul style="list-style-type: none"> • Circulation of books, audio visual and other materials. Total circulated in 2016 was 232,905. • Total holdings – 88,215 and growing digital collections. • An estimated 105,831 Library visits in 2016. • 52 service hours during the school year; 48 hours in the summer. 	Reference	<ul style="list-style-type: none"> • Responsible for developing and maintaining the Reference collection. • In 2016 answered an estimated 5,906 reference questions from patrons. • Oversees the delivery of services, both print and electronic. • Oversees and enhances the Archives in the Library.
Children’s	<ul style="list-style-type: none"> • Children’s programs and collections. • In 2016 there were 287 children’s programs with 6,123 participants. 	Historical Resources	<ul style="list-style-type: none"> • The Library has an Archives section dedicated to collections documenting the Town’s business, social and cultural history.
Technical Services	<ul style="list-style-type: none"> • Responsible for cataloging, classification, processing of library materials. • Responsible for mending and repair of library materials. 		

The Groton Public Library is funded through a combination of sources – Town funds, State library grant, a local endowment, and other special trust funds.

The Groton Public Library is served by a staff of 10.5 in addition to volunteers. The organization of the Library is shown below:



Additional information on the Groton Public Library’s organization, staffing and operations can be found in the Descriptive Profile which is Appendix A to this report.

2. Analysis of the Staffing and Operations of Groton’s Public Library.

This section provides an analysis of the staffing, operations, programs and workloads of the Groton Public Library.

(1) The Project Team Conducted a Survey to Compare Library Services in the Town of Groton with Other Libraries in Massachusetts.

The following subsections show survey results for comparably-sized libraries in Massachusetts. It should be noted that there is no attempt to make general comparisons of the towns, only to examine practices in communities in the State which are roughly the

same size as Groton. The communities chosen have been consistently utilized in this study.

(1.1) Service Cost Characteristics Show Groton in the Middle of the Range in Comparably-Sized Libraries in the Commonwealth.

The table, below, compares the Groton Public Library to other libraries in Massachusetts in terms of financial resources and expenditures. Key characteristics of this information include:

- In terms of total per capita expenditures, Groton’s Library is the highest of the comparison towns – both on total and per capita bases.
- However, at 84% of the total, the Town’s financial support for the Library is among the lowest among the comparison towns.
- In terms of the ability of each library to ‘keep itself current’ in terms of acquisitions of books and other materials, Groton is in the middle of the range. At \$6.14 per capita, Groton is below four other libraries material expenditures.

	Carver	Groton	Holbrook	Hull	Leicester	Littleton	Norfolk	Norwell
Population	11,509	10,646	10,791	10,106	10,970	8,924	11,227	10,506
Total Funds	\$391,801	\$1,001,692	\$393,091	\$311,335	\$198,288	\$644,873	\$580,923	\$641,110
Muni Funds	\$374,454	\$838,531	\$376,440	\$300,876	\$176,964	\$535,241	\$546,785	\$600,036
Total Per Capita Exp.	34.04	94.09	36.43	30.81	18.08	72.26	51.74	61.02
% Muni / Total Exp.	96%	84%	96%	97%	89%	83%	94%	94%
Per Cap. Coll. Exp.	5.23	6.14	4.50	4.76	2.93	9.22	8.39	10.15

(1.2) Holdings Show Groton in the Middle of the Range in Comparably-Sized Libraries in Massachusetts.

The table, below, compares the Groton Public Library to other libraries in the State in terms of library ‘holdings’ (or total collection size). Key characteristics of this information include:

- In terms of the number of library holdings, a general indicator of public support, the Groton Public Library is in the middle of the range in the comparison group. Four other libraries exceed Groton’s gross amount with another (Norfolk) almost identical.

- Expressing holdings on a per capita basis still has Groton’s level in the middle of the range with four libraries higher adjusted on the basis of population.

	Carver	Groton	Holbrook	Hull	Leicester	Littleton	Norfolk	Norwell
Population	11,509	10,646	10,791	10,106	10,970	8,924	11,227	10,506
Total Holdings	76,690	88,215	194,138	42,992	213,912	236,620	88,043	218,359
Holdings / Capita	6.66	8.29	17.99	4.25	19.50	26.52	7.84	20.78

(1.3) Staffing Levels Continue to Show Groton in the High End of the Range in Comparably-Sized Libraries in the Commonwealth.

The table, below, compares the Groton Public Library to other libraries in the State in terms of the staff and other resources dedicated to library services. Key characteristics of this information include:

- In terms of the number of total staff, the Groton Library has the highest number in the comparison group.
- However, the State’s Library statistics does not count staff as FTE’s but as positions. As a result, the number of hours worked is a better indicator. On this basis the Groton Public Library is still the highest when weekly staff hours are portrayed as a proportion of the population.
- Groton’s use of volunteers also significantly adds to these resources – both shelvers as well as readers and other programs people.

	Carver	Groton	Holbrook	Hull	Leicester	Littleton	Norfolk	Norwell
Population	11,509	10,646	10,791	10,106	10,970	8,924	11,227	10,506
Total Library Staff	12	24	7	9	5	15	13	12
Total Weekly Hours	249	476	159	225	121	327.5	314.5	272.5
Hours / 1,000 Pop	21.6	44.7	14.7	22.3	11.0	36.7	28.0	25.9

(1.4) Service Characteristics Show Groton at the Highest End of the Range Based on a Number of Indicators.

The table, below, compares the Groton Public Library to other libraries in the State in terms of various service characteristics. Key characteristics of this information include:

- In terms of programming, the Groton Library is at the top of the comparison group for both children’s and young adults – both in terms of the number of programs and the number of participants.
- Circulation is also the highest in absolute terms as well as expressed on a per capita basis. Only Leicester comes close.

	Carver	Groton	Holbrook	Hull	Leicester	Littleton	Norfolk	Norwell
Children’s Programs	280	287	68	22	91	232	293	142
Children’s Participants	5,319	6,123	964	298	1,063	5,674	5,490	3,410
Young Adult Programs	40	132	0	0	0	83	32	16
Young Adult Participants	300	1743	0	0	0	360	199	182
Circulation	60,553	72,681	232,905	56,267	45,430	38,491	186,972	122,679
Circulation / Capita	5.26	6.83	21.58	5.57	4.14	4.31	16.65	11.68

It is clear that the Groton Public Library has the support and the participation of the community.

(2) The Groton Library to Provide Very High Service Levels to the Community Compared to Library “Best Practices”.

The project team as part of this study of Town Government developed an analysis of the how library (and other services) compared to ‘best practices’. Unlike the comparative analysis provided in the previous subsections a best practices analysis identifies the strengths and improvement opportunities to standards developed by the Matrix Consulting Group in its work with hundreds of communities in New England and throughout the United States. In this diagnostic assessment, the Groton Public Library compared very favorably to these standards as summarized by the table, below (with the complete assessment in Appendix D of this report):

Performance Target	Strengths
Do cardholders as percent of population exceeds 65%.	The number of registered resident users in the 2016 State Library Report is 9,621 (total registered users of 13,376) indicates high patronage.
Does annual circulation per cardholder exceed 12 per year?	Total circulation is over 17 per cardholder per year in the 2016 State Library Report. Very high usage especially with patron issue noted above.

Performance Target	Strengths
Collection size per capita exceeds 3.	Total holdings in the 2016 State Library Report are 98,456, or almost 10 times.
Are services coordinated with other service providers in the Town?	There is extensive coordination with the District Schools and with the Council on Aging / Senior Center.
Programs and outreach designed to reach numerous target audiences (children, adults, seniors, etc.).	The Library has extensive, extensively supported and attended programs not just for children but for adults, seniors and other special populations.
Utilization of technology (i.e. card catalog, reference, circulation, etc.) to enhance client access?	The Library has an extensive online presence, technology kits, and digital books are actively supported.
Volunteers are utilized to augment paid staff resources.	Volunteers are used as readers in children’s programs; Seniors also help with book mending; the Library uses student interns for shelving and other duties.
Leveraging community resources (private, foundation, not-for-profit, Friends of the Library, etc.) to supplement Town funds?	As noted above, the Library has an endowment and several trusts utilized in the support of new materials and other special uses. These sources do not support staffing and operations.
The Library is open and available to the public during non-business hours and days.	The Library is open minimum of 48 hours per week year round and 52 hours per week between September and May which includes Sundays. The Library is open three evenings.
Collections of “non-traditional” materials.	The library circulates many non-traditional items (e.g., basketballs).
The Library provides on line other remote reference services, including genealogical assistance.	As noted above, the Library has extensive online reference and learning materials as well as digital collections.

This is an extensive list of positives for the Groton Public Library.

(3) Based on the Comparative and Best Practices Analysis, No Change Should Be Made in Library Staffing Levels; However, the Town Needs to Ensure That Library Holdings Are Current and Deep to Maintain This High Level.

The project team’s analysis of the programs and services offered by the Groton Public Library in comparison to other libraries in the State and to ‘best management practices’ supports current staffing levels, hours of operation and programs offered. In fact, the service analysis demonstrates that in terms of staffing, programs and circulation, Groton is the highest within the comparison group and meets every best practice utilized by the project team,

However, the collection and the renewal of the collection is not at the same levels as the programs and staff commitments. The comparative analysis for these factors demonstrates that while the Groton Public Library is in the middle of the range for libraries of its size in the State.

State Library grants have been in a long term decline. While the Town supports operating (staffing) costs in the Library, material replacement budgets are highly supported by the Library's endowment (as well as various trusts). These sources contribute over \$80,000 in materials each year. This has been critical with declining State and local funding for materials. Best practice is that at least 5% of a library's holdings be renewed each year. However, an appropriate target needs to be established for each community.

The Town and the Library need to work together to ensure that the Library continues to maintain its high level of community support. In the project team's community survey, the Library was among the highest of all Town services in terms of:

- Contact with citizens
- Quality of service
- Representing good value for its expenditures
- Support for additional funding

Recommendation:

The Town and the Library Board should work together and establish a target for material support as well as the appropriate sources for funding for the level established.

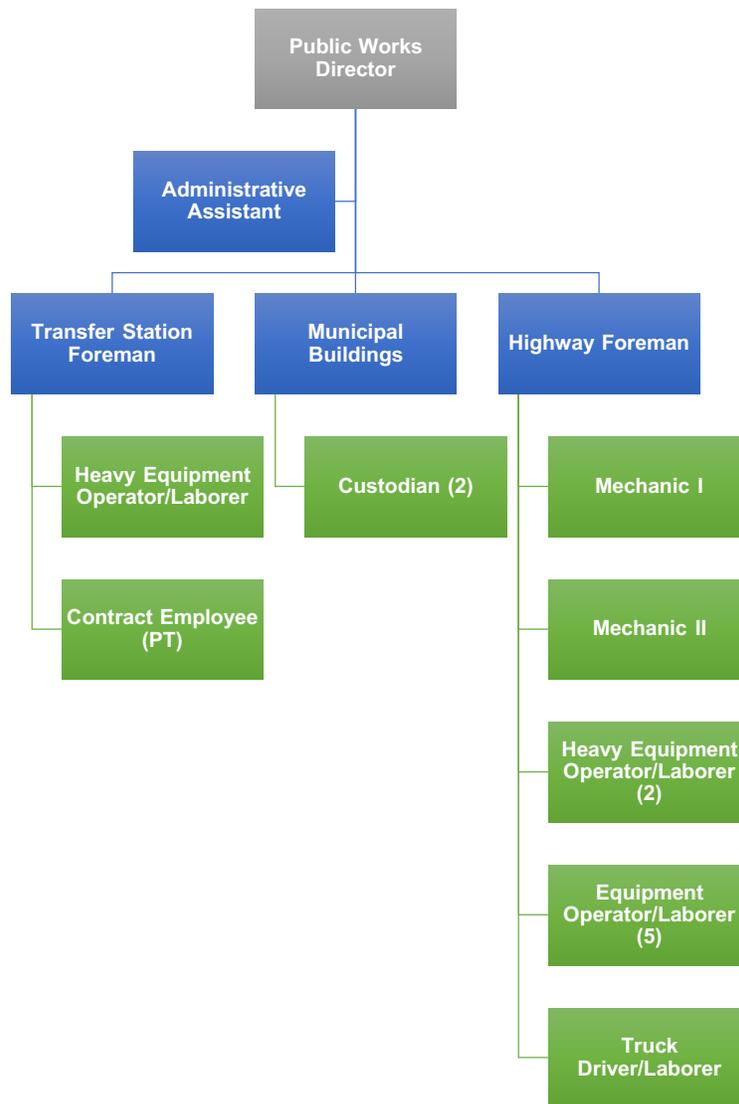
10. Public Works

This chapter presents the process and results of the project team's analysis of the Groton Public Works Department's workloads, service levels, and staffing.

1. Organization of the Public Works Department

The Public Works Department is responsible for the maintenance and repair of the Town's paved surfaces, rights of way, catch basins, stormwater pipe, vehicles and equipment, and buildings. Additionally, the Department operates a transfer station at which residents may drop off recyclable materials and, for a fee, household garbage. The transfer station is also the regional recycling center for Littleton and Dunstable. The Department is also responsible for snow removal and storm damage repair.

The organizational structure and reporting relationships of the Groton Public Works Department is presented in following chart.



2. The Public Works Department Should Document Its Inventory of Assets

In order to manage the infrastructure for which the Public Works Department has been entrusted with responsibility, it must first ensure that it accounts for all assets. The Department was able to provide the project team with primary information such as road miles, volume of resurfacing in recent years, parks acreage, fleet listing, facilities areas, and a limited amount of other data. However, there is no single repository of data that shows the maintenance history of any particular asset, and there is no automated work order system to systematically capture the data.

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

Given the significant replacement cost of these assets, it is imperative that the Public Works Department maximize the useful life of the assets for which it has responsibility. As was noted earlier, the Department was able to provide some of the data related to numbers of assets, however it should ensure that these are not only accurate currently, but it should establish a method by which changes in these assets are recorded in real time.

The Public Works Department needs to address challenges in the replacement and rehabilitation of the Town's assets. This can be accomplished through the development and implementation of an effective preventive maintenance program that optimizes asset life cycles and minimizes reliance on capital funding for premature replacement.

The overall goal of the asset inventory and management process is not to simply list all assets and their locations, but rather to minimize the life cycle cost associated with each asset. Therefore, the Department should ensure that all assets are recorded, that they are prioritized in terms of condition assessment, that values are placed on current assets, that levels of service are established to prolong lives of assets, that they are ranked in terms of risks associated with failing to replace the assets, and maintain them in accordance with established service levels. Only then can the Department definitively state that life cycle costs have been minimized to the Town.

Perhaps the most challenging element in the development of the asset inventory and management plan is the estimation of probable replacement costs. In the case of vehicles and equipment, this may be relatively straightforward, as current replacement costs are available for most equipment types. These costs may be extrapolated out several years, based on historical price escalations. So, although projecting the replacement cost of a pickup truck may be somewhat imprecise over a five to seven year period, the margin of error in this exercise is far lower than, for example, the cost of repairing and maintaining two sections of asphalt roadways that may deteriorate at uneven rates over an extended period of time due to variable factors such as soil compaction and composition. Further, these road sections may require the Town to address their repair in different ways. For example, one may require a relatively modest repair and maintenance regimen, while the other may deteriorate to the point of needing full depth replacement in a short period of time after repeated repairs. The point of this discussion is not to recommend that the Public Works Department anticipate in advance every possible scenario of asset replacement, but rather it is to ensure that a standard methodology is applied in the estimate of cost.

Given that Public Works begins this process with little formal documentation of the location and condition of assets, the development of the asset inventory will likely be a multi-year effort, and should be preceded by the procurement of a computerized maintenance management system, which will be addressed in a later section.

Recommendation:

The Public Works Department should commit to the development of an asset inventory as a first step toward a structured asset management program.

3. The Public Works Department Should Immediately Begin to Record the Work Its Crews Perform in a Manual Work Order System.

Currently, as Public Works crews perform work, they do not record the accomplishment of the work, nor the resources expended in the activities they perform. The failure to record work not only inhibits an analysis of the efficiency and effectiveness of the crews in performing the work, it also inhibits the ability of managers to analyze where crews are spending time, recurring “trouble spots”, and whether performing the work internally is as efficient and cost-effective as contracting for certain jobs.

Historically, public works professionals, supervisors and field staff have focused solely on ensuring that the required work is accomplished, and have neglected to expend any effort in recording work. The justification typically given is that any time expended in recording the work that was done comes at the expense of additional work that the crews could be performing. With the acknowledgement that time is a limited quantity, the vast majority of municipal public works departments have made the evaluation and concluded that the marginal cost associated with capturing and recording daily work is far outweighed by the value of the data obtained over an extended period of time that allows managers to assess such factors as worker productivity, cost of service, likely impact on staffing and service levels by acquiring additional infrastructure, training needs, insourcing and outsourcing decisions, and many others.

As has been noted, the Department of Public Works does not possess an automated work order management system. Therefore, until such time as one is acquired, the project team recommends that the Department immediately begin to manually record work in a systematic manner in preparation for entry into the automated system. The work order form may be designed in a variety of ways, but the data should be consistently captured. The basic elements of work should include, at a minimum, the following:

- Crew Member Name (or Numeric identifier).
- Location of Work. Each asset should be identified in the work order. For grounds maintenance, an identifier for each maintainable space should be developed; for catch basin repair, a numeric identifier for the type of catch basin, and similar identifiers for other assets such as road segments, facilities, vehicles, etc.
- Job Number. This should be a unique numeric assignment associated with a definable activity. Should the work activity span multiple days, the same numeric

- identifier should be used, however different dates of activity should be noted, as in the next category.
- Date of Work.
 - Equipment Used. This should reflect the number of hours a specific piece of equipment was used. It should reflect the total time at the work site, and not simply the number of engine hours or mileage accumulated.
 - Materials Used. This should reflect the quantities and their costs.
 - Contracted Costs. Bills from contractors should be reflected in the work order and should reflect the dates of accomplishment, hours, materials and equipment billed, and total labor hours.
 - Activity Code. As will be described in the following section, the Public Works Department should develop activity codes that describe the work accomplished. For example, the alpha numeric code, "S-001" may describe pothole repair work, whereas "S-001" may describe a particular maintenance activity for stormwater system maintenance.

The above elements of work are essential to enable the Department to fully analyze productivity and cost of the resources expended in conducting it. These work elements may be expanded upon in the future, to include such other facets of work as they are identified. However, the most basic elements will suffice at the beginning of this new effort. Public Works crew members, many of whom have worked for the Town for many years, have never been required to record their work, and will require time to fully understand the benefit of the new work order system, and how to consistently capture and report it. Further, management will need time to understand and assimilate the new data and how to manipulate and analyze it for maximum benefit.

Recommendation:

The Public Works Department should immediately begin to require field workers and foremen to record and report the work they accomplish on a manual work order form.

4. The Public Works Department Should Procure and Implement a Computerized Maintenance Management System to Collect and Report Work-Related Data and Information.

Although the Public Works Department clearly accomplishes the work that is required to maintain the Town's infrastructure in an acceptable manner, it has no computerized maintenance management system (CMMS) to capture and analyze the work. There are

many benefits of a CMMS, which include not just the obvious advantages associated with tracking and justifying the dates, employees, locations, and descriptions of work performed, but they also include the definition of appropriate service levels that are achievable with a given number of labor hours, and at a defined level of productivity. Currently, the Highway Foreman issues initial assigned duties to crews and individual staff members with no instruction as to the expected duration of each. This has the effect of both allowing the employee to determine the level of productivity required, and the potential expansion of time taken for the tasks into the amount of time available to perform them. The benefit of using the CMMS to accumulate standard times for specific tasks is that it leads to greater productivity of available resources, and increased productivity ensures that the same work levels may be accomplished at less cost. Alternatively, more work may be accomplished for the same cost, with work quality remaining constant.

Once the Public Works Department has implemented the manual work order system recommended previously, and has ensured that work is being consistently captured and reported, it should begin the process of defining the specifications required of a new CMMS. The manual data sheets should, in the interim period before a CMMS is installed, be entered into an electronic spreadsheet that can be uploaded into the CMMS. This effort will require the addition of a part time Administrative Assistant, as the Department has few clerical resources on which it can rely to perform this task. The cost of this position is estimated to be \$19,427 annually.

Then, the Town should allocate funding for the procurement of a CMMS through a public bid process.

The CMMS should be used to incorporate the following basic elements:

- The ability to plan and schedule preventive maintenance. Preventive maintenance should constitute a significant portion of the Department's work. As will be discussed later in the report, the staffing levels of the Highway Division are sufficient to accomplish a reasonable level of scheduled maintenance..
- The ability to monitor and report on the inventory and procurement processes of the Department. Currently, the Department does not record the procurement of parts and supplies, and there is no formal inventory of current levels of materials in the yard, nor any formal documentation of materials that are disbursed. The CMMS should provide the ability of the Department to electronically track the inventory on hand, and to reconcile this against purchase orders, as well as do routine physical inventory counts.
- The ability to record and manage the work performed in the Department. Work activities should be defined for the significant maintenance work that is performed. The project team's interviews with staff indicate that there are a manageable

number of major work activities performed in the Department, and they should be entered into the CMMS along with an associated work activity code (e.g., pothole repair may be designated as P0001). As work is accomplished against these work activity codes, data such as the employee, date, labor hours, equipment hours and materials used should also be entered.

- The ability to run and analyze reports on the maintenance of an asset, and on the productivity of the staff in maintaining it. Analysis of trends in maintaining an asset may indicate either a need to replace the asset, or the need for greater skills and training of the staff who maintain it. Anecdotal reports of these trends may suffice when there are relatively few assets being maintained by a few number of staff, however they are insufficient in providing meaningful analysis of the number of assets under management by the Town's Public Works Department. The CMMS should be used to isolate these trends and to assist in making decisions regarding asset replacement as well as skills development.
- The ability to measure performance. Currently, the Department has established no performance measures, and has no ability to accumulate and report performance against a set of measures in any case. Redesigning work practices to ensure that all work, materials and equipment are associated with specific jobs and categories of work will allow the Department to analyze and report on the efficiency with which the work was accomplished.

It is unrealistic to expect that the crews will immediately begin to report work in the consistent and comprehensive manner that will ultimately be necessary to maximize the usefulness of the CMMS once it is procured and installed. For this reason, the Department should begin to require employees to report time on manual forms as an interim step, as has been recommended previously.

In the early stages of development, the Department Director and Foremen should analyze each crew member's input on these work orders to ensure a proper and consistent understanding and completion of each element. Any remedial instructions should be made at the earliest possible time to ensure that incorrect procedures are not ingrained into the process.

There are several steps, however, that need to be accomplished before the automated maintenance management system can be effectively utilized, and these are described in the following sub-sections.

Recommendations:

The Public Works Department should begin the process of defining specifications for a computerized maintenance management system once it has firmly established the procedures for capturing work order data through a manual work order system.

In the interim period until the installation of a CMMS, the Department should enter labor, materials and equipment resource used in accomplishing work into electronic spreadsheets. This will require the addition of a part time Administrative Assistant at an estimated cost of \$19,427.

5. The Public Works Department Should Define the Levels of Service for All Major Work Activities.

The main objectives of the Public Works Department are to maintain the infrastructure of the Town, and to respond to customer requests for service related to this infrastructure. Without an agreed-upon set of service levels, however, the degree to which the Department achieves satisfactory results will be subjective, and will vary based on the individual making the assessment.

