

# **Final Report of the Administrative Services Study**

**TOWN OF AVON, CONNECTICUT**



**May 21, 2009**

# TABLE OF CONTENTS

May 21, 2009

	<i>Page #</i>
1. INTRODUCTION AND EXECUTIVE SUMMARY	1
2. PROFILE OF OPERATIONS	8
3. BEST MANAGEMENT PRACTICES EVALUATION	34
4. EMPLOYEE SURVEY	54
5. ANALYSIS OF OPERATIONS, SERVICE PROVISION AND ORGANIZATIONAL STRUCTURE	67
Appendix A LISTING OF RECOMMENDATIONS SORTED BY:	
A-1 PRIORITY	111
A-2 ESTIMATED COST / SAVINGS	117
A-3 RESPONSIBILITY FOR IMPLEMENTATION	123
A-4 TIMING OF IMPLEMENTATION	129

## **1. INTRODUCTION AND EXECUTIVE SUMMARY**

# **1. INTRODUCTION AND EXECUTIVE SUMMARY**

This initial chapter of the report introduces the approaches utilized in this study and summarizes key findings, conclusions and recommendations to be found in this report.

## **1. BACKGROUND OF THE ADMINISTRATIVE SERVICES REVIEW.**

The Matrix Consulting Group was hired by the Town of Avon to assist them in evaluating various administrative services that are performed by both the Town and Board of Education in Avon, Connecticut. The principal purpose of the study was to identify if these services could be provided more efficiently or effectively if they were merged into one organizational structure or outsourced. It was also anticipated that the study would identify improvement opportunities that could be implemented by each organization, independent of the other, that would improve service provision without necessitating a merger of the functions. The specific service areas to be reviewed for the Town and the Board of Education include:

- **Financial Operations:** Payroll, Accounts Payable, Cash Management, Revenue Collection, Data Processing, Banking Services, Purchasing, Assessing, Debt Issuance, Financial Report, Investments, Budget, Pension and Capital Planning.
- **Facilities Management:** Building Maintenance, Custodial Services, Grounds Maintenance, Energy Use / Conservation Programs, and Safety and Accessibility.
- **Human Resources:** Salary and Benefit Administration, Budget Preparation and analysis of salary and benefits, Recruitment, Retention, Labor Relations, non-certified employee training, and Risk Management.

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

- The project team initiated the project by interviewing the senior management of each of the departments under review within the Town and Board of Education to obtain background issues for the study and confirm the scope of work, schedule, etc.
- The project team interviewed each staff position within the Departments under review.
- Follow up interviews and additional data collections was conducted as necessary to develop background on the key issues involved within the study.
- In addition to interviews, the project team collected data from the various departments documenting (where applicable and available) workload, processing times, service levels, operations and costs.
- The project team developed a descriptive summary, or profile, of the departments, reflecting organizational structure, staffing, workloads, service levels, and programmatic objectives. This profile was reviewed with staff and the project steering committee. The final version of this profile is contained in this report.
- The project team compared the workload, staffing, technology, and service delivery approaches utilized within the departments to “best management practices.” This step served to identify initial key issues in our analytical process.
- The project team reviewed initial findings and issues, as well as interim documents, with the Administrative Services Review Committee which served as our project steering committee throughout the process.

In summary, the processes utilized by the Matrix Consulting Group in this study included intensive input from staff, detailed data collection and analysis, and an interactive process at each key step.

## **2. EXECUTIVE SUMMARY OF RECOMMENDATIONS**

The recommendations that have been developed address several issues related to the provision of administrative services including how duties are performed, the

appropriate utilization of technology, and the organizational placement of duties. Alternatives considered were compared against existing approaches and organizational structures as part of the evaluation process.

The table, below, summarizes the recommended organizational, staffing, and service provision changes contained within the report.

<b>Chapter 5 Section Number</b>	<b>Recommendation</b>	<b>Entity</b>	<b>Entity / Individual Responsible to Implement</b>	<b>Priority: High, Medium Low</b>	<b>Timeframe</b>	<b>Estimated Cost / (Saving)</b>
<b>Financial Operations</b>						
2.2	Upgrade ADMINIS to current Windows Version (assumes decision to remain with ADMINIS) with a two year phase in.	Town	Finance Director / Town Manager	Medium	2009 - 2011	\$99,560
2.2	Implement time and attendance software to enable entry of payroll data at departmental level.	Town	Finance Director	Medium	2009 - 2010	\$40,000
2.2	Implement the utilization of electronic purchase orders.	Town	Finance Director	High	2009	-
2.2	Change internal procedures to reduce internal approvals for check disbursement to no more than three reviewers.	Town	Town Manager	High	2009	-
2.2	Provide required financial reports to the Town Finance Director in according to an agreed upon schedule. All reports to be provided covering a consistent time period for integration with Town data.	BOE	School Finance Director	High	1/2 half, 2009	-
2.2	Evaluate the integration of the Town and BOE financial systems onto a common platform.	Joint	Town Manager / School Supt.	High (must occur prior to upgrading existing systems)	2009	\$100,000 Base to \$200,000 depending upon system selected.

**TOWN OF AVON, CONNECTICUT**  
**Final Report of the Administrative Services Study**

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2.2	Cross-training of accounts payable and payroll staff to provide backup between the Town and BOE.	Joint	Town Manager / S School Supt.	High	2009	-
2.2	Provide access to BOE Staff to the ADMINS system, and to Town Staff to the Great Plains system to enhance sharing of data and information.	Joint	Town Manager / School Supt.	High	2009	<\$5,000 for hardware / software connections.
2.2	Develop, approve and implement a common purchasing policy for both entities that utilize similar dollar thresholds and procurement approaches (i.e. - when to utilize information quotes, formal quotes, formal bids, RFPs, etc.)	Joint	Town Manager / School Supt.	High	2nd half, 2009	-
2.2	Increase utilization of electronic paychecks and vendor payment distributions.	Both Entities	Town Manager / School Supt.	High	on going	-
2.3	The responsibility for entering all Town of Avon pay rate and benefit program changes should be reallocated from the Finance Department to the Human Resources Department.	Town	Town Manager	High	2010 (must occur after implementation of HR software)	-
2.3	The responsibility for bank reconciliations for the Board of Education should be transferred to the Finance staff of the Board of Education.	Joint	Town Manager / School Supt.	High	2010 (must occur after reciprocal access granted to software systems)	-

**TOWN OF AVON, CONNECTICUT**  
**Final Report of the Administrative Services Study**

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2.3	The provision of IT support services should be modified to reduce the role of the Finance Director in handling day to day customer usage issues. In the short term, the contracted IT services should be expanded. In the longer term, an IT professional should be employed to service the Town and School organizations.	Town	Town Manager	Medium	2010	<\$20,000
2.4	A policy discussion should be undertaken to discuss the advantages and disadvantages of a complete integration of the financial operations of the Town of Avon and the Board of Education.	Joint	Town Council / BOE	High	2009	-
<b>HUMAN RESOURCES</b>						
3.2	The responsibility for entering all Town of Avon pay rate and benefit program changes should be reallocated from the Finance Department to the Human Resources Department.	Town	Town Manager	High	2010 (must occur after implementation of HR software)	-
3.2	Implementation of on-line applications.	Town	HR Director	Medium	2010	Unknown
3.2	Hire HR Coordinator for centralization of BOE Human Resource functions with reporting relationship to Town HR Director	Both Entities	BOE	Low	2011 - 2012	\$60,000 to \$75,000
3.2	Development of multi-year workforce planning document estimating hiring needs, estimated retirements, etc.	Both Entities	HR Director / School Finance Director	Medium	2010-2011	-

**TOWN OF AVON, CONNECTICUT**  
**Final Report of the Administrative Services Study**

<b>Chapter 5 Section Number</b>	<b>Recommendation</b>	<b>Entity</b>	<b>Entity / Individual Responsible to Implement</b>	<b>Priority: High, Medium Low</b>	<b>Timeframe</b>	<b>Estimated Cost / (Saving)</b>
3.2	Implement additional training programs and tracking of all training courses completed by employees.	Both Entities	HR Director / School Finance Director	Low	2010-2011	\$5,000
3.2	Joint planning relative to collective bargaining provisions to develop consistency where practical in benefits, leave provisions, etc.	Both Entities	Town Manager / School Supt.	Medium	2010-2011	-
3.2	Review all job descriptions on a regular and recurring basis.	Both Entities	HR Director / School Finance Director	Low	2010-2011	-
3.2	Implement combined recruitment and application processing under Town.	Both Entities	HR Director / School Finance Director	Low	2010 - 2011	-
<b>FACILITY AND GROUNDS MAINTENANCE</b>						
4.2.1	The Building and Grounds Division should better leverage its investment in the School Dude program. Training should be given to the Supervisor over the Building and Grounds Division, as well as the Maintainers.	School	Director of Maintenance	Medium	2010 - 2011	-
4.2.2	The Board of Education should implement a mix of in-house and contracted custodial services. This would allow each school to maintain one fulltime custodian to address custodial needs during operating hours, while achieving cost savings in the range of \$173,000 to \$332,000.	School	BOE	High	2010 - 2011	(\$173,000 - \$332,000)

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4.2.3	The Board of Education and the Town of Avon should jointly schedule and provide field preparation services for athletic events on a regional or zoned approach for Recreation Department and School athletic events.	Both Entities	PW Director / Director of Maintenance	High	2009 - 2010	-
4.2.4	The Town of Avon should acquire additional licenses for the School Dude program.	Town	PW Director	Medium	2010	(\$5,000) new revenue
4.3	If a policy decision is made to consolidate maintenance functions, the services should be consolidated under the Town.	Both Entities	Town Council / BOE	High	2010 (decision)	(\$97,466)

A more detailed description, analysis, and background on each of these recommendations is contained within the following chapters – primarily Chapter 5. Some additional discussion is contained within the best management practices analysis in Chapter 3. In assigning priorities, the project team utilized the following general guidelines:

<b>Priority Ranking</b>	<b>Description</b>
High	Items of significant operational or financial impact. Implementation is a priority either to correct an operational practice or reduce costs.
Medium	Recommendations that have moderate impact on operations or financial impacts.
Low	Items that have limited impact on operations or financial impacts.