A major theme throughout the course of the study, as well as in this report, was that the Public Works Department does not report the work that it accomplishes. Therefore, although the Department could, for example, believe that a particular crew member performed a certain number of hours of work, at a specific location, and knew the equipment used, there is no accumulation of the labor, equipment and materials used for any specific activity since it is not recorded at the basic task level.

The Department should develop levels of service that are commensurate with the financial and personnel resources at its disposal. These service levels should be defined in terms of response times to requests, how the services will be delivered, and how long they will take. Examples may include the following:

- Requests for street repairs will be investigated within four hours of request. Unless specialized parts or materials are required, repairs will be made within 48 hours.
- Grass in medians and natural areas shall be maintained at a height of two inches or less, and shall be mowed no less than weekly.
- Catch basins will be cleaned on a cycle of once every two years.
- Preventive maintenance will be performed on Town vehicles and equipment within 48 hours of its scheduled date 95% of the time.

Some judgment will be needed in applying the standards, but they should provide specific and useful guidelines in terms of what maintenance should be performed and what maintenance can be deferred. The result of this step in the overall process of developing an asset management plan is to define the levels of service that can be achieved with the levels of staff and financial resources available to the Department. Labor hours, materials and equipment should be estimated for each level of service. Should this exercise indicate that insufficient resources currently exist to provide these service levels, the service levels should either be reduced to be commensurate with available resources, or additional resources should be obtained to provide the agreed-upon service levels. The project team's experience in interviews with staff indicate that the Department has not developed or communicated these service levels either to Department employees or Town management. Nor have these expectations been communicated to the Public Works Department. In the absence of a formal definition of these service levels, each "customer" of Department services may have a different view as to the services to be provided.

Recommendation:

The Department should begin to define service levels for each of its major work activities. These should define the desired level of service to be accomplished, and should be reflective of available personnel and financial resources.

6. The Department Should Adopt a Standard Methodology for Insourcing and Outsourcing Work.

The Public Works Department performs most of its services with internal personnel, and in the majority of cases, this is the most prudent approach. The Department does outsource certain services, however the decision to outsource services appears to be made episodically rather than in accordance with a structured approach.

The project team does believe that outsourcing certain services makes financial and operational sense under several conditions. Almost any service may be outsourced, or even fully privatized; however, the Department should be judicious in the decision-making process to do this. Ultimately, the decision should rest with the Department Director, in concert with the Foremen and, as circumstances dictate, the Town Manager as well.

Generally, functions that are good candidates for outsourcing are those that are either performed infrequently enough by internal staff to attain a sufficient degree of skill, are too large to dedicate scarce staff resources for extended periods, or are provided by multiple contractors in the area, creating price competition that reduces the cost to the Port. For example, the Department has a single Laborer dedicated to the maintenance of facilities. Periodically, the Laborer is required to be on a ladder for extended periods of time while painting and other activities. If the employee is called to an emergency

facility repair at these times, he must descend the ladder, store the painting materials in a safe location, and place signage around the painted area before traveling to the site of the emergency repair. Once the repair is completed, the Laborer must then begin the process of setting up the painting job again. This process is time-consuming and wasteful, and the Department should critically analyze the full cost of this process, which may also apply to other functions in the Department as well.

The decision to insource or outsource should be a standardized one, and should, at a minimum, incorporate the following factors:

- Is the function a core service of the Department?
- Is the service readily available in the private sector?
- Is there any expected Town or bargaining unit opposition to outsourcing?
- Are there any legal barriers to outsourcing?
- How difficult would it be to assess the contractor's performance? What are the risks to the Town if the contractor failed to perform?
- What is the current cost of the service or activity as provided by internal staff? What is the likely cost of the service if performed by a contractor?
- Are there any unmet maintenance services that contracting for the service would allow internal staff to address?
- Is specialized equipment necessary to conduct the task or service?

The Public Works Department generally has a preference to perform work with internal personnel. However, in many cases, this may not be the most financially-prudent approach. Institution of a CMMS system will facilitate this analysis once the Department has sufficient data to make the analysis reliable. All functions should be periodically re-evaluated for either the potential for outsourcing or, for those functions currently outsourced, for potentially performing with Public Works personnel, and the application of a standardized methodology to make the insourcing/outsourcing decision will facilitate the analysis.

Recommendation:

The Department of Public Works should Institute a structured approach to the evaluation of the feasibility of outsourcing.

7. Staffing Levels Are Sufficient in the Highway Division of the Public Works Department to Provide Adequate Maintenance Service Levels.

The project team has noted elsewhere in this report the lack of documentation of work accomplished by the Public Works Department. This inhibits a full analysis of where work is occurring, of what types, and the productivity of staff in accomplishing it. In the absence of these data, the project team has, over many years, developed metrics that provide estimates of adequate staffing ranges to maintain a given infrastructure. In the case of the Groton Public Works Department, its Highway crews are responsible for the maintenance and repair of 110 center line miles of paved surfaces, as well as approximately 50 developed acres of parks.

In the project team’s experience, Highway crews are generally able to provide a balance of proactive and emergency repairs when the ratio of center line miles to maintenance staff equates to between 15 and 20 miles. Similarly, parks maintenance crews are able to provide a “C” level of service in the parks at a ratio of between 12 and 18 developed acres per maintenance worker.

Given that there are 110 center line miles of paved surfaces in the Town of Groton, this would equate to the need for between 5.5 and 7.3 maintenance staff members. Given that there are approximately 50 developed acres in Groton’s parks, this would equate to the need for between 2.7 and 4.2 maintenance workers to maintain parks at a “C” level of maintenance. Therefore, the total staffing requirement to provide adequate service levels for the Town’s paved surfaces and developed parks acreage is between 8.2 and 11.5 full time equivalent staff members. Given that there are nine (9) crew members in the Highway Division dedicated to these services, the current staffing level falls within this expected range.

The expected staffing range of between 8.2 and 11.5 full time equivalent (FTE) maintenance staff members assumes that the Department provides a balanced mix of preventive and reactive work. For paved surfaces and rights of way, this would allow for the routine repair of potholes, crack sealing, shoulder repair, mowing, guardrail maintenance, sweeping, catch basin cleaning, and other routine as well as reactive work. For parks maintenance, there are varying levels of service associated with turf maintenance and beautification. For purposes of the development of the definition of adequate service levels in the Public Works Department, the project team has used a “C” service level, which may be defined in the table below.

Service Level	Service Level Definition and Required Maintenance Staffing
“A”	State-of-the-art maintenance applied to a high quality, diverse landscape. Turf is lush, free from weeds and cut to a precise level. Plants and trees in parks are pruned for safety, tree health and ornamental beauty. Hardscapes

Service Level	Service Level Definition and Required Maintenance Staffing
	are regularly swept and litter is collected 5-7x per week. Requires one park maintenance worker per 4 to 6 developed park acres.
"B"	A reasonably high level of maintenance associated with well-developed park areas with higher visitation rates. Major difference with Service Level "A" is turf is not cut on frequent, regular intervals at precise level and plants and trees in parks are not pruned and trimmed at the same frequency. Litter control is periodic and hardscape maintenance is less frequent. Requires one park maintenance worker per 6 to 10 developed park acres
"C"	The lowest expected service level for fully developed parks or a moderate level of maintenance associated with park locations of large size, of average development, and/or visitation. Maintenance is accomplished, usually with longer service intervals, to keep the park safe and minimally serviceable to the community. This level requires one park maintenance worker per approximately 12 to 18 park acres.
"D"	A minimal service level to parklands or open space with no facilities with the intent to maintain safe grounds and a "natural" ambience. Generally inspection services and litter control are conducted, but on an infrequent basis. Usually such services are conducted as "fill-in" work by staff but otherwise one park maintenance work can cover several hundred acres of undeveloped parkland or open space.

As can be seen in the table, there are higher levels of service for parks maintenance than the "C" level, however this is a level that is commensurate with the fact that Groton does not have dedicated parks maintenance crews who are trained in landscape design, turf management and other similar beautification aspects of parks maintenance. Rather, the Department utilizes the same crews for both parks maintenance and highway maintenance, with no specialization or technical training in parks maintenance. This does not mean that the Department cannot elect to provide "B" or even "A" levels of service to one, or possibly two, parks in the Town's system, however the overall service level would equate to a "C" level of service unless greater staffing levels were allocated to the parks maintenance function.

The sufficiency of staffing levels in the Highway Division should be resulting in an adequate amount of preventive maintenance for streets and related attributes such as trees, signs and catch basins. Given that there is no documentation of the work accomplished, it is not possible to determine whether this is occurring. Interviews indicated, however, that catch basins are being cleaned on an as needed basis rather than on a regular cycle, and there is no sign inventory to enable the Department to routinely assess the reflectivity of each sign in the system. Therefore, although there are no data to substantiate the accomplishment of any single category of work, interviews did not indicate that a substantial amount of routine, preventive work was being accomplished. This once again, however, reinforces the project team's earlier

recommendation to immediately begin to record the work that is being accomplished, along with the resources that are expended in completing the work.

Although the Highway Division is adequately staffed, more could be accomplished with a greater emphasis on work planning, coupled with a commitment on the parts of both the Town and the Public Works Department to a more planned approach to asset management and replacement. The Public Works Department's budget has grown at the lowest rate of increase of any Town department in recent years, and while this assists greatly in balancing the overall Town budget, a department responsible for the Town's most valuable assets cannot continue to provide adequate maintenance and repair to its infrastructure without planned renewal and replacement.

Recommendation:

The Highway Division of the Public Works Department is staffed sufficiently to provide adequate levels of service to the infrastructure it is charged with maintaining.

8. The Vehicle Maintenance Shop Is Adequately Staffed to Provide a High Level of Service to the Town's Fleet.

Vehicle maintenance in the Public Works Department is performed by one Mechanic I and one Mechanic II. Both Mechanics perform a mix of scheduled and unscheduled repairs for the Public Works fleet of approximately 58 vehicles, equipment and small engines.

When determining the staffing needs for vehicle maintenance and repair, the project team utilizes the "Vehicle Equivalent Unit" (VEU) concept. The use of VEUs is an improvement over the simple statement of the numbers of vehicles and pieces of equipment since not all require the same maintenance intensity, and thus have varying cost and required mechanic staffing associated with maintenance and repair. The baseline for maintenance and repair is a sedan, which is defined as requiring one VEU. A piece of heavy equipment, such as a backhoe or front end loader, on the other hand, requires more maintenance, and is assigned a VEU of 3, and a small engine such as a mower or pump is assigned a VEU of 0.5. Although the Town of Groton's Public Works Department has 58 total vehicles and pieces of equipment, the calculation of VEU for its fleet is 74.7, as the table below indicates.

Equipment Type	Number	Vehicle Equivalent Units
Heavy Vans/Pickups	11	16.5
Heavy Equipment	17	51.0
Trailers	14	1.4
Generator	1	0.5
Mowers, Small engines	15	5.3
Total	58	74.7

The typical range of VEUs per mechanic is between 90 and 110. With two (2) Mechanics servicing approximately 75 VEU, this may be indicative of excess capacity in the maintenance shop.

The mechanic staff, however, are operating under sub-optimal conditions, in terms of the facility, and lack of diagnostic equipment and lifts. The facility itself is poorly equipped to accommodate sufficient numbers of vehicles and equipment, and there is also insufficient space in which to stock automotive parts.

Another limiting factor regarding the productivity of mechanics is the relatively advanced age of the fleet. The calculation of VEUs per mechanic is a useful metric to determine mechanic staffing requirements, however it assumes that the age of the fleet is within acceptable ranges. As the fleet ages, however, unscheduled repairs become more frequent, and thus the demands on mechanics' time becomes greater as the fleet ages. The project team calculated the average ages of the fleet for the same categories of vehicles and equipment that were utilized above in the VEU calculation. The following table provides the results of these calculations.

Equipment Type	Number	Average Age
Heavy Vans/Pickups	11	8.8
Heavy Equipment	17	14.7
Trailers	14	19.1
Generator	1	23
Mowers, Small engines	15	Unknown
Total	58	14.8

As the table shows, the age of the fleet is relatively advanced, indicating that unscheduled repairs may account for a disproportionate amount of Mechanic time. Heavy equipment, which is the largest single category in the table, has an average age of almost 15 years, indicating that the average life span of this category (loaders, backhoes, graders, etc.) may be as great as 30 years.

In interviews with Department staff, it is also clear that not all Mechanic time is classified as repair and maintenance. For example, the Mechanics also perform a large amount of rebuilding and fabricating of equipment. This may account for a large amount of the available time in the shop, and anecdotally it does. The question is whether this is a

productive use of Mechanic time, and whether the volume of this work justifies the retention of a Mechanic on staff to perform it. If, in fact, both Mechanics are engaged in “billable” time to work orders at least 80% to 85% of their available time, fabrication and rebuilding work may be a productive use of time, particularly if the hourly rates for the Town Mechanics are lower than that of local fabrication shops. However, if there is a significant amount of unbillable time, the Department should examine whether this unbilled time effectively results in an hourly rate for internal Mechanics that is greater than that of local shops that may be able to perform the fabrication and rebuilding work.

Recommendation:

The Vehicle Maintenance Shop is adequately staffed to accomplish a high level of maintenance and repair service to the Town’s vehicles and equipment.

9. The Town Should Adopt a Vehicle Replacement Plan.

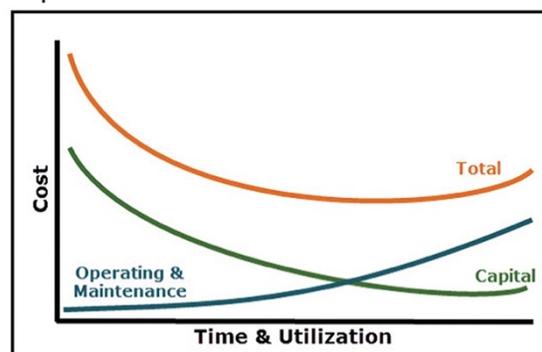
As was shown in the previous section of the report, the age of the Public Works fleet is relatively advanced. This may be creating a greater incidence of break-downs, with a related demand on Mechanic time. The average age of almost 15 years per unit in the Public Works fleet indicates that the Town has not sufficiently funded equipment replacement in recent years.

The foundation for a successful fleet replacement program is the development of reasonable replacement criteria. Replacement criteria are sets of parameters that initiate planning for the replacement of an asset. Fleet replacement parameters are set as time (months in service) and use (miles or engine hours) for each class of vehicle and equipment in the fleet.

Equipment capital costs tend to decline over time (because annual depreciation is highest in the initial years of ownership), while operating and maintenance costs increase. The combination of these two basic curve functions results in a “U-Shaped” total cost curve. The economic theory of vehicle and equipment replacement predicts that vehicles and equipment should ideally be replaced during the flat portion of the curve; that is, at the time annual operating costs begin to outweigh capital costs.

Replacing an asset at this point produces the lowest life-cycle costs. The chart to the right, which is from APWA’s publication “Managing Public Equipment”, illustrates this concept.

The total cost curve can vary significantly for different types of equipment. Factors that impact total costs and life-cycle timing include purchase prices, differences in operating



environments, utilization levels, maintenance practices, rates of depreciation, etc. Consequently, replacement criteria must be developed for all types of equipment in a fleet.

Once reasonable replacement cycles have been established an organization needs to develop a long-range replacement plan to facilitate budgeting for vehicles and equipment. Government organizations have three primary financing approaches available to them: cash appropriations each fiscal year, establishment of a reserve fund, and borrowing funds from capital markets. The reserve fund and debt approaches are generally better than use of cash because they spread the capital cost of vehicles over several years which makes budgeting for vehicle replacements easier from a fiscal perspective.

Analysis of the fleet indicates that the Police fleet is being replaced on a more routine basis, as the average age of the patrol fleet is about 4.4 years per vehicle. For a Town the size of Groton, this is a reasonable average age when considering that the older vehicles in the fleet are typically used as backups for newer units. However, the overall goal should be to place every vehicle in the fleet on a projected replacement cycle, and fund the replacement at the end of each unit's economic life cycle. The Town has not accumulated full costs of repair and maintenance of each category of equipment in the fleet, and therefore it is not possible to make sound cost-based decisions on the precise replacement points for each unit within each category. However, in the interim period until cost data are available through the institution of a work order system in the Shop, the Town may elect to begin with a set of guidelines for equipment replacement that are typical of other municipalities. The following table is offered as a starting point in determining that optimum replacement cycles in Groton.

Economic Life Cycles for Various Fleet Categories

Equipment Type	Years	Mileage
Automobiles		
Administrative	7	125,000
Emergency	4	125,000
Pursuit	4	110,000
Buses		
Buses	15	NA
Motorcycles		
Motorcycle	5	50,000
Non-Motorized		
Trailer, Cargo	10	NA
Trailer, Equipment Transport	15	
Trucks		
Animal Control	7	150,000
Bucket, under 45'	7	110,000
Bucket, over 45'	10	110,000
Crane	10	175,000
Dump, under 15 ton	8	175,000

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Equipment Type	Years	Mileage
Dump, over 15 ton	10	175,000
Pumper	15	NA
Ladder	15	NA
Flatbed/Stake Body	8	150,000
Pole Digger	12	150,000
Pickup, under 1 ton	6	150,000
Pickup, 1 ton and over	7	150,000
Tractor	10	250,000
Packer	7	150,000
Sewer Cleaner and Rodder	7	150,000
Utility Body	7	150,000
Vans		
Cargo and Passenger	6	150,000
Law Enforcement	5	125,000
Non-Rolling Stock		
Compressor, Air	8	NA
Boat	10	NA
Boat Motor	7	NA
Bulldozer	12	NA
Chipper	7	NA
Excavator	12	NA
Forklift	12	NA
Generator	10	NA
Grader	12	NA
Loader, Backhoe	10	NA
Loader, Front End	10	NA
Mower, Riding	7	NA
Mower, Self-Propelled	4	NA
Mower, Towed, Rotary	7	NA
Mower, Towed, Flail	7	NA
Pumps	5	NA
Roller, under 8 ton	6	NA
Roller, over 8 ton	8	NA
Scraper	10	NA
Sweeper, Street	6	NA
Tractor, Agricultural	10	NA
Tractor, Side Arm Mower	10	NA
Tractor, Flail Mower	10	NA
Trencher	7	NA
Utility Cart	6	NA

Recommendation:

The Town should adopt a vehicle replacement policy and fund replacements at the end of a vehicle's economic life cycle.

10. The Public Works Department Should Enhance Financial Controls over Items in Inventory.

Interviews in the Department indicate that as automotive parts and custodial supplies are purchased, they are either used immediately, or placed in stock for later use. In neither case does the Department record the receipt of an item into inventory or its ultimate use. Therefore, there are no records of the numbers or dollar values of items in inventory. This results in the inability to reconcile the physical inventory against financial records that indicate the number and values that should be present in the inventory.

The lack of a computerized maintenance management system inhibits the tracking of parts and supplies in the Department, but this should not prohibit it from implementing sound financial controls over its inventory. Until such time as a CMMS is purchased and installed, parts and supplies that are received into inventory should be entered into an electronic spreadsheet. As they are disbursed, their use should be documented both in the electronic spreadsheet as well as on a work order. At the end of the fiscal year, Department staff should physically count the parts in inventory, and reconcile the physical count against the count recorded in the electronic spreadsheet, with any differences reported to the Finance Department, along with an explanation as to any discrepancies.

Recommendation:

The Department should immediately begin to record the receipt and disbursement of parts and supplies in an electronic spreadsheet, and reconcile the counts against a physical inventory count on an annual basis.

11. The Transfer Station Should Convert the Part-Time Contractor Position to a Full Time Position.

The Town of Groton operates one of the few regional transfer stations in Massachusetts, and accepts recyclable materials and municipal solid waste (MSW) from Groton residents, and recyclable materials from the towns of Littleton and Dunstable. The Transfer Station is operated by a full time Foreman, a full time Equipment Operator and a 20-hour per week contract employee who performs a variety of customer service duties.

There are few comparable transfer stations and recycling centers with a similar operating profile to that of Groton. Most similarly-sized towns either do not operate a drop off center for recyclable materials and MSW, or if they do, they operate them by relying heavily on volunteers. In fact, the Town of Leicester operates its recycling center using an all-volunteer workforce.

Interviews and observations at the Groton Transfer Station indicate that there is a heavy workload, and this is driven in large part by the need to operate the two balers for

recyclables, which are located at the far end of the facility, the locations of which prohibit the Foreman or Equipment Operator from being able to view activity at the other end where most customer activity occurs. This is generally not problematic during the 20 hours in which the contract employee is present at the reception booth, but can be much more so during other hours. This situation could be addressed through the conversion of the part time contract employee to full time status.

This position conversion has the potential to not only address a workflow issue at the Transfer Station, but can also allow the Department to reduce, or eliminate, its reliance upon one of the two contractors it currently pays to plow snow. As a full time Town employee, the current contract worker at the Transfer Station could be directed to drive a truck to remove snow, thereby reducing or eliminating the payment to one of the two current contract truck drivers. Data indicate that the two contract drivers are compensated at the hourly rates of \$27.00 and \$28.00. Assuming that there are twelve snow events per year, and that the contract truck drivers work an average of four hours per event, this equates to an average compensation of between \$1,296 and \$1,344 per year, or an average of \$1,320.

The current contract employee at the Transfer Station is paid \$25 per hour for 20 hours per week, for a total of \$26,000 annually. Converting this position to a full time "Landfill Checker" position classification is estimated to cost \$20 per hour, and will be eligible for fringe benefits, estimated at 40% of direct salary. The total compensation, including benefits, at 40 hours per week, is estimated to be approximately \$58,240, or about \$32,240 more than the incumbent is paid for part time employment currently. This differential is partially offset by the estimated savings of about \$1,320 per year that is currently paid to one of the contract snow removal drivers, for a net cost of about \$30,920.

The benefits to the Transfer Station from the conversion include the following:

- It allows the Transfer Station Foreman and Equipment Operator to remain focused throughout the day on operational issues such as running the balers, operating the backhoe and loader to move and transport recyclable materials and MSW.
- It allows the Foreman to coordinate equipment repairs and maintenance with the Mechanics, who are co-located on the premises.
- It allows the Department to reduce or eliminate its reliance upon one of the two contract drivers during snow and ice events.

Clearly, however, there are additional costs associated with the conversion of the contract position to full time, and these must be weighed against the benefits listed above. One mitigating factor in this evaluation is that the Automotive Mechanics are co-located with the Transfer Station personnel, and can be utilized to cover for the contract position during

heavy customer traffic. The project team has demonstrated in a previous section of this report that one of the two Mechanic positions may have excess capacity, and can be used to cover during times of need at the Transfer Station with minimal risk to the equipment repair operation. The use of this position for this purpose does, however, leave one Mechanic position at the shop during these times, and a one-person equipment operation presents some risk that an accident could occur which would go unnoticed for some duration of time.

Given the advantages and disadvantages presented above, the project team recommends that the Town convert the current contract employee at the Transfer Station from part time to full time status.

Recommendation:

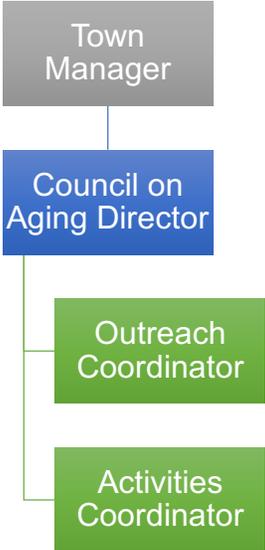
Convert the part-time contract position at the Transfer Station to full-time status.

11. Senior Center

This chapter presents the process and results of the project team’s analysis of the Council on Aging/Senior Center’s workloads, service levels, and staffing.

1. Organization of the Senior Center

The Groton Senior Center, in conjunction with the Town’s Council on Aging (COA) is responsible for coordinating and carrying out programs designed to enrich the lives, and meet the needs of, Groton’s senior population. The organizational structure and reporting relationships of the Groton Senior Center is presented in following chart.



2. The Senior Center Should Retain Its Current Levels of Staffing

In order to place the current staffing levels of the Town of Groton’s Council on Aging / Senior Center within the context of appropriate staffing levels statewide, the project team developed a list of Massachusetts municipalities having populations of between 8,900 and 11,300 (the population of Groton falls within this range, at 10,646 in 2010) and reviewed the Senior Center structures in these locations. The table below provides the results of the survey (please note that these figures do not include dedicated transportation staff).

Municipality	Population	Full-Time Staff	Part-Time Staff
Norwell	10,506	1	2
Littleton	8,924	3	0
Average	10,585	1.5	1.44
Groton	10,646	3	0
Hull	10,106	1	2
Leicester	10,970	1	2
Holbrook	10,791	1	1
Carver	11,509	1	2
Norfolk	11,227	1	2.5

Some notes regarding the table above include the following:

- There is no direct relationship between the population size and number of full-time vs. part-time staff levels.
- All but one of the eight surveyed communities use three people for the primary roles of Director, Outreach, and Activity/Programming Coordination. The primary difference between communities is whether the non-Director roles are filled with part-time or full-time personnel.

It can be seen in the table above that the Town of Groton’s Council on Aging / Senior Center functions are on the higher end of the expected range of staffing levels within the surveyed communities. Relative to the ratio of employees per thousand residents within the Town of Groton, however, the Senior Center is well within the range of other Town Departments.

The project team believes that the staffing of the Senior Center, and the responsibilities of the Council on Aging, are on the higher end of the expected levels and structure of staffing for a community of its size and activity.

Recommendation:

Maintain the current staffing level of three (3) full-time employees, including dedicated full-time personnel for Outreach and Activities coordination.

3. The Senior Center Should Conduct a Needs Assessment to Develop Strategies That Enhance Awareness of the Services It Provides.

This section of the chapter analyzes the management of operations within the Council on Aging and Groton Senior Center. Although the issues discussed in the section may contain recommendations which impact the duties for which staff are responsible, they do not directly address the level of staffing necessary in the Department.

The study team conducted a community survey about the level of satisfaction related to a variety of Town services and departments. Some departments, such as the Library and Police Department, received responses from larger percentages of those surveyed, presumably because of the community-wide nature of the service they provide. (The Library data were based on 375 responses, and the Police Department, 351). The Senior Center, in contrast, received the fewest responses of any Department or service surveyed, with only 149.

Within that response universe, the Senior Center received a more diverse set of responses than most other Departments:

- Asked, “Based on all of your experiences with Town services, how would you rate the overall quality of these services,” 23% said “excellent”, 46% said “good”, 21% said “fair”, and 10% said “poor”.
- Of the 12 Town functions surveyed, the Senior Center was 7th in the percentage of those saying “excellent”; tied for 3rd in percentage of those saying “good”; 6th in the percentage of those saying “fair”; and 3rd in the percentage of those saying “poor”. This is an unusual distribution – in most other cases, there is a clear pattern towards high, average, or poor ratings.

As part of the community survey, another question asked, “In your opinion, do you believe the following Town services represent good value for your tax dollar?” 221 responded specifically to the Senior Center question, with 67% saying it represented “good value”, and 33% saying it represented “poor value”:

- In terms of the universe of respondents, significantly more residents provided an opinion relating to the Senior Center delivering “good value” vs “poor value” than responded to the question about their experience with the Senior Center.
- With the exception of the Country Club, which was almost exactly split on the question of “good value” / “poor value”, there was a very strong correlation between the number of respondents to this question, and the percentage that responded that a given service provided “good value”. The more residents that expressed their view, the higher the “good value” percentage was.

The community is involved in a conversation about the future building and infrastructure needs of the Senior Center, including whether to remain at the current location, or to move to a different (new or renovated) building. In making this determination, the project team suggests that the Groton Council on Aging continue its process of identifying opportunities to improve resident satisfaction, given that a meaningful – though not alarming – percentage of respondents expressed relative dissatisfaction with the Senior Center. In

addition, given the relatively small percentage of Town's total population that uses the Senior Center and the services provided through the COA, building awareness community-wide will be critically important as capital decisions are made.

Recommendation:

Perform a detailed needs assessment of the Senior Center and associated services with the COA, and develop strategies for community outreach which build awareness beyond traditional users of these services.

Appendix A – Profile of Town Departments

This document provides a descriptive profile of the Departments that comprise the government of the Town of Groton. The purpose of the descriptive profile is to document the project team's understanding of the current organization, staffing, operations and costs of the services provided by the Town. The information in this profile was developed based on the work conducted by the project team, including interviews with key Departmental staff and collection of data to document staffing, workload, effectiveness, expenses, and organizational structure.

The descriptive profile does not attempt to include every organizational and operational facet of each department, but rather provides an overview, and serves as the baseline against which any recommendations made in the final report can be compared to demonstrate the change in organizational structure, staffing or operational practice.

The structure of this descriptive profile is as follows:

- An introduction to each Department, including a summary of their purposes and functions.
- Summary of personnel in each division, including a table of staffing levels and an organizational chart.
- Descriptions of key roles and responsibilities of staff in each Department's programmatic areas, providing the basic nature of each assigned position.

Information contained in this descriptive profile formed the foundation for the analysis of issues during subsequent stages of the project.

1. TOWN BUDGET

The FY17 and FY18 Town budgets are presented in the table below.

Category	FY 17	FY 18	Change	% Change
General Government	\$1,889,183	\$1,919,980	\$30,797	1.63%
Land Use	\$425,575	\$434,948	\$9,373	2.20%
Protection of Persons and Property	\$3,677,815	\$3,766,073	\$88,258	2.40%
Public Works	\$2,114,413	\$2,136,809	\$22,396	1.06%
Library	\$1,565,030	\$1,569,350	\$4,320	0.28%
Debt Service	\$1,282,713	\$1,210,119	(\$72,594)	(5.66%)
Employee Benefits	\$3,592,512	\$3,842,510	\$249,998	6.96%
Total	\$14,547,241	\$14,879,788	\$332,547	2.29%

2. CLERK'S OFFICE

The Office of the Town Clerk is responsible for the efficient and effective administration of local elections, the issuance of various licenses, the proper notification and adherence to procedure for Town legislative activity, the legal and prompt access to public records, and various other functions.

(1) Organizational Structure

The organizational structure and reporting relationships of the Office of the Town Clerk is presented in the following chart.



(2) Key Roles and Responsibilities

The following table provides a description of the key roles and responsibilities of each position in the Office of the Town Clerk. The table below is not intended to provide a “job description” level of detail, but to summarize the project team’s understanding of the functions performed by each position.

KEY ROLES AND RESPONSIBILITIES –OFFICE OF THE TOWN CLERK		
Position Title	Authorized (vacant)	Key Roles and Responsibilities
Town Clerk	1.0 (0.0)	<ul style="list-style-type: none"> • Oversees all voter and census information, including preparing, recording, and following bylaws for Town Meeting; periodic re-precincting; administering early voting; and voter registration maintenance • Conducts customer service throughout each day, including phones, walk-in, and formal FOIA requests; these requests include genealogical, notary, dog registrations, residency, and general information • Provides certificates for marriage, births, death, burial, and certified copies • Acts as a Town Hall administrator for such functions as room scheduling, meeting postings, ZBA and Planning Board filings, appointments, meeting postings, and other functions within Town Hall • Liaisons with Commonwealth for Conflicts of Interest, Campaign Finance, early voting figures and other disclosures • Elected position, three-year term • Reports to the Town Manager
Assistant Town Clerk	1.0 (0.0)	<ul style="list-style-type: none"> • Two PT positions, 20 hours per week; one works M/Tu/Th, the second works M/W/F • Handles front desk responsibilities, including most walk-in requests, answering phone • Assists Town Clerk with updating voter registration, census requirements • Assists Town Clerk with vital records requests and updates • Reports to Town Clerk

3. COUNTRY CLUB

The Country Club, formerly owned by Wang, and purchased by the Town of Groton in the mid-1990s, offers a nine-hole golf course, driving range, a heated Olympic-sized pool, a tavern pub and grill, summer camp programs, golf camps and a reception hall facility for weddings, parties and other event types. The Country Club is open to the public, and also offers memberships for both the golf course and the pool. The Country Club is operated by the Town as an enterprise fund.

(1) Organizational Structure

The organizational structure and reporting relationships of the Groton Country Club is

presented in the following chart.



(2) Key Roles and Responsibilities

The following table provides a description of the key roles and responsibilities of each position at the Groton Country Club. The table below is not intended to provide a “job description” level of detail, but to summarize the project team’s understanding of the functions performed by each position.

KEY ROLES AND RESPONSIBILITIES – COUNTRY CLUB		
Position Title	Authorized (vacant)	Key Roles and Responsibilities
ADMINISTRATION		
General Manager and Head Golf Professional	1.0 (0.0)	<ul style="list-style-type: none"> • Oversees all operations at the Country Club • Markets the Country Club to the public; interacts with patrons, contractors, Town officials, and others • Inspects the golf course, range and pool and develops capital requests to upgrade facilities, as well as to repair deficiencies • Directs the overall maintenance of the golf course and the pool • Develops budget for the Country Club, monitors expenses and revenues. • Reports to the Town Manager
Administrative Assistant	0.5 (0.0)	<ul style="list-style-type: none"> • Processes Country Club memberships • Administers the golf camp, takes registrations • Coordinates with the food vendor to ensure that there is sufficient food for camps • Sells greens fees, carts, range balls • Position is shared with the Department of Public Works
GOLF COURSE		
Golf Course Superintendent	1.0 (0.0)	<ul style="list-style-type: none"> • Monitors conditions of greens and fairways and, in consultation with Head Pro, implements strategies to maintain the course in playable condition • Maintains greens and fairways at the nine-hole course • Ensures that mowers and other equipment are maintained in proper condition
Seasonal Helper	0.5 (0.0)	<ul style="list-style-type: none"> • Mows fairways, greens, cuts holes, waters course, aerates greens.
AQUATICS AND CAMPS		

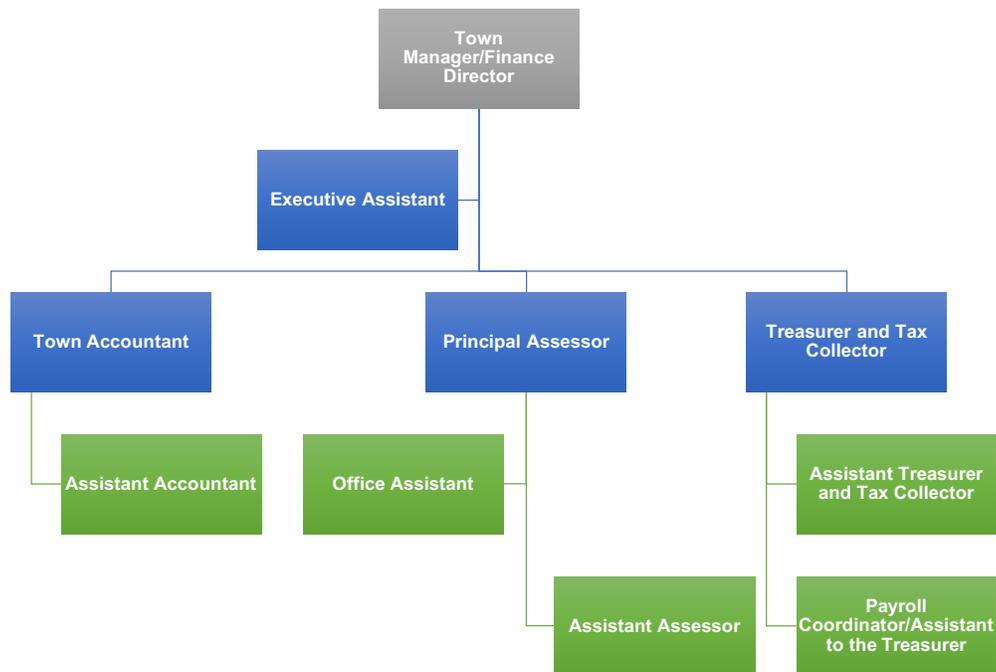
Aquatics and Camp Director	0.7 (0.0)	<ul style="list-style-type: none"> • Works from January through Labor Day each year • Position is an independent contractor • Develops advertising and brochures • Interviews and hires seasonal staff • Coordinates with contractor to open and close the pool each year, and to obtain needed repairs • Trains lifeguards and schedules coverage for the pool • Schedules the Swim Team use of the pool • Coordinates with Senior Center for their use of the pool • Enforces pool regulations • Reports to the General Manager/Head Pro
Seasonal Staff	Variable	<ul style="list-style-type: none"> • Primarily serve as lifeguards at pool • Test chlorine levels, alkalinity, pH of pool water • Check in campers at the pool • Sell day passes at pool; run credit cards

4. FINANCE DEPARTMENT

The Finance Department is made up of three roles: the Town Accountant, the Principal Assessor, and the Tax Collector and Treasurer. The Accountant handles all accounts payable and receivable, budget tracking and accounting for all governmental funds; the Assessor’s office works with an elected Board of Assessors, handling abatement requests, sales verifications, and the legally-required assessment of all properties every ten years; and the Treasurer & Collector’s duties include managing the various funds, maintaining the Town’s AAA bond rating, overseeing the collection process for accounts receivable; and keeping pension and other funds within legal and suggested best practice guidelines.

(1) Organizational Structure

The organizational structure and reporting relationships of the Finance Department is presented in the following chart.



(2) Key Roles and Responsibilities

The following table provides a description of the key roles and responsibilities of each position in Finance Department. The table below is not intended to provide a “job description” level of detail, but to summarize the project team’s understanding of the functions performed by each position.

KEY ROLES AND RESPONSIBILITIES – FINANCE DEPARTMENT		
Position Title	Authorized (vacant)	Key Roles and Responsibilities
ADMINISTRATION		
Town Manager/Finance Director	1.0 (0.0)	<ul style="list-style-type: none"> • The Town Manager serves a dual role as Town Finance Director • Oversees the activities of the Town Accountant, Assessor and Treasurer/Collector • In concert with the Town's Finance Team, which includes the Finance Director, Accountant, Assessor, Treasurer/Collector and Human Resources Director, develops and institutes financial policies and controls in the Town. • • Under the direction of the Finance Committee and Board of Selectmen, develops the Town's operating and capital budgets. • Develops long-range financial plans • Serves as the Town's Chief Procurement Officer, enforcing State and local procurement laws, regulations and ordinances • Assists in issuing passports at front counter
Executive Assistant	1.0 (0.0)	<ul style="list-style-type: none"> • Assists the Town Manager in in managing all Town Affairs and Selectmen's Office
ACCOUNTANT		
Town Accountant	1.0 (0.0)	<ul style="list-style-type: none"> • Receives all departmental accounting data for data entry and reconciliation • Responsible for final accuracy of all data related to departmental accounting • Meets with Department heads monthly, additionally as needed • Compiles monthly finance reports for Board of Selectmen • Tracks and manages budget information systems • Responsible for all payroll and expense warrants. • Reports to the Town Manager
Assistant Town Accountant	.75 (0.0)	<ul style="list-style-type: none"> • Works 30 hours per week • Inputs all accounts payable, posts all credits • Performs monthly reconciliations • Assists in monthly and annual closing procedures • Reports to Town Accountant
ASSESSOR		

TOWN OF GROTON, MASSACHUSETTS
Operational Assessment of Town Departments

Principal Assessor	1.0 (0.0)	<ul style="list-style-type: none"> • Works closely with elected Board of Assessors • Engages in abatement requests • Handles auto registration (excise tax) collection; typically, reviews documents showing a vehicle has been relinquished in order to receive an abatement • Conducts sales verification inspections each spring, preceded by letters sent to addresses • Conducts all residential assessments in-house, using Vision software; commercial is contracted out. • Required to visit all residential properties once every 10 years; schedules staggered visits each year • Reports to the Town Manager
Assistant Town Assessor	1.0 (0.0)	<ul style="list-style-type: none"> • Works 35 hours per week • Inputs most data related to property updates • Assists Town Assessor with desk work (phone and in-person visits) • Assists Town Assessor with in-person assessment visits • Reports to Town Assessor
Office Assistant, Assessor's Office	0.5 (0.0)	<ul style="list-style-type: none"> • Part-time position • Assists with data input and customer service (phone and in-person) • Position recently reinstated; previously in place, removed from budget after previous person retired • Reports to Town Assessor
TREASURER AND TAX COLLECTOR		
Treasurer and Tax Collector	1.0 (0.0)	<ul style="list-style-type: none"> • FT; Works 40 hours per week • Responsible for cash flow and debt service administration • Coordinates tax billing • Manages the Town's debt • Establishes and enforces past due collection practices and procedures • Oversees array of funds and accounts, including Tax Title Administration and Postings, Tax Title Payoffs, Registry of Deeds Recordings, several Town trust funds • Reports to the Town Manager
Assistant Treasurer and Tax Collector	1.0 (0.0)	<ul style="list-style-type: none"> • FT; Works 39 hours per week • Scans checks received, and processes invoices, reversals, and tax files • Processes various streams of receipts, including cash; periodic runs to bank for deposits • Covers phone and customer service window • Reports to Treasurer & Tax Collector

Payroll Coordinator/Assistant to the Treasurer	1.0 (0.0)	<ul style="list-style-type: none"> • Effectively FT; 35 hours per week • Processes all payroll; typically starts Friday, finishes input on Monday, uploads on Tuesdays, receives checks on Wednesday • Answers HR and employee questions relating to payroll regularly • Covers phone and customer service window • Assists with cash receipts and check scanning • Assists with monthly closeouts for departmental reports • Reports to the Treasurer and Tax Collector
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5. HUMAN RESOURCES DEPARTMENT

The Human Resources Department provides comprehensive personnel support services to all Town departments. Services provided include benefits management and negotiation, recruitment, annual reviews, employee training, and the town’s retired town employees’ benefits.

(1) Organizational Structure

The organizational structure and reporting relationships of the Human Resources Department are presented in the following chart.



(2) Key Roles and Responsibilities

The following table provides a description of the key roles and responsibilities of the position in the Human Resources Department. The table below is not intended to provide a “job description” level of detail, but to summarize the project team’s understanding of the functions performed by the position.

KEY ROLES AND RESPONSIBILITIES –HUMAN RESOURCES DEPARTMENT		
Position Title	Authorized (vacant)	Key Roles and Responsibilities
Human Resources Director	1.0 (0.0)	<ul style="list-style-type: none"> • Oversees all benefits for Town’s employees, including medical, as part of 17-town regional purchasing group and dental, long-term disability • Manages recruitment process for Town positions • Maintains and reviews all employee policies and procedures • Oversees all retiree benefits • Works closely with Treasury on payroll procedures, confirming any payroll or benefits changes • Insures all employees schedule and complete annual reviews; signs off on final draft of all annual reviews • Serves as member of the Town Manager’s Finance Team • Organizes all training for Town employees, including driving training for public safety and DPW; sexual harassment training, etc • Conducts all exit interviews • Reports to the Town Manager

6. INFORMATION TECHNOLOGY

The Office of Information Technology is responsible for the maintaining, troubleshooting, upgrading, and security of Town government’s information technology, including communications, hardware and software.

(1) Organizational Structure

The organizational structure and reporting relationships of the Office of Information Technology is presented in the following chart.



(2) Key Roles and Responsibilities

The following table provides a description of the key roles and responsibilities of each position in the Office of Information Technology. The table below is not intended to provide a “job description” level of detail, but to summarize the project team’s understanding of the functions performed by each position.

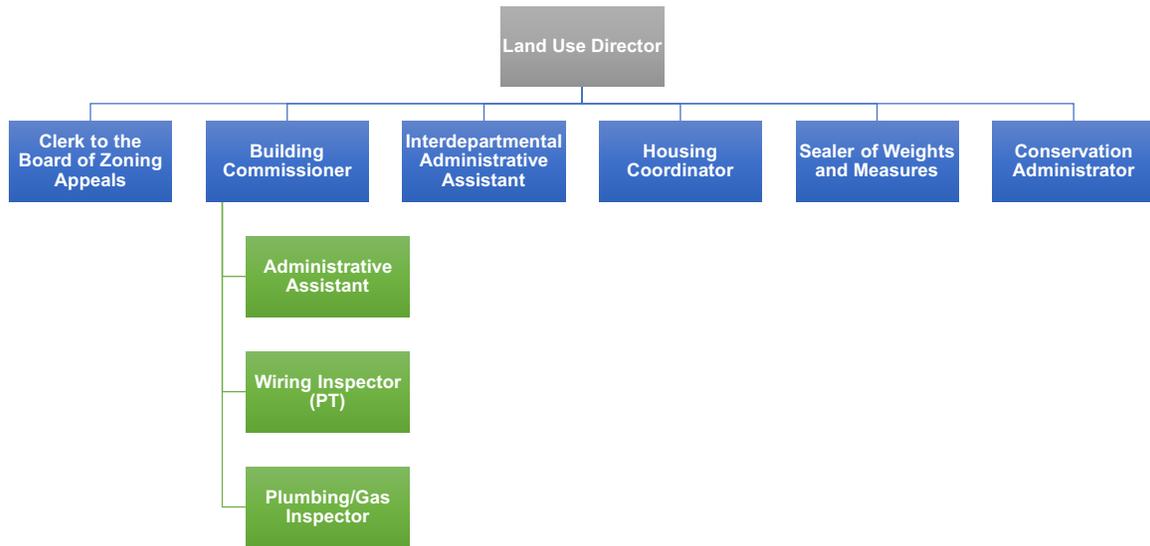
KEY ROLES AND RESPONSIBILITIES – OFFICE OF THE INFORMATION TECHNOLOGY		
Position Title	Authorized (vacant)	Key Roles and Responsibilities
Information Technology Director	1.0 (0.0)	<ul style="list-style-type: none"> • Handles all area networks, including Town Hall and public safety departments; acts as 24/7 responder (via cell phone) for public safety • Troubleshoots Town government technology problems, including software, hardware, telecommunications questions • Develops, oversees, and makes purchases for Town’s technology upgrades and replacements • Regularly reviews technology and communications purchasing opportunities for efficiency, including consolidation of cell phone and data plans, hardware procurement • As time allows, building capacity to move “in-person” services to online for residents, including permitting <ul style="list-style-type: none"> • Web developer for various Town departmental web pages • Non-unionized position • Reports to the Town Manager
Desktop Support Specialist	1.0 (0.0)	<ul style="list-style-type: none"> • Troubleshoots problems and answers questions for all town departments, remotely or in person, as case requires • Aids Information Technology Director with projects, including web development, as requested • Reports to Information Technology Director

7. LAND USE DEPARTMENT

The Land Use Department provides a variety of services that are generally provided by single employees, with some clerical assistance, and some basic assistance from other staff in the Department. These services include planning, development review, grant writing, assistance to Conservation Commission, Board of Health, Zoning Board of Appeals, Conservation Preservation Committee, Housing Commission and Parks Board. The Department also investigates code violations, issues building permits and conducts inspections of buildings ensuring compliance with the Building Code.