## **2. PROFILE OF OPERATIONS**

## **2. PROFILE OF OPERATIONS**

This chapter provides a Descriptive Profile of Town and Board of Education functions under review, including the Finance, Facilities and Human Resources. The purpose of the Descriptive Profile is to document the project team's understanding of the functions under review, allocation of staff by function, and principal assigned responsibilities of staff. Data contained in the Profile was developed based on site work conducted by the project team, including:

- Interviews with staff in each department to understand roles and responsibilities, etc.
- Interviews with the departmental managers in the Town and Board of Education to discuss quality of service issues, inter-departmental coordination, etc.
- Collection of various data describing organization and staffing, workload and service levels as well as costs. These efforts are continuing over the next few weeks of the project.
- Documentation of key practices as that relates to work planning and scheduling, policies and procedures, as well as work processes.

The structure of this descriptive profile is as follows for each department under review:

- Introduction.
- Organizational charts of key functions showing all staff positions by function and shift as appropriate and reporting relationships.
- Summary descriptions of key roles and responsibilities of work units in each department. The responsibility descriptions provided in the Descriptive Profile also summarize the team's understanding of the major programs and service activities to which staff throughout the Town and Board of Education functions are currently assigned. It should be clearly noted that responsibility descriptions are not intended to be at the "job description" level of detail. Rather, the descriptions are intended to provide the basic nature of each unit and assigned

positions including staffing levels and work schedules, program targets and service descriptions.

- General workload and performance data collected by the project team during the initial site visits.

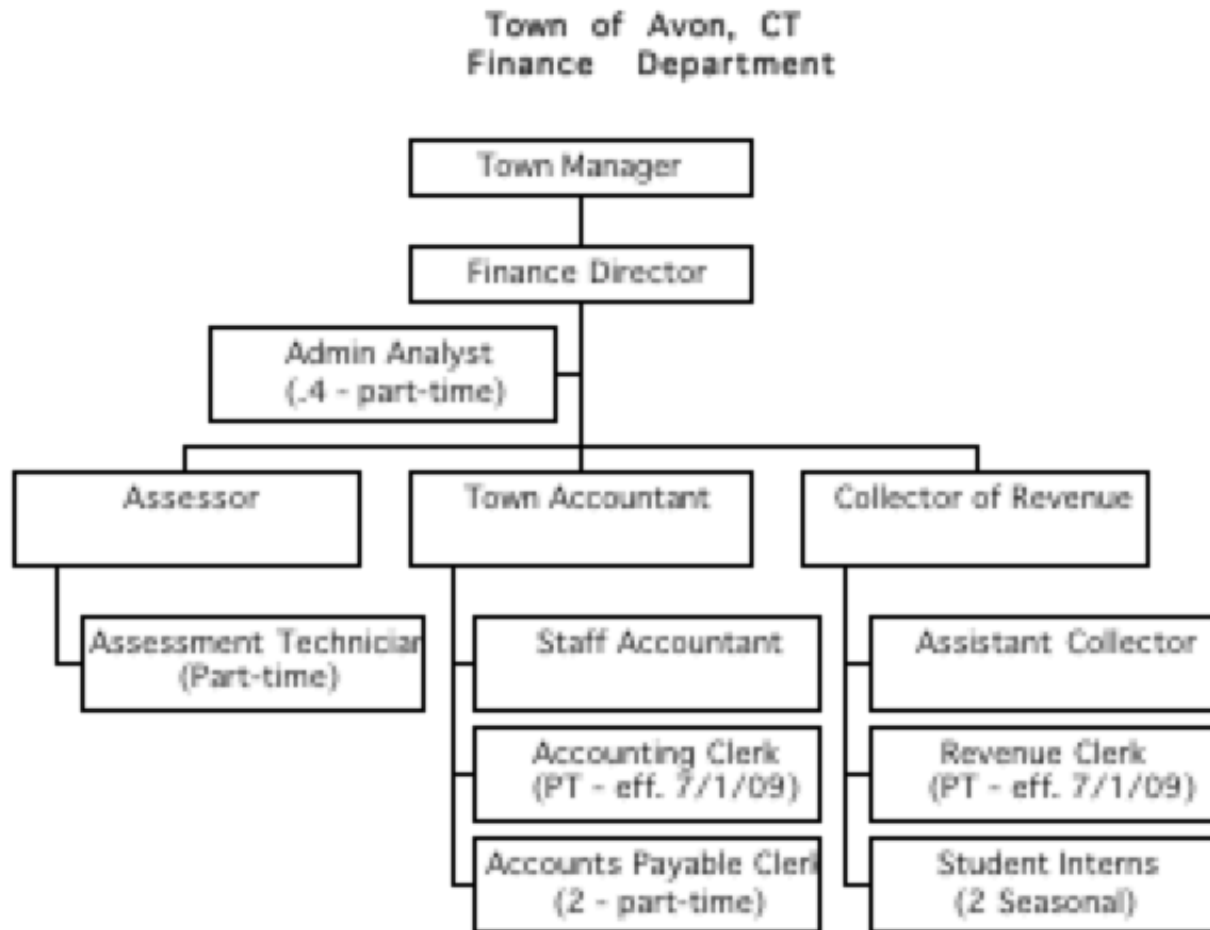
The Descriptive Profile provides a summary of the current organization, staffing, and operations of the departments under review.

## **1. SUMMARY OF TOWN FUNCTIONS**

The Town of Avon and the Board of Education have requested an analysis of various functions that are provided by both entities. This section represents a review of the 'as-is' organizational structure, general roles and responsibilities and descriptive data for the Town's functions, including the Finance Department, Building and Grounds Division of the Department of Public Works and the Human Resources Department.

### **(1) Financial Operations**

The Finance Department is responsible for all financial operations in the Town, including financial management, budget development and monitoring, accounts receivable and payables, revenue collection, property assessment, etc. The plan of organization for the Finance Department is presented below.



As the plan of organization shows, the Finance Administration Department is staffed with 8 full-time and 4 part-time positions. The table, which follows, presents a summary of the roles and responsibilities of staff in the Finance Administration Department.

<b>Position</b>	<b>No.</b>	<b>Responsibilities</b>
Finance Director	1	<ul style="list-style-type: none"> <li>• Supervises 4 divisions: Finance Administration, Assessment, Revenue Collection, and Accounting. Also performs auditing of Board of Assessment Appeals activities of the Town. Supervises Administrative Analyst position.</li> <li>• Responsible for the preparation of the Comprehensive Annual Financial Report (CAFR), lead person for CAFR award process, and liaison with auditors.</li> <li>• Coordinates with the Town Manager's Office the preparation of the annual operating and capital budgets and the issuance of debt. Prepares budget amendments for Town Council &amp; Board of Finance.</li> <li>• Serves as Chair and coordinates efforts of the Town's IT Committee. Serves as contact person for all issues related to IT for Town Staff including IT support, troubleshooting hardware, software, acts as "helpdesk" when IT support is not on-site. Primary contact for IT consultant.</li> <li>• Handles as Town debt service functions including coordinating bond rating and bond sale processing.</li> <li>• Lead Person and coordinator for GFOA Budget Submission Award</li> <li>• Coordinates with Board of Education regarding grants, deposits</li> <li>• Prepares customized analytical schedules, as required, in response to the Town Council (TC), Board of Finance (BOF), and public inquiries. Staff person to TC &amp; BOF.</li> <li>• Purchasing policy agent for the Town, and provides financial expertise for the newly formed Police Officers Meritorious Service Fund</li> <li>• Performs Pension plan management, including the coordination of the Ad Hoc Pension Investment Advisory Committee, performing functions in administering and interpreting the Defined Benefit Pension Plan.</li> <li>• Responsible for all financial reporting, including Quarterly Financial Reports, Final Fiscal Year Transactions, tax impact statements for CIP projects, and other mandated local &amp; state reporting.</li> </ul>
Town Assessor	1	<ul style="list-style-type: none"> <li>• Plans, organizes and administers the valuation and assessment of real and personal property and motor vehicles for the purpose of taxation in the Town.</li> <li>• Prepares and certifies the Annual Grand List.</li> <li>• Carries out all statutory responsibilities of the office and assists residents apply for tax relief programs.</li> <li>• Responsible for overseeing revaluation process every 5 years.</li> </ul>