(1) Organizational Structure

The organizational structure and reporting relationships of the Land Use Department are presented in following chart.



The following table provides a description of the key roles and responsibilities of each position in the Land Use Department. The table below is not intended to provide a “job description” level of detail, but to summarize the project team’s understanding of the functions performed by each position.

TOWN OF GROTON, MASSACHUSETTS
Operational Assessment of Town Departments

KEY ROLES AND RESPONSIBILITIES – LAND USE DEPARTMENT		
Position Title	Authorized (vacant)	Key Roles and Responsibilities
PLANNING		
Land Use Director	1.0 (0.0)	<ul style="list-style-type: none"> Oversees Departmental operation, policy decisions, and strategic direction. Meets with developers, engineers, attorneys, etc., on development proposals Provides comments on proposals Makes recommendations to the Planning Board on proposed developments Writes grants Conducts demographic and other studies Convenes the Land Use Committee as required, to receive comments from Police, Fire, Water/Sewer, Conservation on conceptual plans. Notifies abutters of properties affected by proposed development Reports to the Town Manager
BOARD OF ZONING APPEALS		
Clerk to the Board of Zoning Appeals	1.0 (0.0)	<ul style="list-style-type: none"> Position works 15 hours per week (up to 780 hours per year) Provides clerical and administrative support to the Board of Zoning Appeals Receives applications for appeal; schedules hearings; writes decisions of the ZBA; files decision. Takes minutes at meetings of ZBA Assists others in the office by answering phones Reports to the Land Use Director
BUILDING		
Building Commissioner	1.0 (0.0)	<ul style="list-style-type: none"> Performs plan reviews and commercial and residential structural inspections (e.g., footing, foundation, framing, to ensure conformance with Building Code Serves as the Town’s Code Enforcement Officer Serves as the Town’s Architectural Access Board Coordinator Communicates with part time inspectors, and ensures that they conduct inspections in a timely and accurate manner Reports to the Land Use Director
Administrative Assistant	1.0 (0.0)	<ul style="list-style-type: none"> Receives requests for building inspections and transmit to appropriate inspector Issues and files building permits Reports to the Building Commissioner

KEY ROLES AND RESPONSIBILITIES – LAND USE DEPARTMENT		
Position Title	Authorized (vacant)	Key Roles and Responsibilities
Wiring Inspector	0.5 (0.0)	<ul style="list-style-type: none"> Performs plan review and commercial and residential electrical inspections Reports to the Building Commissioner
Plumbing/Gas Inspector	0.5 (0.0)	<ul style="list-style-type: none"> Performs plan review and commercial and residential plumbing and gas inspections Reports to the Building Commissioner
BOARD OF HEALTH AND CONSERVATION PRESERVATION COMMISSION		
Interdepartmental Administrative Assistant	1.0 (0.0)	<ul style="list-style-type: none"> Provides clerical and administrative support to the Board of Health and the Conservation Preservation Commission (CPC); provides assistance to the Town’s contracted Conservation Agent (through Nashoba Valley Associated Bds of Health) Assists customers on phone and in person with questions related to septic systems, water quality, etc Receives tenant complaints, animal concerns Coordinates with property owners in appearing before the Board of Health Takes minutes of Board Meetings Upon Board approval of variances, creates variance letter and records letter at Registry of Deeds. Issues permits for septic installations; files certificates of compliance after approval at inspection. Receives applications for CPC; processes invoices; communicates with project managers on invoices; transmits information to the CPC. Processes applications for passports Issues permits for Main Street banners Assists Town Planner, Conservation Agent, Town Manager, Board of Selectmen’s Office. Reports to Land Use Director
HOUSING AND PARKS		

KEY ROLES AND RESPONSIBILITIES – LAND USE DEPARTMENT		
Position Title	Authorized (vacant)	Key Roles and Responsibilities
Housing Coordinator	0.5 (0.0)	<ul style="list-style-type: none"> • Position works 25 hours per week for Affordable Housing Trust and two (2) hours per week for Park Commission. For Housing responsibilities, the position is funded by the Community Preservation Act grant. • Takes notes at monthly Affordable Housing Trust meeting and monthly Park Commission meeting • Receives field use permit requests and forwards to Parks Board members; ensures that applicants show proof of insurance. • Assists the Affordable Housing Trust • Communicates with the State Department of Housing • Monitors whether developers adhere to the incentives to provide affordable housing • Receives tenant complaints and emergency housing issues • Reports to the Land Use Director
WEIGHTS AND MEASURES		
Sealer of Weights and Measures	As Needed	<ul style="list-style-type: none"> • Performs all statutory duties of the position
CONSERVATION		
Conservation Administrator	1.0 (0.0)	<ul style="list-style-type: none"> • Supports the Conservation Commission on watershed protection, Wetlands Protection Acts, conservation lands. • Receives wetlands permits for landscaping, construction, extension home work, septic system upgrades, etc. • Generates custom maps in GIS for, e.g., number of undeveloped properties greater than 10 acres in Town. • Attends meetings of the Conservation Commissions; takes minutes at meetings • Manages approximately 2,000 Town-owned acres; coordinates volunteer trail maintenance; procures and oversees contract of mowing of fields • Manages the Sargison Beach property; oversees Water Safety Budget for the Beach (lifeguards, park rangers, etc.) • Reports to the Land Use Director

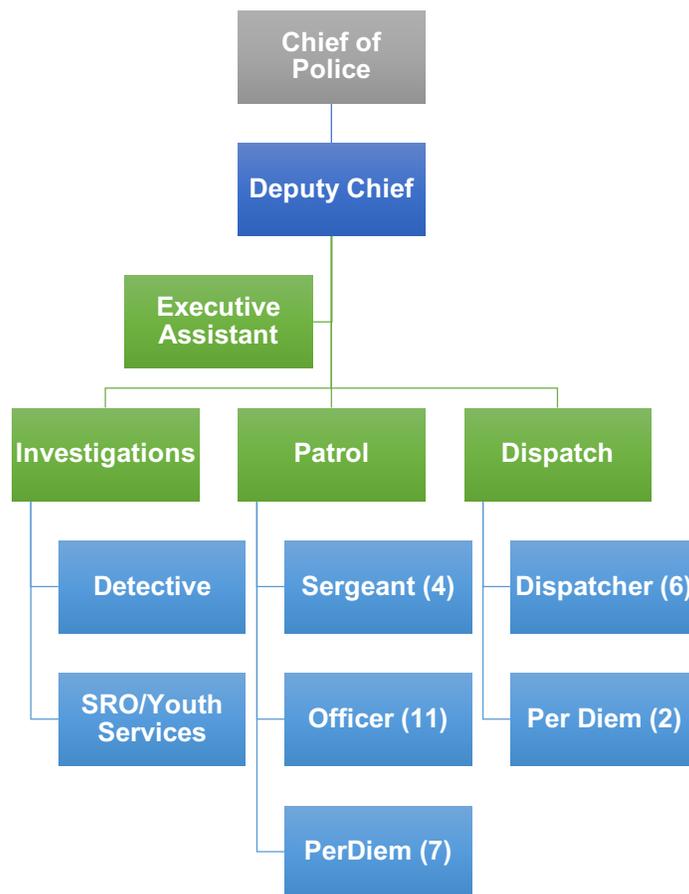
8. POLICE DEPARTMENT

The goals of the Groton Police Department and staff are the protection of life and property,

to prevent crime, to preserve the public peace, enforce all applicable criminal, traffic, municipal and other laws and ordinances, and to arrest violators. The primary functions of this Department are receiving and responding to calls for service, involvement in community policing activities, and investigations of crimes.

(1) Organizational Structure

The organizational structure and reporting relationships of the Groton Police Department is presented in following chart.



(2) Key Roles and Responsibilities

The following table provides a description of the key roles and responsibilities of each position at the Groton Police Department. The table below is not intended to provide a “job description” level of detail, but to summarize the project team’s understanding of the functions performed by each position.

KEY ROLES AND RESPONSIBILITIES – POLICE DEPARTMENT		
Position Title	Authorized (vacant)	Key Roles and Responsibilities
ADMINISTRATION		
Police Chief	1.0 (0.0)	<ul style="list-style-type: none"> • Provides overall executive management and direction of the Police Department resources and activities. • Collaborates closely with the Board and Town Manager in order to meet the goals and objectives set forth by the adopted policies. • Collaborates with other City Departments regarding budget development and expenditures, information technology, etc. • Meets with various external stakeholders on community and business issues, and ensuring the Police Department meets public expectations.
Deputy Chief	1.0 (0.0)	<ul style="list-style-type: none"> • Administrative and operations commander. • Second in command for the Department and fills in for the Chief as necessary. • Will fill in on Patrol regularly and as needed; provides guidance to patrol staff. • Reviews incidents and media logs. • Department instructor on a variety of topics (e.g., active shooter). • Manages grants. • Assists in the development of the Department budget • Conducts traffic surveys and investigates accidents. • Supervises the Detective and the Patrol Sergeants. • Evidence room supervisor. • Conducts background investigations when needed. • Conducts internal affairs investigations. • Strategic plan facilitator.
Executive Assistant	1.0 (0.0)	<ul style="list-style-type: none"> • Works FT, M-F, 8am to 4pm; 37.5 hours per week • Takes general calls into Police Department • Completes all report requests, including crash reports for insurance; linked with IMC Dispatch database • Completes record requests for FOIA, background checks, DCF • Matron for female prisoners • Handles social media for department, including sending out Code Red for missing children, cooling and warming stations • Processes paperwork for weekend court cases on Monday mornings • Organizes several annual community events on behalf of Police Department, including two Groton road races, annual town barbeque, senior events in conjunction with Council on Aging.

KEY ROLES AND RESPONSIBILITIES – POLICE DEPARTMENT		
Position Title	Authorized (vacant)	Key Roles and Responsibilities
INVESTIGATIONS		
Detective (Police Officer)	1.0 (1.0) 1 PT shared with patrol	<ul style="list-style-type: none"> • Works M-F while serving as FT Detective, 8am to 4pm; 37.5 hours per week; as PT Detective, works patrol shift of 4-on, 2-off • Oversees payroll, including matching timesheets to scheduled hours. • Writes grants for patrol and detective-related hardware • Acts as Field Training Officer for new patrol officers • Manages property room; if on patrol, will keep radio while working in property room • Manages cruiser maintenance, including budgeting replacement vehicle schedule, quotes for repairs and maintenance • Conducts background checks for non-education employees • Manages sex offender registration • Completes concealed-carry permitting process • Delivers evidence to Sudbury state lab (drugs, blood, fingerprints) and Maynard lab (firearms) • When Lead Detective is on duty, assists on major cases, including checking pawn shops, review of surveillance cameras • Currently (February 2017) there are about 10 open cases, of which about three are active cases assigned to the Department’s detectives • Reports to Deputy Chief

KEY ROLES AND RESPONSIBILITIES – POLICE DEPARTMENT		
Position Title	Authorized (vacant)	Key Roles and Responsibilities
School Resource Officer (Part Time Detective)	1.0 (0.0)	<ul style="list-style-type: none"> • Works M-F, 7:30 to 3:30; 37.5 hours per week • Acts as chief juvenile detective • Acts as chief sexual assault investigator • Creates and runs emergency management program, drills, and training with all Groton schools (public and private) • Conducts weekly check-ins with two elementary schools (Groton and Dunstable) • Conducts check-ins with local private schools 1-2 times per month (includes private middle and high schools) • Maintains primary contact with Middle School leadership and students, split between 5th/6th grade Assistant Principal and 7th/8th grade Assistant Principal; primary location during day • Daily visit to High School to work with students and administrators, including running locally-funded DARE program • Writes grants for school resources (primarily during summer months) • Reports to Deputy Chief
PATROL		
Sergeant	4.0 (0.0)	<ul style="list-style-type: none"> • This position is responsible for overseeing the three patrol shifts of the Department, A.M., Day and P.M. shifts. • Serves as shift supervisor while on-duty, observes officers on calls as well as responds as back-up to selected calls for service. • Position also involved in shift and personnel administration. • Works 4-on, 2-off schedules, Work 8-hour shifts starting at 7:00am, 3:00pm, and 11:00pm • Each Sergeant has a variety of collateral administrative duties: <ul style="list-style-type: none"> – Computer administrator, dispatch, evidence room – Accreditation, NIBRS, forms, inspections – Investigations, bikes, reserves, grants – Training, motors, vehicle maintenance, equipment, scheduling

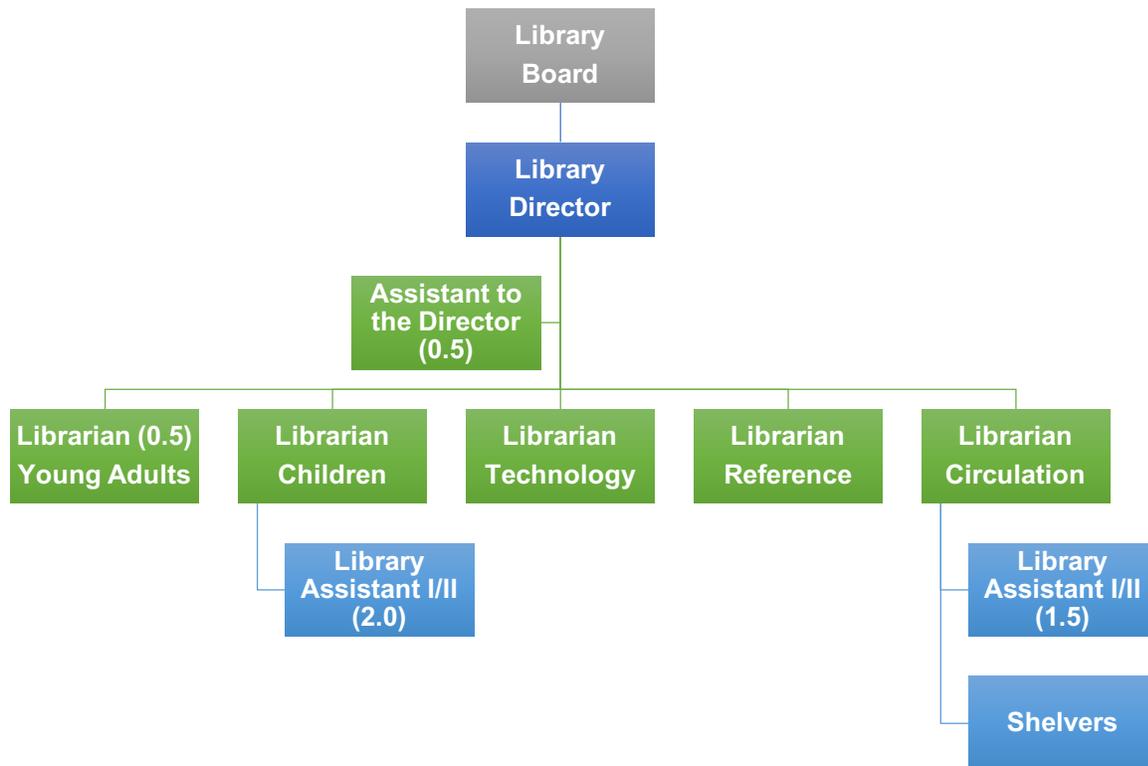
KEY ROLES AND RESPONSIBILITIES – POLICE DEPARTMENT		
Position Title	Authorized (vacant)	Key Roles and Responsibilities
Police Officer	11.0 FT (0.0) 7 PT	<ul style="list-style-type: none"> • Works 4-on, 2-off schedules, Work 8-hour shifts starting at 7:00am, 3:00pm, and 11:00pm • Patrol overseen by a Sergeant and a minimum of two officers (though try to have three officers when possible); four shifts • Responds to calls for service and emergency incidents, completing reports as needed. • One is the SRO; the PT Detective also performs patrol among other roles; one is K9 officer • Patrol officers (minimum two per shift) each cover one of town’s two patrol zones; one zone includes local high school, with emphasis on start and end times as they relate to calming speeds within school zones; other includes most heavily-trafficked road of town, particularly at peak traffic times • Officers certified in AED and 1st Responder training • Selected officers are certified instructors in defensive tactics, firearms and taser, and field training
DISPATCH		
Dispatcher	6.0 (1.0) 2 PT	<ul style="list-style-type: none"> • Handles public safety (i.e., police, fire and emergency medical) emergency communications for Groton in addition to Dunstable on contract. Also handle other communications for Town services after hours. • Responsible for dispatching emergency personnel and equipment for law enforcement related responses. • Receives 911 and 7 digit calls. • Dispatches and monitors field units. • Works 4-on, 2-off schedules, Works 8-hour shifts starting at 7:00am, 3:00pm, and 11:00pm

9. PUBLIC LIBRARY

The Groton Public Library provides free access to collections, services, and programs intended to enrich the lives of those in the community, and to do so in a professional, friendly and confidential environment which promotes the benefits of reading and lifelong learning.

(1) Organizational Structure

The organizational structure and reporting relationships of the Groton Public Library are presented in the following charts.



(2) Key Roles and Responsibilities

The following table provides a description of the key roles and responsibilities of each position at the Groton Public Library. The table below is not intended to provide a “job description” level of detail, but to summarize the project team’s understanding of the functions performed by each position.

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KEY ROLES AND RESPONSIBILITIES – GROTON PUBLIC LIBRARY		
Position Title	Authorized (vacant)	Key Roles and Responsibilities
Library Director	1.0 (0.0)	<ul style="list-style-type: none"> • Directs and manages the Groton Public Library system. Overall responsibility for Library policies and procedures, working with the Library Board of in their development. • Supervises staff – directly for other managers in the Library; indirectly for non-management staff. • Plans future library programs, services and collections. • Works with community groups to monitor community needs as they relate to library services. • Directly supports the Library’s Board of Trustees. • Coordinates programs, services and collections with other libraries in the region. • Overall responsibility for the Library operating and capital budgets (development, monitoring, etc.).
Assistant to the Library Director	.5 (0.0)	<ul style="list-style-type: none"> • Works Tu-Th, 8am to 5 pm; 25 hours per week • Oversees payroll, including matching timesheets to scheduled hours. • Manages daily revenues entering Library, mostly low-dollar, cash receipts • Processes all billing and payments, including new collections, speaker fees, supplies • Makes daily runs to Town Hall related to mail, billing, payroll, cash receipts • Compiles usage statistics, including number of visitors and circulation • Manages finances related to Library’s endowment • Reports to Library Director
Young Adult Librarian	.5 (0.0)	<ul style="list-style-type: none"> • Works Tu-Th, 2:30pm to 8:30pm, every 3rd Sa 10-5; 20 hours per week • Creates, manages, publicizes and monitors Teen and Young Adult programming (technically 6th grade and up, though local middle school includes 5th graders for programming) • Manages Young Adult collections, including choosing and placing new book orders • On Saturday shift, staffs the reference desk on 3rd floor, while also providing spot coverage of Young Adult collections and activities on lower floors, as available • Visits area Middle and High Schools to promote Library programs, recruit student volunteers • Reports to Library Director

KEY ROLES AND RESPONSIBILITIES – GROTON PUBLIC LIBRARY		
Position Title	Authorized (vacant)	Key Roles and Responsibilities
Technology Librarian	1.0 (0.0)	<ul style="list-style-type: none"> • Works Tu, 8am to 9pm, W-F, 8am to 5pm, every 3rd Sa 10-5; 40 hours per week • Acts as the Network Administrator, repairing and replacing equipment, conducting updates to software (Windows) • Assists patrons with technology needs, including access to Library WiFi, setting up their mobile devices, use of Library’s 3D printer • Covers reference desk (10-15 hours per week) • Catalogues returned and newly-received collections, as schedule permits • Reports to Library Director
Reference Librarian	1.0 (0.0)	<ul style="list-style-type: none"> • Works M, 9am to 5pm, Tu, Th-Fr 9am to 6 pm, and W, 11am to 9pm; 40 hours per week • Covers reference desk (~20 hours per week), acting as primary contact for most patron questions and requests, including basic technology questions, searches for collections • Covers Technical Services desk (~20 hours per week), including performing detailed searches for requests involving more obscure collections from outside Groton Public Library • Runs Library’s website (has background in HTML) • Catalogues throughout day • Pursues and writes for grant opportunities • Makes collections purchasing decisions for reference, non-fiction and “standing order” (periodicals, annual guides, etc.) • Responds to email and phone collections-related questions and requests • Reports to the Library Director
Head of Circulation Services	1.0 (0.0)	<ul style="list-style-type: none"> • Works 37 hours per week • Makes collection purchasing decisions for Adult Fiction • Processes all adult and young adult material ordering except for music • Performs ILIAD searches for patrons (working with Boston Public Library to find PDFs of technical literature, theses, etc.) • Oversight over interlibrary loans • Supervises FT Library Assistant (37 hrs/wk); PT Library Assistant (23 hrs/wk); 4 PT (10 hrs/wk); and 3 PT shelvers (4-5 hrs/wk) • Reports to Library Director

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KEY ROLES AND RESPONSIBILITIES – GROTON PUBLIC LIBRARY		
Position Title	Authorized (vacant)	Key Roles and Responsibilities
Library Assistant I (Circulation)	1.0 (0.0)	<ul style="list-style-type: none"> • Works 37 hours per week • Oversees process of new materials entering circulation, including proper labeling and shelving • Maintains ordering and circulation of periodicals • Reports to Head of Circulation Services
Library Assistant II (Circulation)	0.5 (0.0)	<ul style="list-style-type: none"> • Works Tu-W 10am to 2pm; W and Th nights (4 hrs per shift), F 10am to 5pm; 23 hours per week • Assists with Commonwealth material requests (statewide interlibrary system) • Covers Reference area on W night and Th night shifts, overseeing “Adult Coloring Thursday Night Drop In”, working Reference Desk, and ordering movies for circulation • Covers Circulation Desk on Tu-Th daytime shifts, handling deliveries, training patrons, and handling technical issues • Processes new movies, including the physical preparation of spine, on Friday afternoons • Reports to Head of Circulation Services
Shelvers	4 X .25 (0.0)	<ul style="list-style-type: none"> • Four PT employees cover 10 hours per week, with emphasis on night shifts • Performs primary responsibility of shelving • Covers customer service functions, including answering phones and walk-in questions • Reports to Head of Circulation Services
Head of Children’s Services	1.0 (0.0)	<ul style="list-style-type: none"> • Works Tu, Th-F 9:30am to 6pm, W 9:30am to 9:00pm, and every third Saturday • Oversees selection and purchasing of all children’s collections • Plans and executes all children’s programming, including summer reading, after school, pre-school programs • Visits all K-4 classrooms in community to promote summer reading program • Reports to the Library Director
Library Assistant I (Children’s)	1.0 (0.0)	<ul style="list-style-type: none"> • Works 37 hours per week • Catalogues children’s collections • Creates and oversees pre-school programming • Creates digital signage, publicity and email blasts • Assists with some adult programming, including cooking and ballroom dancing classes • Reports to Head of Children’s Services