<b>Position</b>	<b>No.</b>	<b>Responsibilities</b>
Assistant Town Assessor	1	<ul style="list-style-type: none"> <li>• This position is responsible for assisting in the valuation and administration of all real property, personal property, and motor vehicles to establish the Grand List.</li> <li>• Performs and oversees on-site inspections of existing real properties, improved properties, and properties under construction to determine value of properties.</li> <li>• Receives, records and enters tax exemption information into assessment information system.</li> <li>• Assists in the supervision of the distribution of personal property declaration forms to all business property owners.</li> <li>• Assists in the maintenance and updating of information concerning land, motor vehicle and personal properties, assessment maps, records and lists, and updates maps by drawing land splits, new subdivisions, etc.</li> </ul>
Assessment Technician	1 Part-Time	<ul style="list-style-type: none"> <li>• This position maintains and updates Grand List by entering, updating, retrieving and valuing property information and related data in a computerized information system.</li> <li>• Performs research of deeds, maps, and other instruments of conveyance to determine property ownership.</li> <li>• Reviews computer printouts for accuracy and corrects errors; and information with other Town departments to insure uniformity of information and procedures.</li> <li>• Updates property information using Computer Assisted Mass Appraisal System, Geographic Information System (GIS), and Town spreadsheet and word-processing applications.</li> <li>• Performs field inspections of property changes and new properties identified through building permits, and values improvements and new properties in accordance with assessment policies. Performs routine personal property inspections and audits.</li> </ul>

**TOWN OF AVON, CONNECTICUT**  
**Final Report of the Administrative Services Study**

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<b>Position</b>	<b>No.</b>	<b>Responsibilities</b>
Collector of Revenue	1	<ul style="list-style-type: none"> <li>Generates all items relating to the preparation and processing of Real Estate, Motor Vehicle and Personal Property taxes, and sewer system related fees, charges and assessments in an automated collection system.</li> <li>Supervises the receipt, reconciliation and deposits of collections on a daily, weekly, or monthly basis.</li> <li>Submits regular deposit and reconciliation reports to the Director of Finance.</li> <li>Organizes and maintains a records system to include: receipts and deposits, liens, corrections, adjustments, overpayments, underpayments, reports and audits.</li> <li>Prepares: monthly reports on real, personal, and automobile tax money collected; quarterly activity reports and year-end reports; statistical reports for the Town Manager and the Board of Finance upon request; Prepares annual reports for the State Department of Policy and Management, and for the town's independent auditors, including the Tax Collector's Annual Report (previously prepared by Finance Director); and news releases on tax information.</li> <li>Prepares suspense list for Board of Finance approval annually.</li> <li>Assists in estimating collection revenues for the Town's budget</li> </ul>
Assistant Collector of Revenue	Vacant	
Revenue Clerk	1	<ul style="list-style-type: none"> <li>Performs clerical accounts and administrative tasks in the preparation and printing of tax bills for real estate, personal property, motor vehicle and supplemental motor vehicle lists, and in the sorting, collating, and mailing of tax bills and sewer use charges and assessments.</li> <li>Maintains collection records in an automated collection system and posts delinquent accounts and establishes and updates bank escrow accounts, including the organization and collection of tax bills to be paid from these accounts.</li> <li>Receives, posts and reconciles payments and prepares reconciliation information.</li> <li>Enters data on a daily basis pertaining to the receiving and crediting of real estate, personal property, and motor vehicle taxes, sewer use and sewer assessment charges, and any special assessments or charges.</li> <li>Performs data collection and processing in preparing supplemental and pro-rated tax bills for real estate, personal property and motor vehicles throughout the year.</li> <li>Works at the front counter and greets the public. Receives and processes cash payments. Provides information to the public in person, by telephone or correspondence regarding tax bill, sewer charges, or other related tax matters. Provides tax information to Attorneys, Bank officials, Title Searchers and other professionals as required</li> </ul>

**TOWN OF AVON, CONNECTICUT**  
**Final Report of the Administrative Services Study**

<b>Position</b>	<b>No.</b>	<b>Responsibilities</b>
Student Interns	2	<ul style="list-style-type: none"> <li>This position is filled by seasonal workers who are college students who assist in clerical and administrative functions during school and summer vacations.</li> </ul>
Town Accountant	1	<ul style="list-style-type: none"> <li>This position is responsible for maintaining all general account records of the Town. It is responsible for expenditure disbursement, monitoring cash flow, investing funds, reconciling monthly bank statements and revenue accounting.</li> <li>Responsible for preparing the Comprehensive Annual Financial Report and Financial Statements.</li> <li>Administers computerized General Ledger system.</li> <li>Conducts medical claims fund monitoring, reporting and reconciliation for Town and BOE, DB Pension Plan, benefit administration, report preparation and reconciliation.</li> <li>Division of Accounting performs all bank reconciliations with the exception of cafeteria services.</li> <li>Reconciles BOE Federal and State grant awards for audit.</li> <li>Oversees a large portion of the revenue collection (other than cafeteria) which is funneled through Town Finance Department (either accounting or administration divisions).</li> </ul>
Staff Accountant	1	<ul style="list-style-type: none"> <li>This position is responsible for assisting the Town Accountant in his duties.</li> <li>In particular, is responsible for utility and police billing services, maintain integrity of accounts payable process by conducting batch review QA/QC, cash management and reconciliation of bank accounts.</li> <li>Provide Town Accountant and Manager monthly and quarterly reports on status of appropriation, including encumbrance and clearing exchange accounts.</li> <li>Reconcile cash to Collector's Report and medical accounts.</li> <li>Assists in selected year-end audit and preparation of CAFR (primarily capital asset reports).</li> </ul>
Accounting Clerk	1	<ul style="list-style-type: none"> <li>This position is responsible for administering the payroll process of the Accounting Department.</li> <li>Specific tasks in the process include: updating changes to deduction and step; collecting time sheets for part-time employees, police overtime, recreation, DPW, Library and poll workers; balancing payroll; wiring payment information to bank for EFT and running deductions; send deductions to financial institutions (e.g., 401(a) Roth IRA, 457), tax &amp; FICA; stuffing envelope and delivering checks.</li> <li>Compile figures for state and federal 941 and administering attendance and leave records.</li> </ul>
Accounts Payable Clerk	2 Part-time	<ul style="list-style-type: none"> <li>This position is responsible for the accounts payable functions of the Accounting Department.</li> <li>Specific tasks include: coding vendor invoices; invoice batching; matching invoice to check for payment; updating vendor information and W-9 forms; checking for tax exempt certificates; ACH data entry; reconciling bank statements; and executing stop payments for lost checks.</li> <li>Assisting in the year-end audit by processing year-end invoice information.</li> </ul>

<b>Position</b>	<b>No.</b>	<b>Responsibilities</b>
Administrative Analyst	.4	<ul style="list-style-type: none"> <li>• Shared secretarial support with Social Services.</li> <li>• Manages various Finance and Social Services programs.</li> <li>• Performs analytical budget functions including updating descriptive and financial information.</li> <li>• Assists in application process for award programs.</li> <li>• Coordinates bids and RFP process as required.</li> <li>• Liaison to independent auditors regarding CAFR.</li> <li>• Liaison with various Boards in preparation of power point presentations.</li> <li>• Assists with computer inventory and purchasing functions.</li> </ul>

The table, which follows, presents a summary of the descriptive data collected by the project team.

<b>Category</b>	<b>Descriptive Data</b>
Hours of Operation	Monday through Friday, 8:30AM to 4:30PM
Scope of Services	Financial management, budget development and monitoring, accounts receivable and payables, revenue collection, property assessment and auditing.

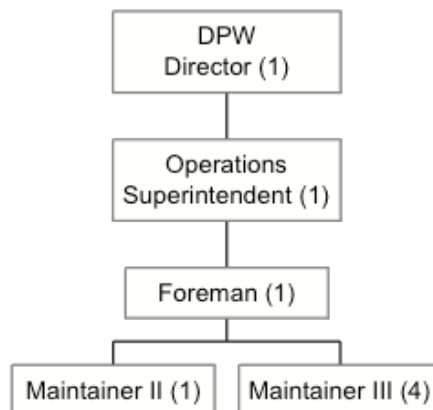
**TOWN OF AVON, CONNECTICUT**  
**Final Report of the Administrative Services Study**

Performance Measures		<b>FY07 Actual</b>	<b>FY08 Approved</b>	<b>FY09 Recommended</b>
	PI 1: GFOA Recognition (yrs.)	25	26	27
	PI 2: Year-end audit document compilation	92	92	92
	PI 3: Entries to budget amendments	240	250	250
	PI 4: Projects assigned/completed	36/30	36/30	36/32
	PI 5: IT Agenda minutes prepared	6	6	6
	PI 6: Managing Projects (as percent of total workload)	40%	40%	42%
	PI 7: Managing IT Demands	29%	28%	27%
	PI 8: Managing Divisions	30%	31%	31%
		<b>FY07 Actual</b>	<b>FY08 Approved</b>	<b>FY09 Recommended</b>
	Accounting			
	PI 1: Payroll checks issued	451	200	100
	PI 2: Payroll direct deposit	4293	4600	4750
	PI 3: Regular payrolls	26	26	26
	PI 4: Exception payrolls	0	0	0
	PI 5: W2s issued	378	385	390
	PI 6: Health ins. Retires/COBRA	52	58	62
	PI 7: Leave requests processed	5951	6050	6200
	PI 8: retirements processed	7	6	4
	PI 9: vendor accounts active	3404	3500	3500
	PI 10: Expenditure transactions	23403	24000	24500
	PI 11: Manual checks issued	287	285	285
	PI 12: Regular checks issued	4754	4800	4850
	PI 13: Purchase orders processed	100	90	70
	PI 14: Avg PO \$ amount	\$20,942	\$25,000	\$25,000
	PI 15: Encumbrance acct maintained	60	16	10
	PI 16: Revenue transaction processed	4808	4800	4900
	PI 17: Avg pooled investments (\$millions)	\$37.2M	\$25M	\$23M
Matrix Consulting Group	PI 18: % payroll payments by check	10%	4	2
	PI 19: % payroll payments by FTE	90%	96	98

## **(2) Facilities Management**

The Department of Public Works is responsible for a variety of infrastructure maintenance and management. Within the Department of Public Works is the Building and Grounds Division, which is included in the scope of this study. The Building and Grounds Division is responsible for the maintenance and repair of the Town's facilities, municipal grounds, parks and athletic fields. The plan of organization for the Building and Grounds Division is presented below.