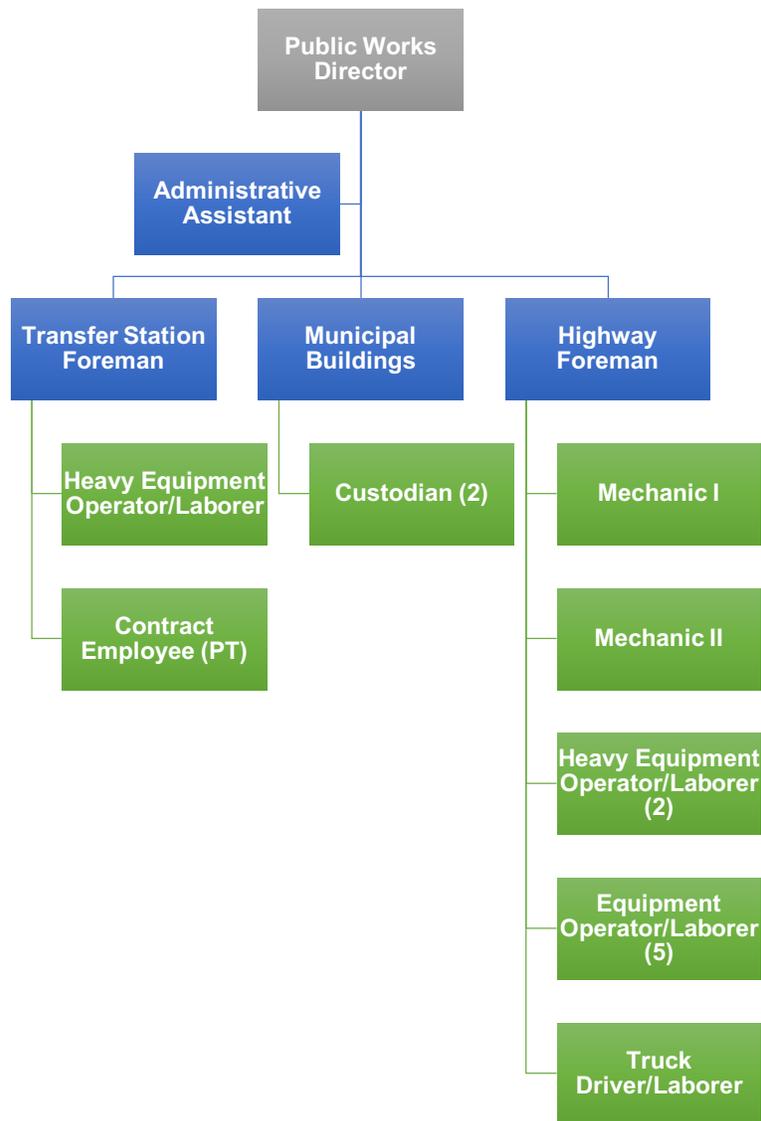
KEY ROLES AND RESPONSIBILITIES – GROTON PUBLIC LIBRARY		
Position Title	Authorized (vacant)	Key Roles and Responsibilities
Library Assistant II (Children’s)	0.5 (0.0)	<ul style="list-style-type: none"> • Works 15 hours per week • Leads monthly Bookworm Club discussion for children • Contacts overdue book patrons (for all collections) • Acts as a monitor for the Llama Lounge • Assists, as needed, for such desk help as checking out books and shelving • Reports to Head of Children’s Services
Library Assistant II (Children’s)	0.5 (0.0)	<ul style="list-style-type: none"> • Works 13 hours per week • Runs drop-in pre-school arts program on Tuesdays, 10am - 3pm • Handles all new spine labels for new children’s collections • Orders video games for collections • Creates and maintains children’s display case • Assists, as needed, for desk help, including shelving and checking out books • Creates and updates the “Book Train”, which highlights new books in a display • Reports to Head of Children’s Services

10. PUBLIC WORKS DEPARTMENT

The Public Works Department is responsible for the maintenance and repair of the Town’s paved surfaces, rights of way, catch basins, stormwater pipe, vehicles and equipment, and buildings. Additionally, the Department operates a transfer station at which residents may drop off recyclable materials and, for a fee, household garbage. The Transfer station is also the regional recycling center for Littleton and Dunstable. The Department is also responsible for snow removal and storm damage repair.

(1) Organizational Structure

The organizational structure and reporting relationships of the Public Works Department are presented in following chart.



(2) Key Roles and Responsibilities

The following table provides a description of the key roles and responsibilities of each position in the Public Works Department. The table below is not intended to provide a “job description” level of detail, but to summarize the project team’s understanding of the functions performed by each position.

KEY ROLES AND RESPONSIBILITIES –PUBLIC WORKS DEPARTMENT		
Position Title	Authorized (vacant)	Key Roles and Responsibilities
ADMINISTRATION		
Director	1.0 (0.0)	<ul style="list-style-type: none"> Oversees field operations, policy decisions, and strategic direction regarding streets and parks administrative and maintenance functions. Develops overall plans for the maintenance of streets, parks, storm drains, vehicles, etc., and allocates to the Foremen and to the Custodians. Identifies capital needs related to streets, parks, municipal buildings, stormwater, transfer station, vehicles, etc. In conjunction with the Foremen, identifies needs for contracted work, communicates needs to contractors, and oversees the work of these contractors. Approves invoices for materials, supplies, contracted services. Establishes and maintains department safety program including instructional training. Performs other related work as required. Reports to the Town Manager.
Administrative Assistant	1.0 (1.0)	<ul style="list-style-type: none"> Types correspondence Processes and tracks invoices Answers phones Makes quarterly payouts to regional recycling partners Assembles payroll for DPW employees
TRANSFER STATION		
Transfer Station Foreman	1.0 (0.0)	<ul style="list-style-type: none"> Assigns daily jobs and tasks to transfer station employees. Coordinates the pickup of recyclable materials by private contractors at the transfer station Coordinates the drop off of recyclable material from regional partner locations. Cleans transfer center Operates loader, backhoe, tractor-trailer, mini-loader in moving trash and recyclable materials Assists customers and other visitors at the transfer station Places recyclable materials in balers Reports to Public Works Director

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KEY ROLES AND RESPONSIBILITIES –PUBLIC WORKS DEPARTMENT		
Position Title	Authorized (vacant)	Key Roles and Responsibilities
Heavy Equipment Operator/Laborer	1.0 (0.0)	<ul style="list-style-type: none"> • Cleans transfer center • Operates loader, backhoe, tractor-trailer, mini-loader in moving trash and recyclable materials • Assists customers and other visitors at the transfer station • Places cardboard in balers • Transports trash from transfer station to Haverhill once weekly; transports metals to Salisbury approximately quarterly; transports glass to New Hampshire approximately once monthly • Performs other duties as assigned • Reports to Transfer Station Foreman
Contract Employee	0.5 (0.0)	<ul style="list-style-type: none"> • Greets and assists customers at the Transfer Station • Sells “dump stickers” to the public • Accepts payments for stickers, etc.; provides receipts • Informs customers where to place trash and recyclables • Reports to Transfer Station Foreman
HIGHWAY		
Foreman	1.0 (0.0)	<ul style="list-style-type: none"> • Assigns work to crews • Directs snow removal operations • This is a working position, and as such, may perform any of the duties described below for supervised employees. • Reports to the Public Works Director
Heavy Equipment Operator/Laborer	2.0 (0.0)	<ul style="list-style-type: none"> • Operates heavy equipment such as backhoe, tractor trailer, dump truck, roller, etc., to perform tasks. • Position requires Class A license • In spring, one HEO operates a street sweeper • Places cold patch in potholes for temporary repairs • May serve as “flagger” during hot topping • Operates plow on specified route during snow events • May use pole saw to trim trees/branches • Reports to Highway Foreman • Performs other duties as assigned

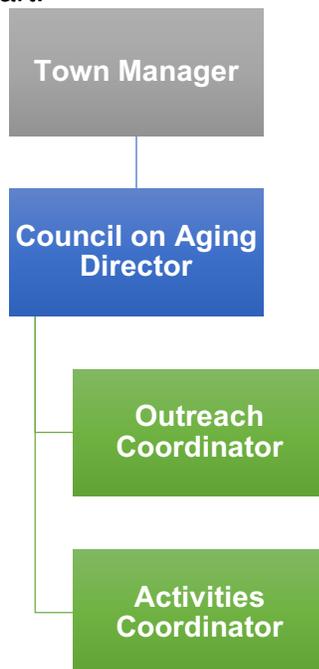
KEY ROLES AND RESPONSIBILITIES –PUBLIC WORKS DEPARTMENT		
Position Title	Authorized (vacant)	Key Roles and Responsibilities
Equipment Operator/Laborer	5.0 (0.0)	<ul style="list-style-type: none"> Repairs potholes Mows grass Plows snow on assigned route Cleans catch basins Picks up leaves in common areas Clears beaver dams Position requires Class B license, with hydraulics One position is responsible for the maintenance and repair of public buildings. This involves minor plumbing, HVAC repairs, carpentry, painting, etc. Coordinates with contractors for more complex and time-consuming repairs. Reports to Highway Foreman Performs other duties as assigned
Truck Driver/Laborer	1.0 (0.0)	<ul style="list-style-type: none"> Performs manual labor associated with the duties described above for Equipment Operator.
Mechanic II Mechanic I	2.0 (0.0)	<ul style="list-style-type: none"> Repairs and maintains the Public Works fleet of light and heavy equipment. Monitors equipment odometer and hour meter readings to determine when preventive maintenance is due Completes repair forms after completing repairs; includes parts costs Checks fuel levels in tank and reports levels to Director for ordering Provides input on needed vehicle and equipment replacements Maintains parts inventory; checks out and replaces parts as required. Reports to her Highway Foreman Mechanic II position is a “learning” position, however the skill level of the incumbent is similar to that of the Mechanic I. Performs other duties as assigned Requires a Class A License and Hydraulics License Reports to the Highway Foreman
MUNICIPAL BUILDINGS		
Custodian	2.0 (0.0)	<ul style="list-style-type: none"> Performs custodial services at public buildings, including sweeping, dusting, mopping, vacuuming, emptying trash receptacles, cleaning toilets, cleaning spills, etc. Removes snow from the premises

11. PROFILE OF THE SENIOR CENTER

The Groton Senior Center, in conjunction with the Town’s Council On Aging (COA) is responsible for coordinating and carrying out programs designed to enrich the lives, and meet needs of, Groton’s senior population.

(1) Organizational Structure

The organizational structure and reporting relationships of the Groton Senior Center is presented in the following chart.



(2) Key Roles and Responsibilities

The following table provides a description of the key roles and responsibilities of each position in the Groton Senior Center. The table below is not intended to provide a “job description” level of detail, but to summarize the project team’s understanding of the functions performed by each position.

KEY ROLES AND RESPONSIBILITIES – GROTON SENIOR CENTER		
Position Title	Authorized (vacant)	Key Roles and Responsibilities
Council on Aging (COA) Director	1.0 (0.0)	<ul style="list-style-type: none"> • Is an ex-officio member of nine-member appointed board of the Town’s COA • FT position • Tracks department outcomes for future planning and quality of services • Plans and schedules programs and events • Manages operations, activities at Senior Center, with heavy attention to walk-in and phone call requests • Execute community outreach to promote events at Senior Center, collect survey information to identify needs of older population • Works with other facilities in Town, including Country Club, to accommodate meetings exceeding 70 • Reports to the Town Manager
Outreach Coordinator	1.0 (0.0)	<ul style="list-style-type: none"> • FT position • Identifies isolated seniors, assesses needs and refers for services. Monitors those identified as isolated • Coordinates Fuel Assistance program, including local donations to fund • Maintains and coordinates Emergency Preparedness list (older residents who need medical attention in weather or outage emergency) • Coordinates carbon monoxide program with Town Fire Department • Cooks, prepares, and cleans for lunches and events at Senior Center • Handles calls for handicapped placards, referrals for assisted living facilities • Reports to COA Director
Activities Coordinator	1.0	<ul style="list-style-type: none"> • Plans and schedules events for seniors, and directs and implements these events • Builds relationships with participants as the initial contact • Evaluates the success of programs and makes adjustments as necessary • Oversees Meals on Wheels program • Evaluates the success of activities at other senior centers and institutes in Groton Senior Center, as appropriate • Maintains participant database • Monitors trends in Senior Center programming • Reports to the COA Director

Appendix B – Analysis of the Community Survey

As part of the Matrix Consulting Group’s organizational assessment for the Town of Groton, the project team distributed an anonymous survey to the residents and stakeholders of the Town to gauge their opinion on a number of topics related to operations and service provision. This report summarizes the results of the survey. The survey asked three types of questions:

- **Demographic identifiers:** While the survey was entirely anonymous, it provided the opportunity for respondents to indicate their age, residency status, length of time living in the Town, etc. These identifiers are used by the project team to draw comparative conclusions about the responses from different groups.
- **Multiple choice and ranking questions:** Several questions in the survey asked respondents to indicate their level of agreement or disagreement with a statements, make a multiple-choice selection, or rank several provided response options.
- **Open-ended response questions:** Text boxes were included at the end of the survey in order to allow respondents the opportunity to give feedback in their own words and provide commentary on specific topics, as well as on any of the areas covered in the survey.

The link to the online survey was distributed in April via a publicly accessible web link to Town stakeholders. A total of 522 responses were received, in varying degrees of completion. The following section presents a summary of key findings from the survey.

1. KEY FINDINGS

While a complete analysis can be found in the sections below, the following points summarize the key findings from the responses received to this survey:

Findings of Strengths

- Respondents believe the overall quality of life in Groton is high.
- Respondents have had mostly positive interaction with boards and commissions in the Town.
- Respondents have positive opinions on the quality of most Town services, especially the Fire Department, the Police Department, the Transfer Station, and

the Library.

- Respondents believe most Town services represent a good value for tax dollars.

Findings of Potential Improvement Opportunities

- Respondents do not believe the Town is doing an adequate job of preparing for its future.
- Concerns about tax rates, the Town’s stance on new development, the Town’s leadership, and budget priorities are high.
- Concerns about the funding levels for schools are *very* high.
- Respondents had mixed experiences at the Town Meeting last year.
- Respondents are not convinced that the Town should continue funding the country club.

2. DEMOGRAPHIC IDENTIFIERS

The survey began by asking a set of general questions to all respondents. These included whether the respondent lives and/or works in Groton, their length of time in the Town, their age, attendance at Town meeting, etc. The responses to these questions are outlined below:

1. ALMOST ALL RESPONDENTS LIVE IN THE TOWN.

The first question asked respondents whether they live in the town. The responses are shown in the table below:

Do you currently live in Groton?	
Yes	98.8%
No	1.2%

2. MOST RESPONDENTS WORK OUTSIDE THE TOWN.

The second question asked respondents whether they work in the Town. The responses are shown in the following table.

Do you currently work in Groton?	
Yes	20.8%
No	79.2%

3. ONE IN TEN RESPONDENTS OWN A BUSINESS IN GROTON

The third question asked respondents if they own a business in the Town. The responses are shown in the table below.

Do you own a business in Groton?	
Yes	10.0%
No	90.0%

4. RESPONDENTS WITH VARYING LENGTHS OF TIME IN THE TOWN TOOK THE SURVEY.

The fourth question asked respondents how long they have lived or worked in the Town. The responses are shown in the following table.

How long have you either lived or worked in Groton?	
0 to 5 years	26.8%
6 to 10 years	14.3%
11 to 15 years	12.9%
16 to 20 years	13.9%
21 to 30 years	15.2%
31+ years	17.0%

5. MORE THAN 75% OF RESPONDENTS ARE BETWEEN 36 – 65 YEARS OLD.

The fifth question asked respondents their age. The responses are shown in the table below.

What is your current age?	
0 to 20 years	1.9%
21 to 35 years	9.6%
36 to 50 years	43.4%
51 to 65 years	33.0%
66+ years	12.1%

6. NEARLY TWO-THIRDS OF RESPONDENTS HAVE CHILDREN IN THEIR HOUSEHOLD.

The sixth question asked respondents if they have children in their household. The

responses are shown in the following table.

Do you currently have children in your household?	
Yes	64.7%
No	35.3%

7. NEARLY HALF OF RESPONDENTS ATTENDED TOWN MEETING LAST YEAR.

The seventh question asked respondents if they attended Town Meeting last year. The responses are shown in the table below.

Did you go to Town Meeting last year?	
Yes	45.7%
No	54.3%

8. MOST RESPONDENTS HAVE MODERATE OPINIONS ABOUT TOWN MEETING.

The eighth question asked respondents who attended Town Meeting to rate their experience at the meeting. The responses received are shown in the following table.

If "Yes" to Question 7, please rate your experience at the Town Meeting.	
Excellent	3.0%
Good	44.3%
Fair	41.8%
Poor	11.0%

This split in opinions on the experience of respondents at Town Meeting mirrors responses gathered later in the survey where respondents were similarly divided about whether the Town welcomes resident involvement and listens to its citizens.

3. RESPONDENT EXPERIENCE WITH, AND OPINIONS OF, THE TOWN

The questions explored below inquired about respondents' recent experience with the Town of Groton, and asked them to give a number of opinions about various Town services.

1. RESPONDENTS HAVE HAD LIMITED, BUT MOSTLY POSITIVE, INTERACTION WITH THE BOARDS AND COMMITTEES OF THE TOWN.

Question #9 asked respondents which boards and committees they have had personal experience with recently, and asked them to rate their experiences. The following table shows the number and type of responses received.

What Town Boards and Committees do you have personal experience with in the past two years? Please rate the overall quality of that experience.					
Board/Committee	Count	Excellent	Good	Fair	Poor
Planning Board	96	15%	47%	29%	9%
Board of Assessors	103	26%	35%	29%	10%
Board of Health	82	16%	49%	18%	17%
Community Preservation	68	29%	47%	19%	4%
Conservation Commission	122	32%	41%	16%	11%
Council on Aging	85	29%	41%	20%	9%
Historical Commission	67	34%	34%	24%	7%
Housing Agency	33	24%	39%	30%	6%
Park Commission	84	19%	58%	17%	6%
Zoning Board of Appeals	46	11%	43%	37%	9%

Respondent experience with boards and commissions is limited. Out of 522 total responses, no board or commission received more than 122 respondents claiming to have interacted with them in the last 2 years. While every board and commission received more positive responses than negative, a few points are worth noting:

- Community Preservation, the Conservation Commission, and the Parks Commission all received responses leaning heavily (73% or more) toward “good” or “excellent”.
- The Zoning Board of Appeals and the Board of Health were the only two boards to receive less than 60% “good” or “excellent” responses.

2. RESPONDENTS HAVE HAD A RANGE OF EXPERIENCES WITH TOWN SERVICES AND ACCORDINGLY HAVE VARYING VIEWS OF THEIR QUALITY.

Question #12 asked respondents to rate the overall quality of the Town services that they have interacted with in the last 2 years. The table below shows the count and the percentages of responses gathered.

What type of Town service have you had contact with in the last two years? Please rate the overall quality of the service from that interaction. Check all that apply:					
Town Service	Count	Excellent	Good	Fair	Poor
Administration and Finance	143	28%	44%	20%	8%
Assessor	147	24%	54%	18%	5%
Fire	199	68%	26%	4%	2%
Library	374	74%	22%	4%	1%
Maintenance of Highways	256	34%	45%	15%	6%
Maintenance of Town Buildings	128	21%	52%	20%	7%
Maintenance of Parks and Grounds	180	24%	54%	16%	6%
Planning, Building and Zoning	121	17%	39%	29%	16%
Police	315	62%	29%	7%	3%
Senior Center	123	29%	45%	15%	11%
Transfer Station	285	44%	47%	7%	2%
Country Club	226	18%	42%	28%	12%

The number of responses varied widely to this question. Only 121 respondents listed experience with the Planning, Building, and Zoning Department, but 374 respondents claimed interaction with the Library. Every Town service received more positive responses than negative ones, but the following points provide a more detailed picture of the responses to this question:

- Public Safety departments, as well as the Library and the Transfer Station, received the most positive opinions, all of them 90% or more “good” and “excellent” responses.
- The Country Club was less well-reviewed than most other Town services. It

received 60% “good” and “excellent” responses and 40% “fair” and “poor” responses.

- The Planning/Building/Zoning Department was closer still to an even split. It received 56% “good” and “excellent” responses and 45% “fair” and “poor” responses.

Question #13 followed Question #12 by asking respondents to rate the overall quality of the Town’s services based on all of their experiences with them. The following table shows the number and percentage of responses for each.

Based on all of your experiences with Town services, how would you rate the overall quality of these services? Check all that apply:					
Town Service	Count	Excellent	Good	Fair	Poor
Administration and Finance	198	22%	44%	26%	8%
Assessor	179	20%	46%	27%	7%
Fire	276	66%	29%	4%	1%
Library	375	73%	22%	4%	0%
Maintenance of Highways	306	35%	44%	17%	4%
Maintenance of Town Buildings	212	19%	54%	23%	4%
Maintenance of Parks and Grounds	261	23%	54%	18%	4%
Planning, Building and Zoning	162	15%	40%	29%	16%
Police	351	60%	32%	6%	3%
Senior Center	149	23%	46%	21%	10%
Transfer Station	292	42%	46%	9%	3%
Country Club	247	15%	41%	32%	11%

Similar to Question #12, the number of responses to this question varied widely. Only 149 respondents offered an opinion on the Senior Center, but 375 respondents weighed in on the Library.

- The Fire and Police Departments, Library, and Transfer Station all received close to 90% “good” and “excellent” responses with 12% or fewer “fair” and “poor”

responses.

- The positivity about Public Safety departments aligns with responses later in the survey, where respondents said that the Town prioritizes Police and Fire, and that they feel very safe in their neighborhoods.
 - The Planning/Building/Zoning Department and the country club, on the other hand, received 45% and 43% “fair” and “poor” responses, respectively.
 - Older respondents were more likely to have an opinion about the transfer station, particularly a positive one. Those in the 21-50 age range gave 53-57% positive opinions about the transfer station, but those in the 51-65 range gave 69% positive opinions, and those above 65 years old gave 81% positive opinions.
- 3. RESPONDENTS BELIEVE THEY GET GOOD VALUE FROM TOWN SERVICES, ALTHOUGH THEY BELIEVE THIS TO BE MORE TRUE ABOUT SOME SERVICES THAN OTHERS.**

Question #14 asked respondents whether they think each town service is a good value for their tax dollars. The table below shows the number and percentages of responses received.

In your opinion, do you believe that the following Town services represent good value for your tax dollars?			
Town Service	Count	Good Value	Poor Value
Administrative Functions	233	66%	34%
Assessor	179	71%	29%
Fire	372	91%	9%
Library	407	97%	3%
Maintenance of Highways	360	88%	12%
Maintenance of Town Buildings	258	81%	19%
Maintenance of Parks and Grounds	326	86%	14%
Planning, Building and Zoning	199	70%	30%
Police	399	93%	7%
Senior Center	221	67%	33%
Transfer Station	306	90%	10%
Country Club	295	51%	49%
District Schools	379	78%	22%

Every town service received more “good value” responses than “poor value” responses. Some of these, however, were less clear-cut. Administration, the Assessor, the Senior Center, and Planning/Building/Zoning each received about a third (29-34%) “poor value” responses. Responses to the country club were approximately split (51% to 49%) between “good value” and “poor value”. In particular, business owners were less likely to see the country club as a good value (22% good value, 47% poor value) than those who do not own businesses in the Town (36% good value, 32% poor value).

The general positivity here stands in contrast to responses received later in the survey, when respondents were essentially split on whether the Town spends their tax dollars effectively and whether they receive good value for their tax dollars.

4. RESPONDENTS BELIEVE FUNDING LEVELS SHOULD REMAIN THE SAME FOR TOWN SERVICES – WITH THE EXCEPTION OF THE SCHOOL DISTRICT.

Question #15 asked respondents whether they think more or less money should be budgeted for each Town service, or if it should remain the same. The following table shows the number and percentages of responses received.