**Current Organization of the  
Building and Grounds Division  
Department of Public Works  
Town of Avon, Connecticut**



As the plan of organization shows, the Building and Grounds Division is staffed with 6.0 full-time equivalents. The table, which follows, presents a summary of the roles and responsibilities of staff in the Building and Grounds Division.

<b>Position</b>	<b>No.</b>	<b>Responsibilities</b>
DPW Director	1.0	<ul style="list-style-type: none"> <li>• Responsible for the management and direction of the Department of Public Works.</li> <li>• Oversight for a variety of services provided by the Department, including solid waste, building and grounds maintenance, fleet maintenance, streets maintenance, management of the Transfer Station, etc.</li> <li>• Develops and manages the Department's operating and capital budgets.</li> <li>• Provides oversight and management of contract services.</li> <li>• Coordinates snow and ice control activities for the Town.</li> </ul>
Superintendent	1.0	<ul style="list-style-type: none"> <li>• This position supervises a variety of functions in the Department of Public Works, including the Building and Grounds Division.</li> <li>• Responsible for oversees maintenance and repair duties as assigned.</li> <li>• Town contracts out a variety of services, including custodial services, significant building preventive maintenance and repair, as well as municipal grounds maintenance (e.g., Fire Station, Library, etc.)</li> </ul>
Foreman	1.0	<ul style="list-style-type: none"> <li>• Reports to the Superintendent of Operations.</li> <li>• Responsible for the day-to-day field supervision of staff.</li> </ul>
Maintainer II Maintainer III	1.0 4.0	<ul style="list-style-type: none"> <li>• Responsible for performing maintenance and repair duties as assigned.</li> <li>• Responsible for special events in the Town, including set up, litter and rubbish removal, etc.</li> <li>• Maintenance of the Town's playing fields in support of Town recreation programs.</li> <li>• Ensure fields are adequately maintained and prepared based on scheduled activities.</li> <li>• Maintain grounds, including mowing, weed-eating, fertilizing, etc.</li> <li>• Responsible for snow and ice control.</li> <li>• Perform general maintenance and repair activities on municipal buildings, including plumbing, electrical and carpentry work.</li> <li>• Maintain the Town's pool.</li> <li>• Receive and complete work requests, as needed.</li> <li>• Maintain playground equipment.</li> </ul>

The table, which follows, presents a summary of the descriptive data collected by the project team.

<b>Category</b>	<b>Descriptive Data</b>
Hours of Operation	Monday through Friday, 7:00 AM to 3:30PM

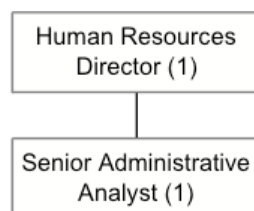
Category	Descriptive Data			
Scope of Services	Provides daily housekeeping and routine maintenance to Town-owned buildings, technical repairs, and interior renovation projects during the winter months. The Grounds side of the Division provides regular mowing and trimming of all grassy areas, preparations and maintenance of the Town's athletic fields, complicated field renovation and landscape projects, snow removal for all municipal buildings, parking lots and walkways.			
Performance Measures		<b>FY07 Actual</b>	<b>FY08 Approved</b>	<b>FY09 Recommended</b>
	Facility Mgt			
	PI 1: Building maintenance sq. ft.	100,516	100,516	103,927
	PI 2: Cleaning costs	73770	70810	76249
	PI 3: Cleaning costs/sq ft	0.73	0.7	0.73
	PI 4: In-house service calls	587	600	615
	PI 5: Building maintenance-repairs hours	2700	2750	2800

### (3) Human Resources

The Human Resources Department is responsible for all personnel issues in the Town, including labor negotiations, personnel policies and procedures, performance evaluations, recruitment and hiring of employees, risk management, etc. The plan of organization for the Human Resources Department is presented below.

#### **Current Organization of the Human Resources Department**

##### **Town of Avon**



As the plan of organization shows, the Human Resources Department is staffed with 2.0 full-time equivalents. The table, which follows, presents a summary of the roles and responsibilities of staff in the Human Resources Department.

<b>Position</b>	<b>No.</b>	<b>Responsibilities</b>
Director	1.0	<ul style="list-style-type: none"><li>• Serves as the Town's professional human resources administrator.</li><li>• Prepares personal services budget for the Town.</li><li>• Provides consulting services to Departments on personnel issues.</li><li>• Responsible for labor relations, including contract negotiations and administration, receive and process disciplinary actions, grievances, etc.</li><li>• Oversees the Town's personnel program, including recruitment process, records management and retention, budget manual, etc.</li><li>• Leads recruitment for the Town's executive management staff (i.e., Town Manager).</li><li>• Manages the Town's pay and classification system.</li><li>• Responsible for managing the Town's health and welfare benefits, including selection and implementation of coverage.</li><li>• Serve as the Town's risk manager, including acquire appropriate insurance coverage.</li><li>• Manages Town's training programs.</li><li>• Provides oversight to ensure those Town employees with required certifications maintain necessary certifications.</li><li>• Serves as a member of the Town's Safety Committee.</li><li>• Supervises the Senior Administrative Analyst.</li></ul>
Senior Administrative Analyst	1.0	<ul style="list-style-type: none"><li>• Provides support to the Director.</li><li>• Manages recruitment process.</li><li>• Prepares all forms for pay increases.</li><li>• Assists Finance Department with operating budget.</li><li>• Duties entail conducting preliminary recruiting work, which include advertising position, screening to ensure minimum requirements are met, and rating applicants; primary records and health benefits contact for the Department; coordinate budget process for the Department with the Town Manager and Finance Department; conducting new employee orientation; and other tasks as needed.</li></ul>

The table, which follows, presents a summary of the descriptive data collected by the project team.

Category	Descriptive Data			
Hours of Operation	Monday through Friday, 8:30AM to 4:30PM			
Scope of Services	The Department administers and coordinates the personnel, labor relations, employee benefits and risk management activities of the Town			
Performance Measures		<b>FY07 Actual</b>	<b>FY08 Approved</b>	<b>FY09 Recommended</b>
	Human Resources			
	PI 1: Persons Leaving	6	9	6
	PI 2: Persons Recruited	9	11	6
	PI 3: Persons Promoted	9	7	4
	PI 4: Labor Neg. Sessions	5	5	6
	PI 5: Recruitment Duration Avg.(weeks)	9	9	9
	PI 6: Employee Turnover Rate	5.40%	7.10%	5.30%

## **2. SUMMARY OF BOARD OF EDUCATION FUNCTIONS**

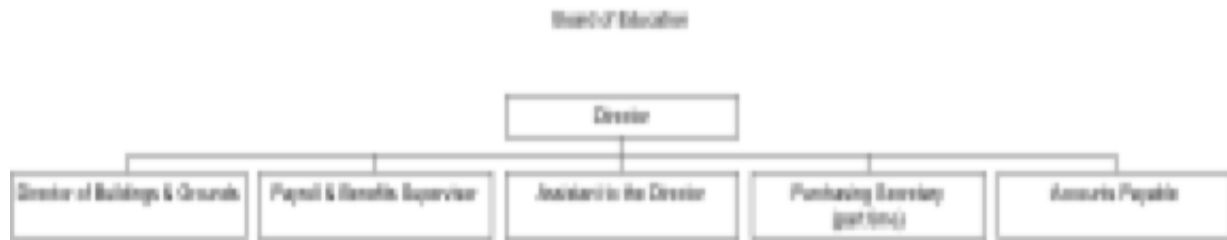
The Board of Education in the Town of Avon is a separate entity accountable to both the Town of Avon and the State of Connecticut. The Board of Education is responsible for the Town's education system, including instruction, programs, facilities, food services, buildings and grounds, transportation and security. This section presents a summary of the organizational structure, roles and responsibilities, and descriptive data.

### **(1) Financial Operations**

The Finance Department is responsible for all fiscal activities for the Board of Education, including financial management, budget development and monitoring, accounts receivable and payables, revenue collection (generally in coordination with

Town Finance Department), and financial reporting to the State of Connecticut, etc.

The plan of organization for the Finance Department is presented below.



As the plan of organization shows, the Finance Department is staffed with 5.5 full-time equivalents. The table, which follows, presents a summary of the roles and responsibilities of staff in the Finance Department.

Position	No.	Responsibilities
Director	1.0	<ul style="list-style-type: none"> <li>Oversees all financial and insurance functions of the Avon School District, buildings and grounds operations, transportation, food services operations, and security.</li> <li>Provides on-going support, reports, and financial analysis on the status of school finances to the Superintendent, Board of Education, and Town of Avon.</li> <li>Develops plans, in conjunction with staff, relative to budget needs, capital needs, and facility and maintenance programs. Involved in the oversight of all major capital projects impacting the Avon School District.</li> <li>Serves as principal liaison between the Avon School District and the Town of Avon related to financial issues. Prepares all School Department financial reports to be submitted to the State including responsibility for compliance with Connecticut General Statutes (Section 10-224 and 10-227) and accountability to the Town for charter compliance on budgets, financial reporting, purchasing and major Capital projects.</li> <li>Provides direction and decision making for all transportation planning, routes and communication to public.</li> <li>Provides direction and counsel for all buildings and grounds operations of the school district.</li> <li>Provides direction and counsel for food services operations.</li> <li>Responsible for all Human Resources functions pertaining to non-educational positions.</li> <li>Oversees the Board of Education's capital planning process, including development of a five and ten-year plans.</li> <li>Directs and develops all RFPs and reviews all contracts pertaining to the Board of Education business operations of the school district.</li> </ul>

<b>Position</b>	<b>No.</b>	<b>Responsibilities</b>
Assistant to the Director	1.0	<ul style="list-style-type: none"> <li>• Reports to the Director.</li> <li>• Responsible for managing the school bus routes and associated issues, parent complaints and issues with drivers.</li> <li>• Assist with the Board of Education's capital planning process.</li> <li>• Assist with budget activities and serve as the lead with respect to the personnel aspect of the Board of Education's budget.</li> <li>• Tracks time and attendance data for custodial staff.</li> <li>• Responsible for completing State reports.</li> <li>• Manages the Board of Education's worker's compensation claims and various insurances.</li> <li>• Coordinates daily schedule and meetings for the Director of Finance with district personnel, outside contractors, service providers, and other meetings as necessary.</li> </ul>
Payroll and Benefits Supervisor Financial & Benefits Assistant	1.0 0.8	<ul style="list-style-type: none"> <li>• Reports to the Director and supervises two part-time staff.</li> <li>• Responsible for the payroll and benefits program for Board of Education employees.</li> <li>• Upload times sheets for teachers and administrative staff into the BOE's financial system.</li> <li>• Enter time and attendance data for para-professional staff and various other personnel.</li> <li>• Review time and attendance data to ensure accuracy.</li> <li>• Staff are paid biweekly (i.e., one pay period covers two weeks of work).</li> <li>• Ensure funds are transferred each pay period to cover cost of payroll.</li> <li>• Responsible for setting up transfers for direct deposit, teacher's retirement board, payroll taxes, 403(b) investments, etc.</li> <li>• Print checks and pay stubs, stuff envelopes and distribute to schools.</li> <li>• Serve as the Benefits Administrator for the Board of Education. Jointly bid for coverage with the Town.</li> <li>• Manages all federal and state grants for the Avon Board of Education, including revenue collection and financial reporting.</li> </ul>
Accounts Payable Clerk	1.0	<ul style="list-style-type: none"> <li>• Reports to the Director.</li> <li>• Responsible for processing all accounts payable activities for the Board of Education.</li> <li>• Receive purchase orders and invoices.</li> <li>• Verifies account information and enters data into the financial management system.</li> <li>• Print checks, typically two to three runs per month depending on the volume.</li> <li>• Copy checks and attach to copies of purchase orders. File records. Mail checks to vendors.</li> <li>• Enters revenues, makes transfers and corrections for accounts, balances funds internally and with the Town.</li> <li>• Corrects vendor table.</li> </ul>

<b>Position</b>	<b>No.</b>	<b>Responsibilities</b>
Purchasing Secretary	1.0	<ul style="list-style-type: none"><li>• Provide purchasing support for the BOE.</li><li>• Execute purchase requests from School staff.</li><li>• Authorize to execute purchase request under \$100, otherwise, prepares all other purchase order requests for Finance Director approval.</li><li>• Ensure delivered goods match purchase order.</li><li>• Provide support and fulfill request for staff expense reimbursement.</li><li>• Meets with outside vendors, suppliers and contractors as necessary.</li></ul>

The table, which follows, presents a summary of the descriptive data collected by the project team.

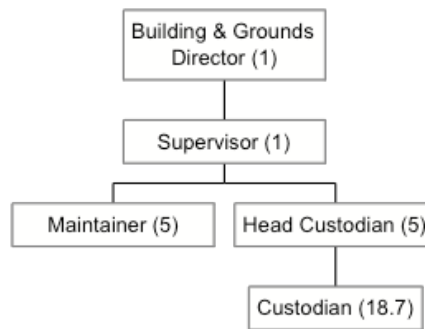
<b>Category</b>	<b>Descriptive Data</b>
Hours of Operation	8:00 to 4:00
Scope of Services	Oversees all maintenance and facility repair functions for the Town of Avon facilities and grounds. Develops preventive maintenance programs, identified capital needs and oversees all assigned custodial and maintenance staff.

## **(2) Facilities Management**

The Board of Education is responsible for the maintenance of its school grounds and playing fields, as well as its school and administrative facilities. Presented below is the plan of organization for the Building and Grounds function at the Board of Education. Currently, the BOE and Town of Avon have taken actions, in recent years, to share services, equipment and maintenance of various grounds maintenance functions.

**Current Organization of the  
Building and Grounds Division  
Board of Education**

**Town of Avon, Connecticut**



As the plan of organization shows, the Building and Grounds function is staffed with 30.7 full-time equivalents. The table, which follows, presents a summary of the roles and responsibilities of staff in the Building and Grounds function.

Position	No.	Responsibilities
Director	1.0	<ul style="list-style-type: none"> <li>• Directs the overall custodial and maintenance operations for the Avon School District.</li> <li>• Insures compliance with all safety regulations.</li> <li>• Plans work schedules for the custodial and maintenance staffs.</li> <li>• Develops annual budget for Buildings and Grounds.</li> <li>• Assists Finance Director in developing capital project requirements.</li> <li>• Manages all custodial and maintenance personnel.</li> <li>• Interviews, hires and trains new employees.</li> <li>• Provides updates of goals and objectives and recommends changes to current policies.</li> </ul>
Supervisor	1.0	<ul style="list-style-type: none"> <li>• Supervise maintenance and custodial staff.</li> <li>• Oversees the maintenance, repair and custodial services at all school facilities, which includes one high school, one middle school, three elementary schools and one administrative office.</li> <li>• Receive and review all work requests from facility users.</li> <li>• Assign work requests and monitor activities through School Dude.</li> <li>• Identify projects for personnel.</li> <li>• Assign work on a daily basis to staff.</li> <li>• Work with contractors to ensure proper maintenance and repair of school facilities and grounds.</li> </ul>

Position	No.	Responsibilities
Maintainer Seasonal Staff	5 Var.	<ul style="list-style-type: none"> <li>Responsible for the maintenance of the Schools' facilities, including educational facilities, administrative building, parking lots, grounds and playing fields.</li> <li>Maintainers focus on specific area and are as assigned as follows: <ul style="list-style-type: none"> <li>(1) Plumbing and general maintenance</li> <li>(1) Hardware (e.g., locks, doors, etc.) and electrical</li> <li>(2) Outdoor (e.g., mowing, field maintenance, equipment maintenance, etc.)</li> <li>(1) HVAC (e.g., preventive maintenance, including change filters, belts, etc.)</li> </ul> </li> <li>Typically, outdoor maintenance activities receive the support of 2.0 seasonal workers during summer months.</li> <li>Responsible for snow and ice control on school grounds.</li> <li>During non-school months, staff completes special projects (e.g., classroom repairs, painting, carpentry, etc.)</li> </ul>
Head Custodian Custodian	5.0 18.7	<ul style="list-style-type: none"> <li>Responsible for providing custodial services to assigned schools.</li> <li>Maintain cleanliness of assigned schools, including sweeping, dusting, mopping floors, cleaning restrooms, etc.</li> <li>Maintain cleanliness of assigned schools' cafeteria during lunch hours, empty trash, clean spills, etc.</li> <li>Assist with event set up, including tables and chairs.</li> <li>Perform minor maintenance activities, such as changing light bulbs and small repairs to classroom or furniture as needed.</li> <li>During non-school months, staff complete special project (e.g., thorough cleaning of classrooms, waxing floors, painting, windows, etc.)</li> </ul>

The table, which follows, presents a summary of the descriptive data collected by the project team.