Should more or less money be budgeted for each service or about the same?				
Town Service	Count	More	Same	Less
Administrative Functions	298	3%	60%	38%
Assessor	272	3%	62%	35%
Fire	366	26%	62%	12%
Library	382	27%	67%	5%
Maintenance of Highways	369	31%	64%	5%
Maintenance of Town Buildings	325	19%	69%	12%
Maintenance of Parks and Grounds	358	28%	67%	6%
Planning, Building and Zoning	272	6%	68%	26%
Police	382	23%	66%	12%
Senior Center	336	23%	51%	26%
Transfer Station	334	8%	80%	12%
Country Club	349	16%	43%	41%
District Schools	414	65%	23%	12%

For almost every Town service, residents said that the funding level should remain the same.

Some functions like Administrative Services, the Assessor, and Planning/Building/Zoning received more votes for “less funding” than “more funding”, while other functions such as the Fire Department, Library, Park Maintenance, and the Police Department received more votes for increased funding.

- The country club received about as many responses in favor of keeping the same

funding (43%) as cutting their funding (41%), with 16% supporting an increase.

- The Schools were the only service to have a true majority of respondents in favor if changing the funding levels – nearly two-thirds of all respondents favor increasing funding. This aligns with the large number of written responses in favor of prioritizing the schools which were received later in the survey.
- Respondents with children in their household were adamant about the need for increased school funding (78% more funding, 5% less funding), while those without children were less so (36% more funding, 28% less funding).
- There was a direct inverse correlation between how long a resident has been in the Town and how much additional funding they think the schools need. The newest residents said they favored more funding 88% of the time, while those with 31+ years in the Town favored an increase only 31% of the time.

4. RESPONDENT COMMUNICATION WITH THE TOWN

The following questions dealt with how respondents get news about the Town and communicate their opinions *to* the Town.

1. WORD OF MOUTH IS THE PREFERRED NEWS SOURCE FOR RESPONDENTS IN GENERAL, BUT FACEBOOK, EMAIL, AND THE GROTON HERALD EACH ARE ALSO POPULAR SOURCES.

Questions #10 asked respondents how they get their information about happenings at the Town. Respondents ranked a number of news sources from most important (1) to least important (9). The following table shows the average ranking of each news source for all respondents, as well as the average ranking for each news source broken down by the age group of respondents. It should be noted that only 10 respondents stated that they are 0-20 years old, so the conclusions to be drawn from that age group's respondents are

limited.

How do you get your information about the Town and its activities? Please rank in order of importance to you with '1' being the most important.						
Source	All	0 to 20	21 to 35	36 to 50	51 to 65	66+
Word of Mouth	3.3	3.9	3.8	3.1	3.5	3.3
In Person	4.7	5.6	5.2	4.7	4.7	3.8
Groton Herald	3.5	2.4	4.9	4.1	2.8	2.7
Lowell Sun	5.0	3.7	5.5	5.2	4.8	4.5
Nashoba Valley Voice	5.2	4.7	6.5	5.4	4.7	4.1
Email List Serves	3.5	5.8	5.0	3.6	2.9	3.5
Town's Website	3.7	5.0	3.3	3.7	3.7	3.4
Town's Facebook Page	3.7	4.7	2.2	3.5	4.3	5.9
Town's Twitter Feed	7.2	6.1	7.4	7.1	7.2	8.2

In general, five news sources received an average score of 3.3 to 3.7. Word of mouth, email, and the Groton Herald are the most important news sources for respondents. They are less likely to get information about the Town in person, and even less likely to use a non-local publication or Twitter.

- Word of Mouth is the most popular way for respondents to get news and information about the Town. Its popularity is consistent across age groups – no group gave it an average score greater than 4.0.
- The Groton Herald is very popular among older residents (an average of 2.8 and 2.7 among the age groups older than 50), but only moderately popular for respondents of 50 years or younger.
- Conversely, the Town's Facebook page is very popular among respondents of 21 to 35 and the 36 to 50 range (averages of 2.2 and 3.5, respectively).
- Email lists are popular in general (average score of 3.5) and especially so with respondents in the 51 to 65 range, but less so among respondents of 36 years or younger (average score of 5.0 and above).

- For every age category, Twitter is the least popular means of gathering news.

2. CALLING THE TOWN IS BY FAR THE MOST POPULAR MEANS OF COMMUNICATION FOR RESIDENTS.

Question #11 asked respondents how they would go about asking a question or providing input to the Town. Respondents were given a list of potential communication options and asked to select all the options they would consider using. The following table shows the total response count for each communication option, as well as the percentage of each respondent age group that selected each option.

If you had a question for the Town or wished to provide input to the Town on a service issue, how would you do that? (Check all that apply)						
	All	0 to 20	21 to 35	36 to 50	51 to 65	66+
Call the Town	369	70%	84%	70%	66%	75%
Contact Staff Person	195	50%	32%	36%	33%	57%
Contact Board member	158	30%	20%	27%	30%	49%
Go to a Board meeting	96	20%	14%	16%	19%	29%
Facebook	73	40%	32%	16%	9%	2%
Twitter	6	20%	2%	1%	1%	0%

Calling the Town is by far the most popular option across every age category, while contacting staff or a board member are somewhat common choices. Attending board meetings or using Facebook were uncommon responses, and Twitter was the least common response of all.

- Respondents older than 65 years were likely to use a greater number of avenues for communicating with the Town. Four communication options all gathered at least 29% from this age group. Respondents in this group may be more likely to contact the Town in general.
- Contacting a board member was an incrementally more popular selection as respondents increased in age. Only 20% of those in the category of 21 to 35 years chose this option, while those in the 51 to 65 range picked it at a rate of 30%. And

the oldest respondents selected this option 49% of the time.

- Facebook as a communication tool is more popular with younger respondents (32% of the 21 to 25 years range), but less popular with each progressively older group of respondents.

5. MULTIPLE CHOICE STATEMENTS ABOUT TOWN SERVICES

Question #16 asked survey participants to respond to a series of statements about the Town and its services.

1. RESPONDENTS BELIEVE THE QUALITY OF LIFE OVERALL IS GOOD IN GROTON, BUT THINK THE TOWN DOES A POOR JOB OF PLANNING FOR ITS FUTURE.

Respondents were asked to indicate their level of agreement or disagreement with each statement, using 4 response choices: strongly agree, agree, disagree, and strongly disagree. The following table shows the count and percentages of the responses to each

statement.

RESPONSES TO MULTIPLE CHOICE STATEMENTS					
Statement	#	SA	A	D	SD
In general, I think the Town effectively spends my tax dollars.	441	6%	44%	31%	13%
I believe that the services I receive are a good value for the taxes I pay to the Town of Groton	438	5%	49%	31%	12%
Police and Fire are the highest priorities for the Town	440	19%	40%	28%	5%
The Town does a good job in welcoming resident involvement.	440	5%	43%	25%	7%
The Town does a good job in listening to its residents.	439	3%	34%	33%	11%
I feel safe in my neighborhood.	443	58%	38%	1%	1%
The Town does a good job maintaining public infrastructure.	438	15%	62%	10%	3%
The Town does a good job of removing snow.	444	39%	48%	8%	2%
I am satisfied with the level of transparency in Town spending.	437	6%	38%	28%	12%
The Town has prioritized its public safety services.	435	10%	56%	7%	2%
I believe that there is a good overall quality of life in Groton.	438	34%	61%	4%	1%
The Town does a good job planning for the future.	437	6%	26%	36%	14%

Most statements in this section received a majority of agreeing responses. A few statements received particularly strong levels of agreement:

- When responding to “I feel safe in my neighborhood”, 97% agreed or strongly agreed. The amount of disagreement totaled just 3% (9 responses).
- In responding to “The Town does a good job removing snow”, 88% agreed or strongly disagreed, while just over 10% disagreed.
- A total of 95% of respondents agreed or strongly agreed that “there is a good overall quality of life in Groton”, with just 5% disagreeing.

Some statements in this section also received greater levels of disagreement than the others. See the following:

- Respondents are split on whether the Town effectively spends their tax dollars

(50% agreement and 44% disagreement), and whether the services received are a good value for their taxes (54% agreement and 43% disagreement).

- Respondents are not entirely convinced, as a whole, that the Town does a good job of welcoming resident involvement (48% agreement and 32% disagreement), listening to its residents (37% agreement and 44% disagreement), or providing a satisfactory level of transparency (44% agreement and 40% disagreement).
- Fully 50% of residents believe the Town does not do a good job of planning for the future, while 32% believe that it does.

2. RESPONDENTS WANT THE SCHOOLS TO RECEIVE INCREASED FUNDING AND A MORE STRATEGIC APPROACH TO BUDGETING.

Residents were also offered the chance to provide clarifying comments about their responses to the statements in this section. The following table shows the five (5) most common themes present in those comments:

Category	Count
Prioritize Schools	57
Budget Priorities	19
Leadership Issues	16
Reduce Taxes	10
Support Development	9

By far the most common theme was the desire to prioritize schools, particularly in terms of funding. In individual narrative comments, the following statements were common:

- Some respondents expressed concern for the physical appearance of the schools, and others brought up the impact that a failure to adequately prioritize them would have on their property values.
- Various desires for a change in budget priorities were also expressed, most of them focusing on a more strategic long-term approach to financially managing the Town and promoting capital investment.
- A number of responses complained about Town leadership, calling for turnover in

the Town Manager and Selectmen positions.

- A desire for reduced taxes.
- A desire to see the Town become friendlier to new business.

Some other themes which were presented less frequently included:

- Five responses focused on the desire to see a full-time Fire Department.
- Four responses expressed concern about the extent and type of Development being allowed by the Town.
- Four responses requested improved communication methods for reaching Town residents.
- Three responses said that the Town should de-prioritize the country club.
- Three responses complained about the quality of snow plowing around the Town.

3. MOST RESPONDENTS THINK TOWN SERVICES ARE STAYING ABOUT THE SAME IN QUALITY.

Question #18 asked respondents if they think the levels of service provided by the Town appear to be improving or getting worse. They were asked to answer on a scale. The following table shows the percentages of all responses, and the percentages broken down by the length of time respondents have lived or worked in Groton.

Overall, the levels of service provided by the Town appear to be:							
	All	0-5 yrs	6-10 yrs	11-15 yrs	16-20 yrs	21-30 yrs	31+ yrs
Getting Much Better	3%	2%	1%	0%	4%	4%	2%
Getting Somewhat Better	14%	10%	11%	10%	7%	8%	23%
Staying About the Same	52%	33%	41%	42%	58%	52%	45%
Getting Somewhat Worse	21%	14%	24%	27%	15%	16%	14%
Getting Much Worse	3%	4%	4%	3%	3%	1%	1%
No Opinion	8%	19%	3%	4%	1%	1%	2%

As the table shows, most respondents believe Town services are staying about the same. They are more likely to say that services are getting worse than better, with the exception

of longtime (31+ years) residents, who are more likely to see improvement in services.

6. ADDITIONAL COMMENTS

The last question on the survey asked respondents to provide any additional thoughts they have on any of the topics covered in the survey. The table below shows the five (5) most common themes from responses to this question:

Category	Count
Prioritize Schools	27
Budget Priorities	11
Leadership Issues	9
Reduce Taxes	6
Support Development	6

The responses here are very similar to those received on the previous question. Funding the school system, adopting a more strategic approach to budget management, and some general discontentment with Town leadership and taxes were the most common themes, along with positive urging to support new businesses in the Town. A few other topics were raised in response to this question, although they appeared five or fewer times:

- Concerns surfaced about trash service in Town in four responses. Respondents dislike the transfer station's hours and the lack of single-stream recycling.
- In three responses, residents expressed concern that the Town is being too permissive of development that is irresponsible or robs the area of its small-town, semi-rural character.
- Three responses conveyed discontentment with the current Town Meeting and budgeting process, saying that they are time-consuming and overly directed by short-term interests.
- Two responses indicated that residents were tired of debate about the Town logo.

Overall, Town residents are satisfied with services, taxation levels in support of these services and governance / management in controlling services and making them more accountable to residents. There were many areas of concern expressed in the survey that were valuable for the study team to consider as this study moves forward.

Appendix C – Analysis of the Employee Survey

As part of the Matrix Consulting Group’s organizational assessment for the Town of Groton, the project team distributed an anonymous survey to the employees of the Town to gauge their opinion on a number of topics related to the operations and improvement opportunities. This report summarizes the results of the survey. The survey asked three types of questions:

- **General questions:** Respondents were given statements on a wide range of topics relating to the operations of the Town in general. Some of these were multiple-choice questions and others used a rating scale, which is described at the discussion of those question results further below.
- **Department-specific questions:** Respondents who indicated that they work for a particular department were directed to a set of multiple-choice questions specifically for that department. The results of those questions are included in a department-specific section of the analysis below.
- **Open-ended response questions:** Text boxes were included at the end of the survey in order to allow employees the opportunity to respond in their own words and provide commentary on specific topics, as well as on any of the areas covered in the survey.

The link to the online survey was distributed in April via email to Town staff. A total of 64 employees responded to the survey, in varying degrees of completion. The following section presents a summary of key findings from the survey.

1. KEY FINDINGS

While a complete analysis can be found in the sections below, the following points summarize the key findings from the responses received to this survey:

Findings of Strengths

- Staff overwhelmingly believe that they provide a high level of service to the Town

with a great degree of efficiency.

- Staff overwhelmingly view the Town as a good place to work.
- Most staff have positive opinions about the level of teamwork and communication within the Town.
- Most staff have positive opinions of their managers and supervisors.
- Most staff say that although their workload is heavy, they are usually able to keep up with it.
- Employees believe that the Town's management and cooperative spirit, along with the community's generally high quality of life, are its greatest strengths.

Findings of Potential Improvement Opportunities

- Public works staff as a whole are less satisfied than other departments, specifically in terms of the level of communication within the Town, the strategic direction of management, and the approach to handling performance issues.
- Fire Department staff are not convinced that their Department works toward the same strategic goals as the Town.
- Staff, especially Fire Department employees, generally feel staffing is insufficient.
- Employees also believe that "having the right employees for the jobs to be done" is a key improvement opportunity.
- Public Works employees are dissatisfied with the condition of the buildings in which they work.
- Land Use staff believe that they need more administrative support.
- Staff as a whole believe that encouraging new revenue through business growth should be a high priority for improving the Town.
- Many staff feel that the Town's leadership (Board of Selectmen and Town

Committees) do not show enough respect to staff.

2. GENERAL QUESTIONS

The survey began by asking a set of general questions to all staff. These included a general identifier of their department, a set of multiple-choice questions, and some questions about workload and improvement opportunities in their department.

1. RESPONDENT COUNT BY DEPARTMENT

While responses to the survey were confidential, the project team asked respondents to indicate some information about their position for comparison purposes. The following table shows the responses received broken down by department:

Please tell us which department or grouping you work in:

DEPARTMENT/GROUPING	
Response	Count
Public Works	13
Police	22
Library	2
Fire	5
Road Services	0
Land Use	5
Administration	17
TOTAL	64

Although the Fire Department is not included in the scope of this study we took advantage of the ability to include these staff in this online survey.

The differences in responses from these groups are explored, where they are notable, in the analysis sections below. The Fire Department and Library are exceptions, because the number of responses received relative to the size of those departments is too small to be representative of department opinions as a whole.

2. MULTIPLE CHOICE QUESTION RESPONSES

The first section of the survey asked respondents to indicate their level of agreement or disagreement with 30 statements about the Towns operations. The response options were “strongly agree”, “somewhat agree”, “neither agree nor disagree” “somewhat disagree”, and “strongly disagree”. Respondents could also choose “no opinion” or opt

out of responding to the statement at all, in which case they were not counted among the respondents for that statement.

(1) Staff Overwhelmingly Believe That They Provide a High Level of Work Quality to the Town.

The following table shows the percentage of responses received to statements about the level of service provided to the Town and the expectations placed on employees for quality.

LEVEL OF SERVICE TO COMMUNITY						
#	Statement	SA	A	N	D	SD
1	My Department provides a high level of service to the residents of Groton.	86%	11%	2%	0%	0%
2	My Department places a high priority on high-quality work.	83%	17%	0%	0%	0%

Both statements on this topic received strong agreement of more than 95% positive responses. No statement received any disagreeing responses. Staff overwhelmingly believe the standard of work quality in Groton is high.

(2) While Staff Recognize Opportunities for Improvement, They Overwhelmingly Agree That Their Operations Are Efficient.

The table below shows the percentage of responses received to statements about the efficiency of operations in employees’ departments and the Town in general.

EFFICIENCY OF OPERATIONS						
#	Statement	SA	A	N	D	SD
3	My Department places a high priority on cost-effective methods of providing services.	67%	23%	5%	3%	0%
7	In my Department, we do a good job of planning ahead and scheduling our work.	56%	24%	6%	5%	6%
9	My Department performs work that is not duplicated by others.	83%	11%	2%	3%	2%
10	The organizational structure of my Department promotes the efficient delivery of services.	58%	23%	10%	3%	5%
12	The work practices in my Department are efficient.	59%	28%	6%	2%	5%
19	There are opportunities in my Department to improve how we deliver services.	50%	28%	9%	6%	6%

Every statement in this section received overwhelming agreement of at least 75% positive responses. No statement received more than 12% combined disagreement and strong disagreement. Staff strongly believe that their operations are efficient. It should be noted, however, that Statement #19 received 78% agreement, indicating that staff do see improvement opportunities.

(3) Employees Have Very Positive Opinions About Their Work Environment and the Town as a Workplace.

The following table shows the percentage of responses received to statements about the work environment of employees and the Town of Groton as a workplace.

WORK ENVIRONMENT						
#	Statement	SA	A	N	D	SD
5	I am given real opportunities to improve my skills in my work unit.	57%	25%	10%	2%	5%
11	I have the technology I need to do my job efficiently and effectively.	47%	36%	8%	9%	0%
17	I am empowered to make decisions within my professional judgment.	70%	17%	8%	2%	3%
18	My Department makes good use of my skills and experience.	65%	24%	5%	5%	2%
24	I understand how my job aligns with the Town's goals.	43%	32%	14%	6%	5%
29	The Town of Groton is a good place to work.	69%	23%	6%	0%	2%
30	I feel that I can make a career with the Town.	66%	23%	8%	3%	0%

Every statement in this section received a strong positive response of at least 75% combined agreement and strong agreement. No statement received negative responses of more than 11%. Employees have very positive opinions about their work environment and the Town as a workplace.

(4) Staff Have Generally Positive Opinions on the Level of Teamwork and the Clarity of Communication Within the Town.

The table below shows the percentage of responses received to statements about the teamwork and clarity of communication within the Town.

TEAMWORK AND COMMUNICATION						
#	Statement	SA	A	N	D	SD
6	We do a good job in my Department of coordinating the work to be done between employees.	58%	28%	2%	5%	5%
8	There is good teamwork among the various Departments within the overall Town organization.	60%	27%	5%	8%	0%
13	Our internal policies and procedures are up to date.	40%	38%	13%	3%	6%
14	Our internal policies and procedures assist me in performing my job efficiently and effectively.	50%	31%	9%	6%	3%
21	I am kept informed of what is happening in my Department.	48%	23%	8%	5%	11%
22	I am kept informed of what is happening in the Town.	42%	16%	18%	11%	13%
23	The Department and the Town work towards the same strategic goal.	35%	37%	11%	5%	10%
28	My Department effectively uses performance evaluations.	39%	18%	15%	5%	15%

Every statement in this section received more than 50% positive responses and at least twice as much agreement as disagreement.

- In Statements #21, #22, #23, and #28, there was a difference in responses by department. The Land Use and Administrative Departments averaged 93% agreement across these statements, while other departments averaged only 48% positive responses to them.
- On Statement #22, Public Works gave 62% disagreeing responses, while all other departments combined gave only 17% disagreement.

The level of teamwork and communication in the Town is generally regarded to be sound, but the variances in departments’ responses to some statements show small pockets of dissatisfaction.

(5) Staff Have Generally Positive Opinions on the Town’s Management and Supervisory Staff.

The following table shows the percentage of responses received to statements about the Town’s management and supervisory staff.

MANAGEMENT AND SUPERVISION						
#	Statement	SA	A	N	D	SD
4	My immediate supervisor does an effective job of coaching and mentoring me.	60%	21%	3%	2%	10%
15	Managers in my Department are open to change.	42%	30%	14%	0%	6%
16	I am encouraged by managers and supervisors in the Department to identify better ways to provide services.	52%	22%	13%	3%	6%
20	Managers and supervisors in my Department have a clearly-defined strategic direction.	41%	38%	2%	10%	6%
26	We have high performance expectations in my Division.	72%	14%	8%	5%	2%
27	Performance issues in my Department are dealt with appropriately.	38%	30%	8%	3%	16%

Every statement in this section received at least 60% positive responses and more than three times as much agreement as disagreement.

While most departments agreed with these statements, Public Works differed somewhat from the norm. On Statement #20, the average combined disagreement of the other departments was just 12%, but Public Works staff averaged 31%. On Statement #27, the average combined disagreement of other departments was also 12%, but Public Works staff averaged 54%.

The generally high levels of agreement show that staff are mostly satisfied with their managers and supervisors, while a few instances of dissatisfaction point to where opportunities for improvement can be found in Public Works.

(6) Employees Have Mixed Opinions About the Adequacy of Staffing in Their Departments.

One statement asked about the adequacy of staffing levels. The responses to this statement are seen below.

STAFFING						
#	Statement	SA	A	N	D	SD
25	Staffing levels in my Department are adequate for the work to be performed.	20%	25%	2%	16%	33%

This was the only statement to receive more disagreement (49%) than agreement (45%).

Only one respondent remained neutral – all other staff had an opinion on this statement. Some specific response levels for the departments with heavy response volume are shown below:

- Administrative staff responded with 76% agreement and 18% disagreement.
- Public Works staff responded with 43% agreement and 57% disagreement.
- Police Department staff responded with 32% agreement and 55% disagreement.

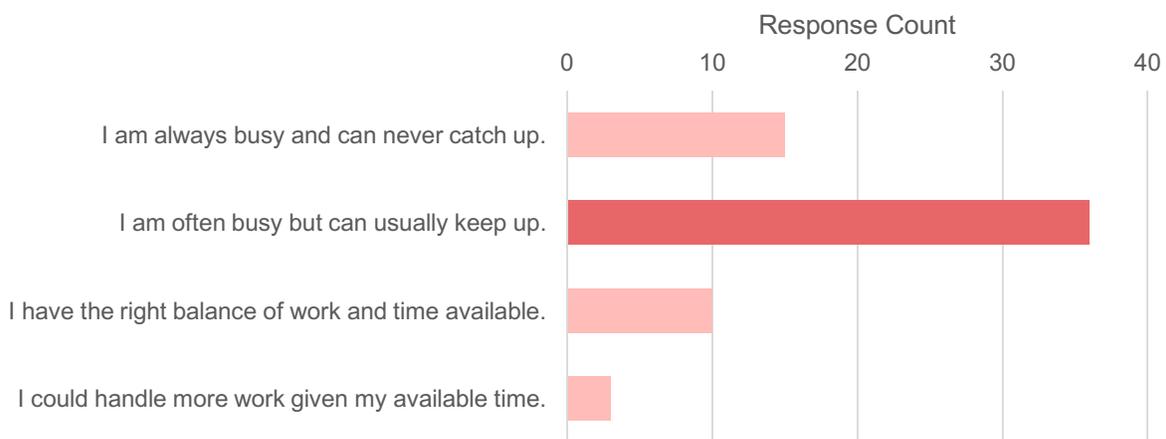
The responses to this statement show where employees are satisfied and dissatisfied with the staffing levels of their department, and help to point out specific areas where staffing may be of particular concern.

(7) Most Staff Believe That Their Workload is Heavy but Manageable.

One multiple-choice question in this section asked respondents to indicate how they feel about their workload. They were given the choice of 4 statements and instructed to choose the statement that most closely reflects their workload. The table and chart below show the results received.

STAFF OPINIONS ON WORKLOAD	
Response	Count
I am always busy and can never catch up.	15
I am often busy but can usually keep up.	36
I have the right balance of work and time available.	10
I could handle more work given my available time.	3
TOTAL	64

Most Staff Believe Their Workload to be Heavy But Manageable



As the table and chart show, more than half of respondents said that they are “often busy, but can usually keep up”. In both the Land Use and Fire Departments, 60% of staff claimed that they are “always busy and can never catch up”, suggesting that those staff feel more overworked than those in other Departments.

3. RANKING OF IMPROVEMENT OPPORTUNITIES

The final question in the section of the survey taken by all staff asked them to identify the most and least important areas for improvement in their department. Respondents chose from a list of 9 possible factors. The table below shows the **average ranking** of each factor overall, and how each individual department ranked the factor. The scale runs from 1 (very important) to 9 (least important).

MOST AND LEAST IMPORTANT AREAS FOR IMPROVEMENT – AVERAGE RANKING (1-9)							
Factor	All Respondents	Public Works (13)	Police (22)	Library (2)	Fire (5)	Land Use (5)	Administration (17)
Having the right employees for the jobs to be done	2.96	2.63	2.50	4.00	3.75	2.00	4.18
Staffing levels	2.96	3.14	2.45	3.00	1.40	2.40	4.67
More effectively trained employees	4.12	4.17	3.27	5.00	5.50	4.40	5.09
Managing more effectively	4.42	3.00	4.55	1.00	4.20	7.00	4.30
Increased efficiency in service delivery	4.61	5.67	5.24	6.00	3.25	3.25	3.60
Placing a greater emphasis on customer service	5.04	5.00	5.55	2.00	5.50	4.80	4.20
Greater intergovernmental cooperation	5.48	5.67	4.86	7.00	6.00	6.80	5.70
Increasing fees for services	7.25	7.00	8.50	8.00	6.80	6.00	5.75
Contracting for services	7.61	6.14	8.09	9.00	8.75	8.20	6.83

In general, having the right employees and ensuring appropriate staffing levels are the most important factors for staff. A handful of other factors are grouped after those two, and increased fees and contracting are the least important.

- The importance of managing more effectively is felt more strongly in Public Works than in most departments, and less strongly in Land Use. Both respondents from the Library selected effective management as their first priority.
- Administrative staff were less concerned with staffing and employee fit than other departments, but saw efficiency improvements as more of a concern.

The responses to this question reveal the priorities of department staff and the employees of the town in general, and they highlight the different concerns of the various departments.

3. DEPARTMENT-SPECIFIC QUESTIONS

The second section of the survey presented specific set of statements to respondents

from a particular department. Police department staff were shown statements for police employees, Land Use staff saw a set of statements specific to their operations, etc. Fire Department staff were not asked to respond to any statements in this section. As with the previous multiple-choice sections, the same responses were available to survey participants based on their level of agreement with each statement.

(1) Police Staff Provided Almost Entirely Positive Responses.

The following table shows the percentage of responses received to statements for Police Department staff.

POLICE DEPARTMENT						
#	Statement	SA	A	N	D	SD
1	We have enough time to spend in proactive patrol to address problems in the Town.	23%	32%	27%	9%	0%
2	Response times in the Town are appropriate to the needs of the requests for services.	18%	64%	0%	9%	0%
3	When needed on high priority calls, back up is timely.	5%	50%	18%	18%	0%
4	I receive the training I need to be effective in my job.	27%	45%	5%	14%	5%
5	I believe the residents in the Town of Groton appreciate what we do in the Police Department.	68%	27%	5%	0%	0%
6	We are good at reaching out to residents to understand what their law enforcement-related needs are.	41%	50%	9%	0%	0%
7	The vehicles and equipment in the Department are adequate for me to do my job.	41%	45%	5%	5%	0%

Police Department staff generally agreed with the statements in this section. The only statements receiving a significant degree of disagreement were Statement #3, that backup is timely, and Statement #4, that they receive effective training.

(2) Public Works Staff Responded Mostly Positively, Except When Asked About the Condition of Their Facilities.

The table below shows the percentage of responses received to statements for Public Works employees.

PUBLIC WORKS DEPARTMENT						
#	Statement	SA	A	N	D	SD
1	I believe my skills are used well.	62%	23%	15%	0%	0%
2	I get plenty of opportunities to expand my skills.	15%	54%	23%	8%	0%
3	We do a good job of making sure contractors do the jobs they were hired to do.	15%	46%	23%	15%	0%
4	The Public Works buildings I work in are adequate for the work I do.	23%	0%	0%	31%	46%
5	We do a good job of removing snow from the streets and parking lots in the Town.	69%	23%	0%	0%	0%
6	We do a good job of maintaining the Town's streets.	33%	33%	25%	0%	0%
7	Our vehicles and equipment are adequate for me to do my job.	42%	8%	17%	8%	17%
8	I think the Town's residents appreciate the job we do in Public Works.	31%	54%	15%	0%	0%

Most statements received a majority of agreement from Public Works staff, with a few caveats:

- Statement #3, that the Department does a good job getting contractors to do their work, received 15% disagreement (2 responses).
- Statement #7, that vehicles and equipment are adequate, received 25% total disagreement (3 responses)
- Statement #4, that the Department's buildings are adequate, received very strong disagreement, at 77% (10 responses).

While Public Works employees generally gave positive responses, they made it clear that

the state of their facilities is a serious issue to them.

(3) Land Use Staff Are Generally Satisfied, Except for the Level of Administrative Support They Receive.

The following table shows the percentage of responses received to statements for staff in the Land Use Department.

LAND USE DEPARTMENT						
#	Statement	SA	A	N	D	SD
1	We do a good job in cross-training our staff so that we can fill in for each other when we need to.	60%	40%	0%	0%	0%
2	I believe our office hours serve our residents well.	80%	20%	0%	0%	0%
3	I believe we have the right amount of administrative support in the Land Use Department.	40%	0%	0%	40%	20%
4	Our management information systems help me in carrying out my responsibilities.	20%	20%	20%	0%	0%

Only 5 Land Use employees responded to the survey. Their responses were mostly positive, except for Statement #3, where 3 of the 5 stated that they do not think they have the right amount of administrative support.

(4) Library Staff Provided a Small Response Volume, But They Seem Generally Satisfied.

The table below shows the percentage of responses received to statements for Library Staff.

LIBRARY						
#	Statement	SA	A	N	D	SD
1	Our library facility is adequate in meeting the needs of the Town.	50%	50%	0%	0%	0%
2	Our collection of reference materials is adequate to meet our patrons' needs.	50%	0%	50%	0%	0%
3	Our collection of children's materials is adequate to meet our patrons' needs.	50%	50%	0%	0%	0%
4	Our collection of periodicals is adequate to meet our patrons' needs.	50%	50%	0%	0%	0%
5	Our general collection is adequate to meet our patrons' needs	50%	50%	0%	0%	0%
6	We offer a good variety of programs to our residents.	50%	50%	0%	0%	0%
7	We coordinate well with the public schools.	0%	0%	50%	50%	0%
8	We coordinate well with the Senior Center in improving programming for seniors	0%	50%	50%	0%	0%
9	The facility changes we are about to make will improve the use of the library for our patrons	0%	0%	50%	0%	50%
10	The number of public use computers is adequate for our patrons.	0%	50%	50%	0%	0%

Only two Library staff responded to the survey. While this sample size is too small to draw many in-depth conclusions, responses for all but two statements in this section tended to lean toward agreement.

(5) Administrative Staff Are Generally Satisfied With Their Technology, Hours, and Workload.

The following table shows the percentage of responses received to statements for employees in Administrative departments.

ADMINISTRATIVE DEPARTMENTS						
#	Statement	SA	A	N	D	SD
1	The information systems available to me are adequate to perform my responsibilities.	43%	29%	21%	0%	0%
2	Our hours of operation are sufficient to meet my customers' needs.	50%	38%	6%	0%	0%
3	I feel as though I can take days off and feel confident that I won't be overwhelmed with work when I come back.	19%	19%	38%	13%	6%

Responses to these statements were mostly positive. Statement #3, that staff can return from days off without being overwhelmed, received 19% disagreement (3 responses), but it was the only statement of the three to receive any disagreeing responses.

4. OPEN RESPONSE QUESTIONS

The survey's final section asked respondents to answer questions about the organization in their own words. A summary of their responses can be seen below.

(1) Strengths

The first open-ended question asked respondents what they feel the greatest strengths of the Town are. The following table shows the top five most common themes from their responses.

GREATEST STRENGTHS OF THE BUREAU	
Theme of Response	Count
Management	17
Communication/Cooperation	16
Quality Community	15
Employee Attitude	13
Resident Attitudes	12

Management and leadership of the town was the most common strength listed, both in terms of setting an example for Town employees and guiding the Town financially. Communication and cooperation among departments and employees was the next most common, followed by comments about the aesthetic beauty and sense of community in the Town itself. The attitudes and effort of employees, as well as the engagement of

citizens, rounded out the top five.

(2) Improvement Opportunities

The second open-ended question asked respondents what they feel are the greatest opportunities for improvement in the Town. The five most common themes from their responses are shown in the following table.

GREATEST STRENGTHS OF THE BUREAU	
Theme of Response	Count
Business & Revenue Growth	19
Leadership	18
Staffing	9
Communication/Cooperation	8
Budget Management	6

The most common responses by far had to do with the need for increased revenue streams to the Town (most commonly phrased as a need for business growth), and frustrations with the Town’s Selectmen. Staffing increases and improvements in internal communication/cooperation were the next most common responses, with improved budget management completing the top five.

Appendix D – Best Management Practice Assessment

In the Assessment of Town Operations in the Town of Groton, the Matrix Consulting Group project team utilized a wide variety of data collection and analytical techniques.

In order to make the assessments of operational strengths and improvement opportunities, the project team developed a set of performance measures, called “best management practices” against which to evaluate current services, workloads and service levels in the Town. These service and performance measures comprise the main content of this report. The measures utilized have been derived from the project team's collective experience in working with hundreds of municipalities in Massachusetts and throughout the country. The performance measures utilized represent the following:

- Statements of "effective practices" based on the study team's experience in evaluating operations in other municipalities. These measures are both qualitative and quantitative.
- Where they exist, statements reflecting "industry standards" were used to incorporate commonly utilized service delivery approaches in addition to targets developed by national research organizations.
- In both instances, these measures of efficiency and effectiveness were selected and adjusted to reflect the unique operating and service conditions in Groton. Such factors as weather, topography and history came into play in the selection of actual performance measures.

Based on this initial assessment, the project team further evaluated data, resolved identified issues and made staffing recommendations as well as recommendations for management and operational improvement, where necessary.

1. Town Clerk

Performance Target	Strengths	Potential Improvements
Existence of automated indexing for legal records.	The Town has not generally automated the indexing of legal records.	
Extent to which records management program adheres to state laws and local policies / procedures.	The Town Clerk communicates to his department, and other Town departments, regularly regarding state law and Town procedures.	
Level / type of minutes generated from meetings.	Minutes are recorded and posted in a timely, detailed fashion. Record is not verbatim, but extensive summaries are provided.	
Use of technology (such as document imaging) to automate critical functions.	The Town Clerk increasingly digitizes various archival, historic, and vital records documents.	
Provide secure environment for protection of Town records?	Vital records and historic records are both kept in a secure vault. Archives records (such as minutes of meetings) are kept in a series of file cabinets; that room is locked up at night and when vacant.	
Provide timely access to archived records while maintaining record integrity?	Recent changes in state law provide additional time for town to respond to record requests (10 business days), but penalties for non-compliance are more severe. There is no evidence of Clerk's office failing to meet this requirement.	

Performance Target	Strengths	Potential Improvements
Provides advice to departments on records retention issues?	The Town Clerk regularly informs various departments of state regulations relating to records retention. One of the stated roles of the Town Clerk is advising and responding to Town inquiries about retention requirements.	
Provides timely accurate information related to the conduct of elections under Clerk's control.	Advent of early voting (~38% of votes cast in '16 were pre-election day) handled without incident	

2. Finance

Performance Target	Strengths	Potential Improvements
Financial Operations		
Financial staff are cross-trained for critical accounting and financial purposes.	The Finance Department, made up of Accounting, Assessing, and the Tax Collector/Treasurer, are cross-trained with their divisions.	All are small divisions, with three or fewer people each; there is little cross-training <i>between</i> divisions.
Operating budgets provide readable, comprehensive information on budgeted expenditures, staffing, and revenue, and the goals and objectives and performance measures.	In the last few years, through the Town's IT Department, innovative online tools have been added to allow public exploration and analysis of the budget, including year-to-year differences, and user-friendly graphics.	The relative ease for the public of <i>finding</i> the budget could be made easier, relative to other communities. Also, continuing to move departmental goals and measures into increasingly quantifiable metrics is suggested.
The 5-year capital improvement plan provides readable and comprehensive information on costs, and provides a link to the operating budget.	The capital improvement plan is readable and accessible, and is relatively easy to connect to the operating budget.	

GROTON, MASSACHUSETTS
Operational Assessment of Town Departments

Performance Target	Strengths	Potential Improvements
Operating and capital expenditures are monitored on an ongoing basis to assure actual expenditures do not exceed the authorized budget.	The Town's Finance Committee meets regularly, with this as one of their stated responsibilities. Included in this is oversight of the corresponding fund reserves (5% for operating, and 1.5% for capital).	
The Town has an established fund reserve policy.	Separate from the Town's Enterprise and Community Preservation Funds, the Town has a goal of at least 5% of its current operating budget maintained as a fund reserve.	
Provide information to departments to help monitor budget versus actual expenditures. Financial performance reviewed periodically.	Departments generally receive regular information to monitor budget performance.	
Accounting		
<p>Account Payable functions are effective:</p> <ul style="list-style-type: none"> • All accounts payable disbursements are supported by adequate documentation (invoice, receiving report, purchase order). • Invoices are reviewed and approved before payment is made; payments are accurate. • Payables are processed in sufficient time to obtain discounts. • Payments can be made electronically. 	Documentation and invoice review process and accuracy appear to be done in a satisfactory, accurate, prompt manner.	
Accounts Payable are processed within 30 days or other time periods sufficient to obtain available discounts.	Processing is generally done quickly; where opportunities for discounts are available, they are realized, including the payment of monthly electric bills.	Accounting should review opportunities to maximize available discounts.

GROTON, MASSACHUSETTS
Operational Assessment of Town Departments

Performance Target	Strengths	Potential Improvements
The number of manual checks is limited to emergency need only for efficient processing and internal control.	Manual checks are minimal.	
The Town has established cost recovery goals for certain functions (e.g., permitting) and has established fees at a level sufficient for the designated operation to be self-funding.	Over the past few years, a number of fees have been adjusted to reflect the cost of providing these services. While the adjustments have been relatively minor, the cumulative impact is meaningful.	
Existence of policy of separation of data input and payroll/payables and check printing and mailing?	Accounting enters data, and the warrant goes to the Treasurer's office for printing and mailing.	
Investment performance is monitored?	There is regular evaluation of investment performance.	
The Town conducts monthly reconciliation of bank accounts, preparation of the Treasurer Report, and audits financial transactions in a timely manner.	Regular reconciliation of bank accounts is conducted	
Centralized purchasing guidelines and processing have been implemented to control spending and ensure compliance with purchasing requirements.	Purchasing guidelines and systems have been implemented; given the small size of the departments within Finance, the efficiency of regular oversight appears smooth.	
The Town has an adopted purchase card / credit card policy to guide use of assigned Town credit cards.	A Town credit card is used very sparingly, for low-dollar, pre-approved expenses, most frequently for CoA expenses. The card is held securely in the Accounting office.	
Payroll		

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Operational Assessment of Town Departments

Performance Target	Strengths	Potential Improvements
Electronic submittal of timesheets by departments?	Payroll is input at the department level, and typically delivered to Town Hall for processing	This may be an opportunity for improvements in the system; a primary function of the Accounting Assistant is the manual inputting of payroll information from Town departments, because of the lack of a Town-wide, Munis-type system of payroll input.
Payroll hours are entered based upon "type of hours" (e.g., regular, sick, holiday, overtime, etc.) to simplify reporting, track hours by type, and enable automated reports and FLSA tracking.	Payroll hours are entered based on type of hours, rather than time and attendance.	
Are the Personnel and Payroll information systems integrated?	See above - opportunities for improved integration may be available.	A continued evaluation of the cost/benefit analysis of up-front costs for a fully integrated system, relative to the ongoing costs of the current system, is warranted.
Treasurer/Collector Functions		
Are automated and integrated financial packages in place that eliminate duplicate data entry among departments for payroll, accounts payable, accounts receivable?	While the Town does not use a Munis-type, fully integrated system, the Town moved to City Hall Systems in 2013, which eliminated much of the prior spreadsheet-based accounting procedure. Department also uses Kelley & Ryan for excise tax collection.	While Munis would be a significant upfront investment, would a central, module-based system provide efficiencies worth the investment for a Town of Groton's size?
Effective collection procedures have been put in place.	The Town recently moved to a "lock box service" to eliminate much of the mail opening and processing related to billing.	
Responsibility for cash payments has been centralized.	Cash payments are centralized.	

GROTON, MASSACHUSETTS
Operational Assessment of Town Departments

Performance Target	Strengths	Potential Improvements
Appropriate internal controls are in place to secure, track and safeguard cash.	Redundancies and daily deposits and tracking of cash deposits provide security and accountability.	
Responsibility for billing has been centralized.	This office's primary responsibilities are property tax and excise tax collection, and these are centralized in the Treasurer/Collector's office.	
On-line payments have been implemented to increase public access to Town Services and provide 24/7 access to payment options.	Online payment options are available for all Town-related services and obligations, including property and excise taxes. "E-billing" began for property taxes in 2016, and is slowly growing as a percentage of total payers.	
Assessor		
Is there a comprehensive and well-documented appraisal and field inspection policy?	The department works closely with the Board of Assessors, with an emphasis on strong interim adjustments between formal revaluations.	BOA recently approved change from revaluations once every three years to once every five years. It will be important to continue strengthening interim adjustments to avoid large swings in assessed values.
Are the employees in the Division cross-trained?	This is a small department, currently with 2.5 employees. Both have ability and training to cover full range of responsibilities.	
Are employees tracking time per project?	No formal quantification is currently done in this regard.	Will increased times between formal revaluations require more regular interim assessments? If so, quantifying the most efficient means of conducting them will become especially valuable.

GROTON, MASSACHUSETTS
Operational Assessment of Town Departments

Performance Target	Strengths	Potential Improvements
Are abatement decisions updated within 30 days of decision?	Current policy requires the abatement decision to be delivered via mail within 10 days of the decision. Any changes in the property value are made in the database are made quickly, usually in real time.	
Are appeals as a percentage of real and personal property assessments less than 0.50%?	In 2016, there were about ~5000 parcels, and ~30 requests (or just over 0.50%). This number goes up slightly in revaluation years, to closer to 1%.	
Tax administration is less than 1.5% of tax collections?	Tax administration appears to be comfortably below the 1.5% figure, keeping in mind the outsourcing of commercial assessments in that part of the process.	

3. Human Resources

Performance Target	Strengths	Potential Improvements
<p>Human Resources maintains personnel records in an efficient and readily accessible manner utilizing an integrated human resource information system (HRIS).</p>	<p>There is a strong, though relatively informal, system of individualized case management for both current employees and the 55-60 retired Town employees. Increased coordination between HR, payroll and the Treasurer has been prioritized in recent years, as well.</p>	<p>There is not a dedicated HR software system in place, making quantifying outcomes and performance measures difficult.</p>
<p>Human Resources use a workforce planning system to project retirement dates by Department and prepare for replacement of lost competencies and skills. This system has been automated. The plan is updated annually.</p>	<p>For management roles, there is an emphasis on building a succession plan for personnel set to retire in the foreseeable future, with a goal of developing leadership talent internally where possible.</p>	<p>There is not a formal, automated, systematic process involving succession or workforce planning.</p>
<p>The average recruitment times include the following:</p> <ul style="list-style-type: none"> • 45-60 days for clerical and 'operations' staff • 60-90 for professional and paraprofessional staff • 120-150 days for management staff 	<p>While not quantified, the desired recruitment times for clerical and operations staff is roughly 30 days; and more typically 45+ days for professional staff. Management staff is infrequently in need of replacement; consequently, there are few data points to develop a representative average time.</p>	<p>There are not specified goals related to recruitment times for various categories of personnel.</p>
<p>Human Resources maintains clear and effective channels of communication with Town employees, including such communications methods as employee handbook, and open opportunities for feedback on Town policies.</p>	<p>The HR Department is very small, but is accessible, according to interviews with employees in various other departments. The HR Director seeks opportunities for additional training and education based on feedback she receives. The Personnel Advisory Committee reviews the employee handbook annually.</p>	

GROTON, MASSACHUSETTS
Operational Assessment of Town Departments

Performance Target	Strengths	Potential Improvements
Human Resources has developed and implemented strategies to make the Town a satisfying place to work.	Within the realm of expanding education and training programs, wellness programs have also been added. A stated goal of the HR department for department heads involves emphasizing accessibility.	There is not a specific set of strategies related to maximizing workplace satisfaction.
Human Resources has established and implemented Townwide procedures for assessing the performance of all personnel.	There are annual reviews of all employees typically late in the calendar year. All department heads, upon making their recommendations and completing reviews, send them to the HR Director for review and signature.	
Human Resources uses cost-containment practices for its Workers' Compensation Program to be proactive in attempts to reduce frequency and cost of Workers' Compensation claims.	Some training opportunities have as a facet the stated goal of maximizing workplace safety and minimizing time out of work.	The Town does not conduct specific evaluation to review cause and effect factors related to past WC claims, providing an opportunity for improvement in this regard.
The Town has an active safety committee.	The Town's Public Safety Committee, which includes leadership from public safety, public works, utilities, HR, and IT, as well as the Town Manager, is largely focused on emergency management. However, it does include an element of workplace safety in its monthly meetings.	Perhaps as part of the mission of the Public Safety Committee, a more explicit element which includes evaluation of past WC claims, particularly involving higher-risk roles, could improve risk management.
Human Resources has a safety inspection program that determines corrective actions necessary based on past workers' compensation claims and proactive inspection of high-risk areas and professions.	While the HR Director will evaluate inquiries on a case-by-case basis, there is not a general program.	The Town does not conduct specific evaluation to review cause and effect factors related to past WC claims.