Category	Descriptive Data																																																
Hours of Operation	Monday through Friday, 8:30AM to 4:30PM																																																
Scope of Services	<div>• Custodial coverage is as follows:</div> <table><tr><th>School</th><th>6 AM – 2 PM</th><th>1 PM – 9 PM</th><th>2:30 PM – 10:30 PM</th><th>Total FTEs</th><th>Total Hours / Day</th></tr><tr><td>Thompson Brook</td><td>1.0</td><td>1.0</td><td>2.0</td><td>4.0</td><td>32</td></tr><tr><td>Pine Grove</td><td>1.0</td><td>1.0</td><td>1.5</td><td>3.5</td><td>28</td></tr><tr><td>Roaring</td><td>1.0</td><td>1.0</td><td>1.5</td><td>3.5</td><td>28</td></tr><tr><td>Middle School</td><td>1.0</td><td>1.0</td><td>2.0</td><td>4.0</td><td>32</td></tr><tr><td>High School</td><td>1.0</td><td>1.0</td><td>6.0</td><td>8.0</td><td>64</td></tr><tr><td>Part-Time</td><td>–</td><td>–</td><td>–</td><td>0.7</td><td>5.6</td></tr><tr><td>Total</td><td>5.0</td><td>5.0</td><td>13</td><td>23.7</td><td>189.6</td></tr></table>	School	6 AM – 2 PM	1 PM – 9 PM	2:30 PM – 10:30 PM	Total FTEs	Total Hours / Day	Thompson Brook	1.0	1.0	2.0	4.0	32	Pine Grove	1.0	1.0	1.5	3.5	28	Roaring	1.0	1.0	1.5	3.5	28	Middle School	1.0	1.0	2.0	4.0	32	High School	1.0	1.0	6.0	8.0	64	Part-Time	–	–	–	0.7	5.6	Total	5.0	5.0	13	23.7	189.6
School	6 AM – 2 PM	1 PM – 9 PM	2:30 PM – 10:30 PM	Total FTEs	Total Hours / Day																																												
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Part-Time	–	–	–	0.7	5.6																																												
Total	5.0	5.0	13	23.7	189.6																																												

### **(3) Human Resources**

The Human Resources function for the Avon School Department is primarily handled through responsibilities being assigned as an ancillary duty to other positions. There are no dedicated human resources positions. The Superintendent is primarily responsible for the oversight of the Human Resources function and makes final decisions, based upon recommendations from staff, for the hiring of all teaching positions. The Director of Finance is responsible for the oversight of the HR function for Buildings and Grounds, Food Service Operations, and Transportation. Individual school principals have been assigned the responsibility generally for the hiring of many non-teaching staff (such as office support staff) within their respective schools.

### **3. SUMMARY TABLE OF SCOPE OF SERVICES FOR EACH FUNCTION**

The table, which follows, presents a summary of the scope of services provided by each Department in the Town and Board of Education that are included in this study.

Function	Board of Education			Town of Avon		
	Fin.	Fac.	HR	Fin.	Fac.	HR
<b>Finance</b>						
Accounts Receivable	X			X		
Accounts Payable	X			X		
Revenue Collection	X			X		
Procurement	X			X		
Budget Monitoring	X			X		
Budget Development	X			X		
Finance Reporting	X			X		
Financial Policies and Procedures	X			X		
Payroll Processing	X			X		
Time and Attendance Reporting	X			X		
Information Technology	X			X		
Pension Management				X		
<b>Facilities</b>						
Contract Management	X				X	
Grounds Maintenance	X	X			X	
Building Maintenance	X	X			X	
Capital Projects Management	X				X	
Custodial Services	X	X			X	
Snow and Ice Control	X	X			X	
Athletic / Playing Fields Preparation	X	X			X	

Function	Board of Education			Town of Avon		
	Fin.	Fac.	HR	Fin.	Fac.	HR
<b>Human Resources</b>						
Personnel Policies and Procedures			X			X
Labor Relations	X		X			X
Risk Management	X			X		X
Performance Evaluations	X		X			X
Recruitment and Hiring	X		X			X
Pay and Classification System	X		X			X
Training	X		X			X
Benefits Administration	X					X
Personnel Records Management	X		X			X

## SUMMARY OF MAJOR STATE STATUTES APPLICABLE TO THE SCHOOL DEPARTMENT OPERATIONS

Statute	Topic Covered	Summary
Ch. 170, Sec. 10-220. Duties of boards of education.	School Operations	(c) Annual submission of strategic school profile report for each school under its jurisdiction and for the school district as a whole. The profile report shall provide information on measures of (1) student needs, (2) school resources, including technological resources and utilization of such resources and infrastructure, (3) student and school performance, (4) equitable allocation of resources among its schools, (5) reduction of racial, ethnic and economic isolation, and (6) special education. For purposes of this subsection, measures of special education include (A) special education identification rates by disability, (B) rates at which special education students are exempted from mastery testing pursuant to section 10-14q, (C) expenditures for special education, including such expenditures as a percentage of total expenditures, (D) achievement data for special education students, (E) rates at which students identified as requiring special education are no longer identified as requiring special education, (F) the availability of supplemental educational services for students lacking basic educational skills, (G) the amount of special education student instructional time with nondisabled peers, (H) the number of students placed out-of-district, and (I) the actions taken by the school district to improve special education programs, as indicated by analyses of the local data provided in subparagraphs (A) to (H), inclusive, of this subdivision. The superintendent shall include in the narrative portion of the report information about parental involvement and if the district has taken measures to improve parental involvement, including, but not limited to, employment of methods to engage parents in the planning and improvement of school programs and methods to increase support to parents working at home with their children on learning activities.

Statute	Topic Covered	Summary
Ch. 170, Sec. 10-227. Returns of receipts, expenditures and statistics to Commissioner of Education. Verification mandated. Penalty	School Operations	Each board of education shall make returns by September first of each year to the Commissioner of Education of the receipts, expenditures and statistics, as prescribed by the commissioner, provided each such board may submit revisions to the returns in such form and with such documentation as required by the commissioner no later than December thirty-first of each year following the September submission. Such reports or returns required shall be made in accordance with the instructions furnished by the commissioner, shall be certified no later than December thirty-first of each year by the independent public accountant selected pursuant to section 7-392 for the purpose of auditing municipal accounts, and shall be subject to Department of Education verification. If the returns and statistics and revisions called for by said commissioner are not sent on or before the days specified in this section or if the returns are not certified as required by the commissioner on or before December thirty-first, each local and regional board of education required by law to make separate returns, whose returns and statistics or revisions are delayed until after those days, shall forfeit of the total sum which is paid for such board of education from the State Treasurer an amount to be determined by the State Board of Education, which amount shall be not less than one thousand dollars nor more than ten thousand dollars. The amount so forfeited shall be withheld from a subsequent grant payment as determined by the commissioner. Notwithstanding the penalty provision of this section, the Commissioner of Education may waive said forfeiture for good cause.
Ch. 171, Sec. 10-241. Powers of school districts.	School Operations	Each school district shall be a body corporate and shall have power to sue and be sued; to purchase, receive, hold and convey real and personal property for school purposes; to build, equip, purchase and rent schoolhouses and make major repairs thereto and to supply them with fuel, furniture and other appendages and accommodations; to establish and maintain schools of different grades; to establish and maintain a school library; to lay taxes and to borrow money for the purposes herein set forth; to make agreements and regulations for the establishing and conducting of schools not inconsistent with the regulations of the town having jurisdiction of the schools in such district; and to employ teachers, in accordance with the provisions of section 10-151, and pay their salaries. When such board appoints a superintendent, such superintendent may, with the approval of such board, employ the teachers.

Statute	Topic Covered	Summary
Ch. 170, Sec. 10-222 (a). Appropriations and budget. Financial information system.	School Financial Management	<ul style="list-style-type: none"> <li>• BOE shall prepare an itemized estimate of the cost of maintenance of public schools for the ensuing year. Estimate to the board of finance in each town or city having a board of finance, to the board of selectmen in each town having no board of finance or otherwise to the authority making appropriations for the school district, not later than two months preceding the annual meeting at which appropriations are to be made;</li> <li>• The money appropriated by any municipality for the maintenance of public schools shall be expended by and in the discretion of the board of education</li> <li>• BOE may transfer any unexpended or uncontracted-for portion of any appropriation for school purposes to any other item of such itemized estimate. Boards may, by adopting policies and procedures, authorize designated personnel to make limited transfers under emergency circumstances if the urgent need for the transfer prevents the board from meeting in a timely fashion to consider such transfer. All transfers made in such instances shall be announced at the next regularly scheduled meeting of the board.</li> <li>• Expenditures by the board of education shall not exceed the appropriation made by the municipality, with such money as may be received from other sources for school purposes. If any occasion arises whereby additional funds are needed by such board, the chairman of such board shall notify the board of finance, board of selectmen or appropriating authority, as the case may be, and shall submit a request for additional funds in the same manner as is provided for departments, boards or agencies of the municipality and no additional funds shall be expended unless such supplemental appropriation shall be granted and no supplemental expenditures shall be made in excess of those granted through the appropriating authority.</li> <li>• Annual report of the board of education shall, in accordance with section 10-224, include a summary showing (1) the total cost of the maintenance of schools, (2) the amount received from the state and other sources for the maintenance of schools, and (3) the net cost to the municipality of the maintenance of schools.</li> </ul>
Ch. 170, Sec. 10-222a. Use of proceeds.	School Financial Management	Boards to have use of funds from repayment and insurance proceeds for school materials and from payment for custodial services for use of school facilities and shall be deemed to be appropriated to the board of education in addition to the funds appropriated by the town to such board for the fiscal year in which such payment is made or insurance proceeds received.

**TOWN OF AVON, CONNECTICUT**  
**Final Report of the Administrative Services Study**

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<b>Statute</b>	<b>Topic Covered</b>	<b>Summary</b>
Ch. 170, Sec. 10-226. Reports to Commissioner of Education.	School Financial Management	Each local and regional board of education shall annually, before the first of October, return to the Commissioner of Education the name and the address of employment and contractual annual salary, or the equivalent thereof, of each teacher, principal and superintendent or other certified person which it employs. Each local and regional board of education shall submit to the Commissioner of Education, within seven days after receipt of notice of the decision to accept a contract offer for employment as a new superintendent, the name and address of the person accepting such offer.
Ch. 170, Sec. 10-237. School activity funds.	School Financial Management	(a) Any local or regional board of education may establish and maintain in its custody a school activity fund through which it may handle (1) the finances of that part of the cost of the school lunch program not provided by town appropriations, (2) the finances of that part of the cost of driver education courses furnished by such board of education and not provided by town appropriations and (3) such funds of schools and school organizations as such board from time to time determines to be desirable, which funds may include amounts received as gifts or donations. Whenever a board of education establishes a school activity fund, it shall designate one of its members or some other person to serve as treasurer of such fund and shall fix his or her salary, which shall be paid from the regular town appropriation for school purposes. Such treasurer shall be bonded and shall keep separate accounts for each school lunch program, for each driver education program and for each school fund and each school organization fund included in the school activity fund and shall make expenditures from such fund in the manner and upon such authorizations as the board of education by regulation prescribes, provided the control of school funds and the funds of all school organizations shall remain in the name of the respective schools and organizations. The accounts of the school activity fund shall be considered town accounts and shall be audited by the town auditor in the same manner as all other town accounts.
Ch. 171, Sec. 10-242. Meetings.	School Operations	The annual town meeting shall be the annual school district meeting and special meetings shall be called and held in the same manner as provided by law for special town meetings.

<b>Statute</b>	<b>Topic Covered</b>	<b>Summary</b>
Ch. 171, Sec. 10-248. Payment of school expenses.	School Financial Management	The expenses of maintaining public schools in each town, which shall be incurred with the approval of the board of education, shall be paid by the town treasurer on orders drawn by said board, except so far as they may be met by the income from local school funds. Such orders may be signed by such persons on behalf of the board as the board by bylaw or special vote, certified by the secretary to the town treasurer, provides; and, in the absence of such bylaw or special direction, by the secretary.

### **3. BEST MANAGEMENT PRACTICES ASSESSMENT**

### 3. BEST MANAGEMENT PRACTICES ASSESSMENT

Best Practice	Strength		Opportunity for Improvement
	Town	Board of Education	
BUILDING AND GROUNDS MAINTENANCE			
Facilities and grounds maintenance and management functions have been centralized.	The Department of Public Works is responsible for the maintenance and management of municipal buildings and grounds, including parks. Town also maintains school fields and lining.	The Building and Grounds Division of the Board of Education is responsible for the maintenance and management of the BOE's facilities and grounds.	Current organization and operations have been organized around providing services to either the Town or BOE facilities and grounds. Given the geography of the Town, its size and distribution of facilities, grounds, fields, parks and open space, there are opportunities to coordinate services provided by staff to minimize impact of geography on operations. Additionally, as these functions are organized, there are additional opportunities to look at joint procurement activities to maximize economies of scale and potential savings.
Staff have available and utilize a computerized information system for maintaining building and asset inventories.	The Town utilizes a work order system that was developed in-house. This system is a customer driven work order system and is not a comprehensive system that allows for building and asset inventory tracking.	The Board of Education utilizes School Dude to track work orders. This system does not track building and asset inventories. School completes asset inventory in conjunction with 10 other schools as part of joint contract with vendor.	Implementation of system to track building and asset inventories, plan and schedule work and track costs could assist in the management of the Town and BOEs facilities maintenance system. Opportunities to enhance the utilization of existing information systems should be examined prior to the exploration of potentially acquiring a new system.

Best Practice	Strength		Opportunity for Improvement
	Town	Board of Education	
The organization has a computerized work order system that tracks completion time, labor and parts costs, as well as schedules preventive maintenance activities.	The Town's system allows customers to enter in work order requests and monitoring the status of their request.	The Board of Education utilizes School Dude. This system allows each facility to submit work order requests, monitoring status of request.	Current utilization of the information systems presents limited data to decision makers. Opportunities to further leverage data capture by the systems should be explored.
The computerized work order system assists in the scheduling of routine and emergency work activities and tracks time required to perform all scheduled tasks.	The Town's system is not utilized to schedule work activities.	The Board of Education uses School Dude primarily as a customer driven system (i.e., work requests are submitted by customers and their status can be monitored).	Further review of School Dude should be conducted to determine if there are opportunities to better leverage the BOEs investment in the system and to allow better tracking of data, work activities, costs, etc. Although this system was designed primarily for school systems, this might be a cost effective technology solution for the Town to piggy back on the Board of Education's system and contract.
The organization has a management information system (computerized) that: allows users to ascertain number of work orders and their status; track maintenance and repair history on buildings and individual components; track all costs for maintenance and repair; and allows users to record equipment malfunctions.	The Town does not have a comprehensive information system that would provide managers and decision makers with sufficient data.	School Dude is primarily utilized to receive and process work orders generated by staff in the various Board of Education facilities.	As noted above, further review of School Dude is required to determine if this system has the capability to collect and easily aggregate data that would be useful to decision makers.

Best Practice	Strength		Opportunity for Improvement
	Town	Board of Education	
Senior management receive periodic reports of appropriate building information tailored to their needs. The reports include the following information: the number and replacement value of all buildings, building condition ratings, costs of identified deficiencies, cost for long-range renewal of building components based on annual life-cycle funding, a plan for managing deferred maintenance projects.	Formal periodic reporting is not provided to senior managers.	Formal periodic reporting is not provided to senior managers.	
Facilities Management keeps a comprehensive list of building systems and equipment with information such as location, model type, warranty information, age, and replacement parts.	The Town maintains an Excel spreadsheet of major building systems and components.	The Board of Education maintains binders of major building systems.	Evaluate benefits of utilizing a single maintenance management system that includes building and equipment asset inventory, preventive maintenance scheduling, capital planning, etc.
Management has a priority-rating system for maintenance and repair work orders.	The Superintendent prioritizes work orders.	The Building and Grounds Supervisor prioritizes work orders.	Neither organization has formal, written guidelines outlining service levels associated with each priority level. There are opportunities to enhance communication, manage expectations and set performance targets for maintenance functions in each organization. School uses system to prioritize work orders by high, medium or low priority.

Best Practice	Strength		Opportunity for Improvement
	Town	Board of Education	
Facilities Management has an effective preventive maintenance program for its facilities.	The Town has contracted out certain preventive maintenance, such as HVAC, life safety (i.e., fire systems, etc.). The Town has developed service levels and targeted frequencies as part of the contracting process.	The Board of Education has staff assigned to HVAC, plumbing & general maintenance, and hardware & electrical work. Each staff person is responsible for preventive maintenance (i.e., changing filters, servicing equipment, greasing locks, etc.)	Evaluate feasibility of common approach to building maintenance (i.e. – all contracted or School staff performing some functions on behalf of Town).
Facilities Management has a low percent of work orders for emergency and unscheduled repairs compared to the percent of preventive maintenance and other scheduled repairs.	The DPW estimates that unscheduled work accounts for 20% of the Building and Grounds Division's workload.	Historical data on prior work activities available electronically for all completed work orders.	There are opportunities to expand upon the Town's performance measures to provided additional information to decision makers with respect to the performance and service levels provided by municipal operations, such as the percentage of scheduled versus unscheduled work. This measures helps to show if the level of preventive maintenance is adequate to prevent to minimize the impact of "emergency" repairs on daily operations and productivity of staff.

Best Practice	Strength		Opportunity for Improvement
	Town	Board of Education	
Custodial repair costs per square foot fall within an acceptable range around median costs for similar jurisdictions.	The Town estimates that custodial services costs approximately \$0.73 per square foot. This falls below median jurisdictions.	The project team estimated the cost per square foot for custodial services for the Board of Education at approximately \$2.18. This is based on data from the BOEs 2007 – 2008 budget and included salaries, benefit rate for fulltime custodians (at 30%), and custodial materials and supplies.	The Town and the Board of Education provide custodial services in different ways (i.e., the Town contracts out for services, while the Board of Education provides these services in house). Opportunities should be explored to reduce the cost per square foot for custodial services for the Board of Education, while maintaining the current level of service and accessibility required by the Board of Education.
A charge-back system is in place to charge customers for the cost of facility maintenance and repair.	The Town does not have a charge back system for building and grounds maintenance.	The Board of Education does not have a charge back system for building and grounds maintenance. However, a fee is charged for use of school facilities by non-school entities.	Charge-back systems are often used to promote cost control by linking the cost of services provided to the agency or organization utilizing the service.