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Operational Assessment of Town Departments

Performance Target	Strengths	Potential Improvements
<p>Human Resources periodically compares its entry-level salaries with other public agencies, and adjusts entry-level salaries as necessary to compete for qualified applicants.</p>	<p>The Town has a Personnel Advisory Board that meets periodically, composed of three community members, and the HR Director as an ex-officio member. Part of their charge includes evaluation of compensation competitiveness.</p>	<p>It does not appear that this is done on a regular basis - more reactive and proactive in nature.</p>
<p>The Town has a well-defined compensation and classification policy and philosophy.</p>	<p>All but three Town employees are governed by negotiated union contracts, and the three other employees are governed by personal service contracts.</p>	<p>The Personnel Advisory Committee evaluates salaries relative to peer communities periodically, though there does not appear to be a well-defined compensation/classification policy in place.</p>

4. Information Technology

Performance Target	Strengths	Potential Improvements
The Town has developed a multi-year technology plan and is reviewed/updated annually.	The IT Director has developed a long-term plan for replacement of, and upgrades to, the Town's technology assets.	
Security standards have been developed to include diagnostic tools, monitoring tools, intrusion detection systems, firewalls, encryption, secure e-mail, and anti-virus.	A recent cybersecurity test (funded by a \$16K grant and conducted by an outside cybersecurity group) concluded that the Town's various levels of security were within the range of competency recommended.	As systems continue to be upgraded and further integrated, are resources being budgeted to further strengthen security levels?
A refreshment program is in place to replace computer hardware and PCs.	The IT department has developed a schedule for replacing/upgrading hardware.	
Software is upgraded at appropriate intervals and consistently deployed throughout the organization.	The IT department has developed a schedule for replacing/upgrading software, including public safety functions.	
Appropriate back-up procedures are in place.	The IT Director acts as the backup resource for all departmental technology services and needs.	
Support is provided to all users in handling both hardware and software operational issues.	In addition to the IT Director, a Server/Desktop Specialist is available for all Town departments.	
IT provides a webmaster to manage the content of the Town's website.	The IT Director acts as the webmaster of the Town's website; future plans include various upgrades to the Town's website and functionality.	
GIS Staff provides training and assistance to all departments to utilize and benefit from the compiled data within the system.	A recent addition to the IT department has, as his primary function, the training and troubleshooting needs of departments throughout the Town.	With additional resources, the IT Director has indicated a number of additional projects and initiatives he would like to see implemented that could improve services and/or reduce expenses. They are generally project-oriented.

5. Land Use

Performance Target	Strengths	Potential Improvements
Planning Division		
Is the lead responsibility for the processing of discretionary permits centralized within the Planning Division?	This is the case in Groton. The Land Use Director/Town Planner has responsibility for the processing of all discretionary permits in the Town.	
Does the office provide “over the counter” same day permits?	The Land Use Department issues gas, plumbing and electrical permits over the counter when the applicant provides the form, check and requisite information.	The Department should consider the feasibility of expanding the range of permits that are available over the counter. These may include such permits as, for example, single-story additions less than 500 sq ft, single-story deck, patio covers or enclosures, detached accessory structures (garage, storage building, barn, etc.), new/altered roof, siding, fences, and perhaps others.
Are the department’s fees recovering the full cost of service delivery?	Fees are reviewed annually by the Land Use Director/Town Planner and the Town Manager. Planning Board fees were increased in 2016, stormwater permit fees have been increased in 2017, and gas, plumbing and electric permit fees were increased in 2015. The fees are reportedly designed to cover the full cost of issuance.	Building permit fees have not increased since 2008. It is not clear that these fees cover the costs of issuance, inspection and administration.
Are there established turnaround times for development review projects (such as special permits) and these are clearly communicated to the public (i.e. – on application materials / website)?	The Department adheres to State statutes regarding turnaround times for development review, and reports that it meets these except in cases of exceptional complexity. The turnaround times are clearly communicated to customers at the time of application submittal.	

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Performance Target	Strengths	Potential Improvements
Does the department offer a pre-application conference to handle any potential issues proactively and inform the applicant about all Town requirements?	The Land Use Director/Town Planner has an “open door policy” whereby developers are encouraged to meet and describe the proposed development very early in the process. Developers submit conceptual plans a week in advance, and the Land Use Committee convenes to discuss proposal.	
Does the department utilize automated permit tracking software?	Although only building permits can be issued on line at the current time, other divisions of the land Use Department will be transitioning from GeoTMS software to View Point, which will allow for the tracking of development review and issuance of other types of permits.	
Application materials and enabling ordinances / legislation is available online for use by applicants.		The Department’s web site does not provide access to permit forms.
An appropriate balance is maintained on workload distribution between current planning, long-range planning, and special projects.		There is a single planning professional in the Land Use Department. The Town Planner, in addition to functioning in a professional planner role, handles all Planning-related administrative tasks, which inhibits a balance between short and long-range planning.
GIS is readily available to planners to facilitate the analysis of current planning applications.	The Department contracts with Applied Geographics to maintain its website and data layers.	
Housing Division		
The Town has adopted an Inclusionary Zoning Ordinance which requires that 10% of the units in new residential developments be affordable.	MGL 40B requires municipalities to provide 10% of housing stock to be classified as “affordable”.	Only approximately 5.5% of the housing stock in Groton is classified as “affordable housing.”

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Performance Target	Strengths	Potential Improvements
<p>Housing administers an affordable housing program that manages compliance and assists families to locate affordable housing alternatives.</p>	<p>The Housing Coordinator monitors the compliance of developers with the incentives to produce affordable housing.</p> <p>The Housing Coordinator also receives tenant complaints, and attempts to resolve issues related to emergency housing needs.</p>	
<p>The Department administers a housing improvement program that provides low cost loans and grants to homeowners to rehabilitate their property.</p>		<p>The Town does not have a program to provide low cost loans and grants to homeowners.</p>
<p>Building Division</p>		
<p>An automated permitting system is utilized. It is internet accessible.</p>	<p>The Division has migrated to the "View Point" software package in order to issue permits on-line.</p>	
<p>Plan review time frames and targets have been adopted and are prominently noted on application materials and the website.</p>		<p>The Division does not have formally-stated plan review times, however applicants are informed of the likely turnaround times at the time of submittal.</p>
<p>A resubmittal fee is in place.</p>		<p>The Division has not adopted a resubmittal fee for instances in which recommended corrections are not incorporated in subsequent submittals.</p>
<p>Plan review performance is monitored and reported.</p>		<p>Although the Division can anecdotally state that review times for routine plans are between four and five business days, this is not formally monitored or calculated.</p>
<p>Inspection requests are accepted until 7:00 AM the day inspections are to be completed.</p>	<p>The Building Division reports that inspections are performed on the same day 99% of the time when builders make their requests before 10:00 am.</p>	

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Performance Target	Strengths	Potential Improvements
Building Inspectors respond to inspection requests within one workday.	This is reportedly the case in the large majority of instances.	This metric is not formally monitored and reported.
An automated voice-activated inspection request system (IVR) is utilized or online inspection requests can be submitted.		The Division does not have an interactive voice response system. Builders contact the Building Division directly, typically via phone, to set up inspections.
Inspectional staff have received appropriate training and maintain appropriate certifications for their specialties.	The Chief Building Official, the Wires Inspector and the Plumbing Inspector each have appropriate certifications to complete inspections in their disciplines.	
Application materials are available on-line.	The Building Division recently instituted on-line permitting, whereby applicants may download several types of permits off the web site through "View Point." Examples include additions/alterations, demolition, new construction, sheds, swimming pools.	
Plan review submittal requirements are clearly outlined and available online.		No submittal requirements are available on line.
Code Compliance Division		
The Town has a proactive zoning Enforcement program / process.	The Chief Building Official serves in the capacity of the Town's Code Enforcement Officer and reports that zoning code enforcement is a blend of proactive and reactive response.	
Code violation complaints are prioritized and inspections scheduled accordingly (e.g. – respond to critical priorities within 8 hours).	There are very few code complaints in the Town, and most receive an immediate response.	

Performance Target	Strengths	Potential Improvements
At least 80% of the assigned code compliance cases are closed within 30 days of receipt of the case. 90% of cases are closed within 45 days. (What remains – the balance of 10% - are cases that are difficult to close due to absentee ownership, clouded title, financial or health constraints of the property owner).	The Division reports that, of the approximately 25 cases each year, essentially all are closed within 21 days.	There is no formal tracking of this metric.
Alternatives have been developed and utilized to reduce the amount of time compliance officers spend in the office dealing with paperwork.		The Division does not utilize electronic case filing, instead relying on hard copy files to record case events and to monitor compliance.
Fees are charged to help offset the costs of providing specific code enforcement services (appeal fees, administrative fees for abatement services, for example).	There is a series of escalating fines for initial violation and continued non-compliance, equating to \$25 for the first day, \$50 for the second, \$100 for the third day, etc. This continues till fines reach \$500, at which time the Code Enforcement Officer refers the case to the Land Court in Lowell.	
Public Educational efforts are undertaken to inform the public regarding property, zoning and animal control compliance issues.		There are very few zoning code violations in the Town, however there is no outreach to educate the public regarding zoning codes.

6. Police

Performance Target	Strengths	Potential Improvements
PATROL		
Given call for service workload and the deployment of personnel, does the availability of proactive patrol fall within the 40% to 50% range?	We have not received the CAD / RMS data which would allow us to develop this analysis. However, as a small community proactive type is commonly at or above these levels because of low call demand in the context of having to patrol the Town.	

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Performance Target	Strengths	Potential Improvements
Is proactive patrol time formally planned and frequently evaluated?	<p>Proactive patrol is informally managed based on input from the community and officers observing problems in the Town.</p> <p>Sergeants all have extensive collateral duties (though the extent makes this an issue).</p>	While recognizing that Groton is small, such 'systems' do not need to be overly formal but a tactical action plan' would make staff accountable internally and externally toward problem solving. Also, this goal is impacted by too few sergeants.
Is the deployment of personnel evaluated based on calls for service in the Town?	Groton is a large decentralized town. However, without the CAD / RMS data it is not possible to determine the effectiveness of deployments against call generation in the Town.	
Are there response time targets <ul style="list-style-type: none"> • High Priority: 3 - 5 minutes • Medium Priority: 5-15 mins. • Low Priority: 15 - 30 minutes 	We have not received the CAD / RMS data which would allow us to develop this analysis.	
Is the Department involved in the provision of specialized services such as: <ul style="list-style-type: none"> • Traffic? • School resources (SRO)? • Focused policing / patrols? 	<p>Groton is a suburban community with a high commuter population and is surrounded by similar communities. As a result traffic is a major focus for field staff, especially given that the Town is traversed by several State highways (40, 111, 225)</p> <p>The Town has an SRO who works with the Groton-Dunstable Regional High School and other schools – students, parents, staff and faculty in programs and in response to problems. Patrol assists with DARE.</p>	Recently, the SRO has assisted in covering for the detective (mostly on juvenile cases) who has been out on long term leave, impacting services to the schools.
Is crime analysis information made available to personnel on a daily basis?		There is no formal crime analytical information generated on a regular basis. There is no staff to accomplish this on a dedicated or shared service basis. Are there shared service opportunities?
Is information communicated between shifts?	Information is communicated at shift exchange. The Deputy Chief is also a facilitator for information flow between shifts.	

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Performance Target	Strengths	Potential Improvements
Is information communicated between Patrol and Investigations?	As a small organization there is an exchange of information.	With the long term absence of the detective, this flow is not as consistent as it had been before.
Is the Department pursuing work with other jurisdictions for: <ul style="list-style-type: none"> • Narcotics? • DUI enforcement? 	The GPD participates in NEMLEC (North East Mass. Law Enforcement Council) which coordinates multi-agency efforts in drugs, for example.	It is not possible to make the determination that existing staff could be more involved in regional enforcement without the data.
Are all personnel assigned to patrol participating in traffic enforcement?	As noted above, as a small Town with major traffic / commute issues, this is a major focus of field services.	
Are Patrol Vehicles being replaced between 80,000 to 100,000 miles?	Unknown without data.	
INVESTIGATIONS		
Is the number of open cases approximately 12-15 on a weighted basis of person and property crimes?	A review of open and active cases indicates that detective caseloads are lower than these targets.	
Are cases followed up based on case quality, priority and solvability?	The Groton Police Department serves a small community that expects high levels of service, 'minor' cases and cases with poor leads often get followed up.	Could patrol deal with more of these cases?
Are detectives share information with patrol?	There is normally a sharing of information.	The long term disability of the detective has impacted this.
Do patrol personnel follow-up on minor crimes?	Patrol personnel are involved in follow ups on certain mi or crimes.	As noted above, could patrol be more involved in incident follow-up based on time available. It is not possible to make this determination without the data.
SERVICES		
Are police officers receiving at least 40 hours of training per year?	Unknown without data. However, the Commonwealth mandates 40 hours per year.	

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Performance Target	Strengths	Potential Improvements
How is technology utilized in the Department for management and for operations?	The Town has been supportive in some areas – vehicles.	Other areas could have more focus (e.g., license plate readers in a town with high traffic levels).
Is communications regionalized?	Groton dispatches for Dunstable – police, fire and EMS as well as other after hour emergencies.	Could more towns in the region be brought into the communications system? It is not possible to make this determination without the data.
Is the evidence room audited to provide for verified chain of evidence, etc.	The property room is controlled through a 2 key system. Quarterly and annual audits are performed.	
Is a management system in place to track inventory in the evidence facility?	An evidence system exists.	
Does the Department maintain a formal internal affairs tracking program?	The Department has had only 3 formal internal affairs investigations in the past 9+ years.	Data is needed in support of this.
Sworn personnel do not perform roles that could be handled by non-sworn personnel.	As a small community it would be difficult to civilianize any existing positions without impacting service capabilities.	Is this possible long term as a way to cost effectively provide service on lower priority incidents?
RECORDS		
Records staff are available to handle customer requests.	The Chief’s secretary is the lead records staff and she handles these requests.	
Records are maintained in a secure area.	Records are stored in a dedicated area.	It is not clear that the records are secured at all times.
Records of payment are maintained against each records request.	Payments are regularly, and reliably, entered.	

7. Public Library

Performance Target	Strengths	Potential Improvements
Do cardholders as percent of population exceeds 65%.	The number of registered resident users in the 2016 State Library Report is 9,621 (total registered users of 13,376) indicates high patronage.	The patron list is not reviewed periodically to cull non users, people who have left, etc.
Does annual circulation per cardholder exceed 12 per year?	Total circulation is over 17 per cardholder per year in the 2016 State Library Report. Very high usage especially with patron issue noted above.	
Collection size per capita exceeds 3.	Total holdings in the 2016 State Library Report are 98,456, or almost 10 times.	Are poorly circulated materials weeded out?
Proportion of collection replaced per year exceeds 5%.	These data are not tracked by in the in 2016 State Library Report. However, while the Town supports operating costs in the Library, material replacement budgets are highly supported by the Library's endowment (as well as various trusts). These sources contribute over \$80,000 in materials each year. This has been critical with declining State and local funding for materials.	How viable are these sources for the long term? What strategies can be developed alone and with the Town to meet the material needs of the Library?
Are services coordinated with other service providers in the Town?	There is extensive coordination with the District Schools and with the Council on Aging / Senior Center.	
Is the library participating in regional consortia?	The Groton Public Library participates in the regional library consortium.	
Programs and outreach designed to reach numerous target audiences (children, adults, seniors, etc.).	The Library has extensive, extensively supported and attended programs not just for children but for adults, seniors and other special populations.	

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Performance Target	Strengths	Potential Improvements
Tracking data related to reference (i.e. number of requests, time to respond, etc.)?	The library tracks utilization and program data and makes adjustments based on trends.	
Utilization of technology (i.e. card catalog, reference, circulation, etc.) to enhance client access?	The Library has an extensive online presence, technology kits, and digital books are actively supported.	
Volunteers are utilized to augment paid staff resources.	Volunteers are used as readers in children’s programs. Seniors also help with book mending. The Library uses student interns for shelving and other duties.	
Leveraging community resources (private, foundation, not-for-profit, Friends of the Library, etc.) to supplement Town funds?	As noted above, the Library has an endowment and several trusts utilized in the support of new materials and other special uses. These sources do not support staffing and operations.	Again, as noted above, how stable are these sources in the long term?
The Library is open and available to the public during non-business hours and days.	The Library is open minimum of 48 hours per week year round and 52 hours per week between January and April which includes Sundays. The Library is open one evening.	What is the demand for Sunday hours the rest of the year?
Collections of “non-traditional” materials.	The library circulates many non-traditional items (e.g., basketballs).	
Historical resources are coordinated with other local groups.	There is a ‘history room’ supported in coordination with the local historical society.	
The Library provides on line other remote reference services, including genealogical assistance.	As noted above, the Library has extensive online reference and learning materials as well as digital collections.	

8. Public Works

Performance Target	Strengths	Potential Improvements
Fleet and Facilities Maintenance		
Building maintenance staff has an effective preventive maintenance program for its facilities.		There is a single building maintenance technician (Laborer classification) who maintains and repairs all Town buildings other than the Library. The employee has other duties unrelated to building maintenance, however, and has little capacity to implement a preventive maintenance program. Although an outside contractor performs certain PM-related activities such as generator checks, and filters are changed, there is no programmed preventive maintenance plan.
Fleet maintenance and repair functions have been centralized.		The Public Works Fleet Maintenance Division maintains and repairs all Town vehicles and equipment with the exception of the Police Department units.
The fleet operation effectively uses both in-house and specialized contracted resources to maintain the fleet.	There is an effective use of contractors for complex and time-consuming repairs, however most services are performed by the two internal Mechanics.	
A charge-back system is in place to charge customers for the cost of specific services, such as facilities and fleet maintenance (e.g. Internal Services Fund).	There is no charge-back system for repair, however almost all units maintained by the Fleet Maintenance Division are DPW vehicles and equipment.	
The Town has an asset replacement/rehabilitation fund for both vehicles and facility assets, which is contributed to annually base upon useful life and other protocols.		The Town does not have a replacement fund in place. Rather, it replaces vehicles and equipment from current-year funding.

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Performance Target	Strengths	Potential Improvements
One facility trades staff position is allocated per 45-50,000 sq. ft. of building space.		The project team does not possess the data to make this calculation at this time. There are 100,978 square feet of maintainable space, maintained by one Laborer position. However, the Laborer's efforts are supplemented by contractual labor of an as-yet undetermined funding amount.
Custodial services in range of \$0.75 - \$0.95 per square foot.		The project team does not yet possess the total expenditures for custodial services in the Town, however, it is likely that the cost is somewhat above this range, as the 100,978 square feet of space is maintained by two Custodians, whose projected direct salaries are \$90,325. Materials and supply costs likely place the figure above \$1.00 per square foot, however this is not viewed as a critical issue.
STREET & SIGNAGE MAINTENANCE		
The Department utilizes a formal work planning and scheduling system.		Although Department managers, supervisors and employees are aware of the daily, weekly and seasonal tasks that must be accomplished, there is no formal work planning and scheduling system in place that shows the planned work, the locations, the materials and supplies required, and the personnel resources that are required. Ideally, this plan would incorporate planned time off for each employee, and would be utilized to highlight any resource shortages in future months, allowing for the altering of schedules and/or the planned use of contractors for certain functions.

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Performance Target	Strengths	Potential Improvements
Time tracking information is available in sufficient detail to allow analysis of work practices.		The DPW does not have access to a computerized maintenance management system (CMMS) which would facilitate the analysis of work, productivity, and costs. However, a larger issue is that the Department does not record the time, materials and equipment used in the performance of work.
A formal pavement management system is in place. The average condition index is in the range of 65 to 75 on a 100-point scale.		There is no formal pavement management program. Pavement is resurfaced based on visual assessment.
Catch basins are cleaned on a two-year cycle.		The Department reports that it is cleaning approximately 1/16 of the 500 catch basins annually.
Potholes are patched within one workday of receipt of the complaint.	The DPW repairs all potholes that represent safety issues immediately. Others are assessed for severity and patched accordingly.	
Major road repairs and reconstruction are contracted out.	All major road construction is contracted out.	
Storm water pipes and ditches are cleaned annually.		Pipes, ditches and catch basins are cleaned only as needed.
Sign reflectivity is checked once every two years and regulatory signs are replaced when their reflectivity falls below acceptable standards		Sign reflectivity is not checked on a regular cycle. The Department does not maintain a sign inventory and therefore does not have records on reflectivity checks.
School crosswalks are painted annually, and other cross walks are painted bi-annually. Legends on arterials are painted every year, collectors at 18 months and residential at 2 years.	The Department utilizes a combination of internal labor and contractors to perform striping of crosswalks, legends and long-lines. These are all re-painted annually.	

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Performance Target	Strengths	Potential Improvements
<p>Street sweeping service levels are targeted as follows: (1) Residential: once a month; (2) major commercial areas: twice a week.</p>		<p>The Department reports that it sweeps approximately 40 to 50 lane miles. This represents a relatively low level of service for the Town, as there are about 110 center line miles.</p>
<p>Transfer Station</p>		
<p>The Division has instituted a program to manage certain household hazardous wastes (HHW) and problem materials through recycling, diversion, reusing, reduction or proper disposal methods.</p>	<p>Residents may take HHW to Devens on the first Wednesday and Saturday of each month from March through December.</p>	
<p>The Division has maximized revenues by soliciting waste and recyclable materials from other municipalities.</p>	<p>The Town's transfer station receives recyclable materials from the towns of Littleton and Dunstable.</p>	
<p>Fees charged for the use of the transfer station cover full costs of providing services.</p>	<p>Fees reportedly cover both operating costs and the cost of capital.</p>	<p>The fees were recently increased, however they had not been analyzed for a reported ten years prior to this increase.</p>
<p>Web site provides residents with helpful information in user-friendly format</p>	<p>The Public Works web site includes a link to the Transfer Station, which has comprehensive information relating to hours of operation, requirements for entry, sticker prices, bag prices, charges for bulk items, Hazmat disposal instructions, map of the facility, list of recyclable (and non-recyclable) items, and other information.</p>	<p>There is no section on the web site that includes educational information related to the benefits to the community of recycling, how to compost, goals for recycling and the statistics related to waste stream diversion, etc.</p>

9. Senior Center

Best Management Practice	Strength	Potential Improvements
Customer services approaches, and citizen outreach are utilized.	The current COA Director and Outreach Director have emphasized outreach (to increase participation) and flexible responsiveness to demand for such amenities as exercise equipment and wellness programming.	
Aggressive promotional techniques are utilized for programs and services.	The Outreach Director currently maintains an emergency preparedness list (400-500 residents); a Fire Department carbon monoxide program; mailing programs and birthday card delivery annual program; and Meals on Wheels program	At last count, ~2,400 senior residents in Town, and ~700 have responded to aggressive outreach. Seeking additional opportunities to collaborate with Town departments when visiting residences, and increase wellness checks, may increase this percentage.
Registration should be made as easy as possible so as to encourage participation.	The current leadership emphasizes inclusiveness and ease of engagement, given challenges described above.	
Activities of participants are tracked so as to gauge programmatic interest as well as overall participation levels.	As discussion of a potential new/renovated facility have progressed, a 2016 survey was conducted to gauge interest and engagement.	Crucial that this information is kept current and central to decisions made about any capital investments poised to be made by the Town.
A specific cost recovery plan has been developed that aims for the Department to be self-supporting without contributions from the General Fund.	Budget is primarily funded by state and local public dollars. There is no current effort to approach self-support of its budget.	
Established foundations to assist in support of specific services or facilities (e.g. "Friends of the...")	The Friends of the Groton Elders, which includes public, private, and non-profit sectors, provides funding and volunteer support for educational programming and unmet needs of residents.	The Friends are in the midst of seeking to grow their capacity. With most discussion currently on capital needs, The Friends' ability to strengthen operating support may be crucial.
The Department has a Citizens Advisory Committee to provide feedback, input and ideas regarding service provision.	The Town's Council on Aging (COA) is a nine-member board appointed by the Town's Board of Selectman.	