Best Practice	Strength		Opportunity for Improvement
	Town	Board of Education	
The ratio of building maintenance square foot falls within appropriate benchmarks (i.e., in the range of 50,000 to 100,000 square feet, depending on the type of facility, building characteristics - such as age and usage - and level of service provided in-house).	There are 6.0 line staff and 1.0 supervisor assigned to Building and Grounds functions in the Town. The Town has approximately 100,400 square feet and in its annual performance measures, estimated approximately 2,800 hours of building maintenance activities (or approximately 1.7 FTEs based on 2,080 annual hour work and an estimated net availability of 80%). Taking this into consideration, the ratio of square feet per FTE for the Town is 1: 52,000. This falls within the benchmark, but at the lower end of the range.	There 5.0 FTEs assigned to the Building and Grounds Division and 1.0 supervisor. Of the 6.0 FTEs, there are 3.0 FTEs assigned to maintenance of the facilities. The Board of Education is responsible for the maintenance of approximately 600,000 square feet. This equates to a ratio of 1 maintainer per 200,000 square feet. This falls outside of the benchmark. This does not include any custodial facility maintenance support.	If resources were combined, the ratio of maintainer to square foot would be an average of 120,000. This still falls outside the benchmark. This benchmark illustrates the need for further analysis with respect to contract services and assignment of responsibilities between maintainers and custodians, as well as shared delivery of services given the current distribution in facility square footage.

Best Practice	Strength		Opportunity for Improvement
	Town	Board of Education	
The organization uses a mix of full-time and part-time or seasonal employees to address peaks in workload.	The Town contracts out for a variety of services, as well as utilizes part-time or seasonal staff for peaks in workload. The Department of Public Works has outsourced a variety of activities, such as municipal grounds, custodial services, HVAC, etc. Building and Grounds operations are focused on core services and supporting Town operations, such as athletic field and recreation program support, special events, etc.	The Board of Education utilizes part-time and substitute custodians to supplement services and provide leave time utilization coverage. Additionally, the Building and Grounds Division utilizes seasonal staff for grounds maintenance during the summer months.	
Responsibility for grounds maintenance has been centralized.	The Department of Public Works is responsible for the maintenance of all municipal grounds, including oversight and management of contract services.	The Building and Grounds Division is responsible for the provision of grounds maintenance for the Board of Education.	One alternative that will be analyzed for consideration is the increased centralization of grounds maintenance (increased segregation of responsibilities between Town and School).

Best Practice	Strength		Opportunity for Improvement
	Town	Board of Education	
Work for grounds maintenance staff is planned and scheduled on a bi-weekly basis.	The DPW primarily supports Recreation programming, meaning that for the most part the Recreation Department provides schedules and field preparation requirements to the Department on a seasonal basis. The DPW also receives requests for field preparation for unscheduled (or rescheduled events).	The Board of Education has established a general grounds maintenance schedule (i.e., mowing, weed-eating, etc.) for BOE grounds and fields. The BOE also completes summer projects, such as planting, landscaping, etc.) Summer projects are planned annually and scheduled accordingly. The Board of Education is also responsible for maintaining athletic fields.	Both the Town and the Board of Education are responsible for the preparation and maintenance of athletic fields throughout the Town, depending on the property and who utilizes the field. This means that the Town will work on BOE fields and the BOE will work on Town fields. There are potential opportunities to coordinate athletic field preparation and maintenance between the two agencies.
Service level and quality standards have been developed for grounds, parks and open space.	Formal service levels and quality standards have not been developed.	Formal service levels and quality standards have not been developed.	Service level and quality standards would facilitate discussions regarding service delivery alternatives.
Condition assessments of parks, fields and open space are performed on an annual basis.	Formal condition assessments are not conducted on an annual basis.	Formal condition assessments are not conducted on an annual basis.	Condition assessments are a tool for managers and supervisors to assess ongoing maintenance needs, assist in the prioritization of resources in the short- and long-term.

Best Practice	Strength		Opportunity for Improvement
	Town	Board of Education	
The ratio of grounds maintenance staff to developed acreage falls within a "B" level of service (approximately 1 maintenance worker per 14 to 20 developed park acres based upon service levels and frequencies currently employed).	The Town is responsible for the maintenance of approximately 66 acres. This is done by a mix of in-house and contract staff. Of the 6.0 FTEs, 1.7 FTE hours are dedicated to building maintenance. This leaves 4.3 FTEs for grounds maintenance. This equates to 1 maintainer per 15 acres.	The Board of Education is responsible for the maintenance of 89 acres (estimate of 45 developed). There are 2.0 Outdoor Maintainers, as well as seasonal staff. Seasonal staff hours are estimated to be approximately 1,000 hours (ten weeks with 2.5 FTEs for 40 hours per week). This results in a ratio of 1 maintainer to 22.5 acres for full time staff.	The Town and the Board of Education use a variety of methods to provide grounds maintenance, including seasonal staff and contracts. Additionally, each organization provides support to overlapping grounds, depending on utilization (i.e., Recreation or school athletic events, etc.) Based on interviews with staff, there are opportunities to better organize and distribute grounds activities between organizations.
The organization has clearly assigned responsibility for snow and ice control of municipal grounds, parking lots, and sidewalks.	Snow and ice control activities is the responsibility of the Department of Public Works. This is provided by a mix of both contract and in-house resources.	The Building and Grounds Division utilizes all staff to provide snow and ice control activities. Maintainer personnel are responsible for operating snow plows, while custodial staff are responsible for sidewalks and walkways.	The Board of Education provides snow and ice control in-house, while the Department of Public Works utilizes a mix of in-house and contract resources. Further review of costs associated with snow removal will be examined. Additionally, there might be opportunities to coordinate snow and ice control activities to ensure facilities receive services based on priority.

Best Practice	Strength		Opportunity for Improvement
	Town	Board of Education	
FINANCE			
An integrated financial system is utilized for all financial transactions.	The two entities utilize separate financial systems (Admins for Town and Great Plains for School). Within each entity, the financial system is generally integrated to handle all financial functions.		Some financial functions (i.e. – some aspects of budgeting and financial projections) are done outside the financial system. Consideration should be given to the ability to utilize a common financial system long-term to more fully integrate financial operations and increase the ability to generate comprehensive financial reports easily.
Financial services staff are cross-trained for critical accounting processes.	Town staff have been cross-trained to enable critical functions to be performed at all times. Most staff focus on a set of assigned functions.	Most School financial staff are focused on a primary set of job duties given the small staff. Some cross-training has occurred.	Explore opportunities for cross-training between Town and School functions in critical accounting processes (such as – accounts payables, payroll, etc.). Additional cross-training between accounting and accounts payable/payroll staff has been identified by the Finance Director as desirable. If similar systems are implemented, cross training between the BOE and Town staff should be conducted to provide backup for continuity of service in unique circumstances.
Financial service staff receives appropriate training and professional development.	Most training is performed in-house for staff with limited external training for key management positions.	Similar to the Town, staff training is primarily internal with some access for key positions to external training.	

Best Practice	Strength		Opportunity for Improvement
	Town	Board of Education	
Purchase requisitions and orders are used.	Purchase requisition and orders are generally utilized for purchases.	The School utilized purchase requisitions and purchase orders for some purchases.	A more uniform purchasing policy between the Town and the Schools would increase opportunities for collaboration in purchasing and provide consistency in purchasing threshold and use of purchase orders.
The purchasing system has been automated. Purchase requisitions can be generated electronically, approved electronically, and purchase orders issued electronically.	No electronic purchase orders are utilized (except for year end encumbrance). No electronic approval or issuance is conducted.	All purchase orders are entered, reviewed and approved electronically.	Electronic purchase orders should be implemented to reduce processing time, increase timeliness of financial reporting (of current obligated funds), and reduce paperwork.
Departments can check the status of vendor payments on-line.	Vendor payments can be viewed on-line by anyone with authorization to system to determine current status of current year and prior year payments.	Vendor payments can be viewed on-line in the financial system for those individuals with authorized access.	
Purchasing practices maximize efficient use of staff assigned to the purchasing function through the use of such techniques as:			
<ul style="list-style-type: none"> <li>Purchase cards are used.</li> </ul>	Limited use of p-cards or credit cards.		The use of expanded p-cards may be warranted to reduce procurement time and processing on small cost items.
<ul style="list-style-type: none"> <li>Purchasing authority has been delegated to departments for small dollar purchases.</li> </ul>	Departments have authorization, under policy, to purchase small cost items directly.	Appropriate staff have authority to purchase small cost item as needed.	

Best Practice	Strength		Opportunity for Improvement
	Town	Board of Education	
<ul style="list-style-type: none"> <li>The threshold for approval of contracts by is reasonable.</li> <li>State contract bids and bids of other local governments are utilized routinely</li> <li>The number of approvals required for purchase requisitions and purchase orders is reasonable.</li> </ul>	<p>The threshold for approval of contracts has been recently reviewed by the Town in the last several years and increased to provide greater administrative approval levels. Current levels are \$2,000 for purchase order and \$10,000 for public bidding.</p> <p>The use of regional or state contracts / bids are utilized as appropriate.</p> <p>The approval levels appear appropriate.</p>	<p>The use of regional or state contracts / bids are utilized as appropriate.</p> <p>The approval levels appear appropriate in terms of numbers. Some changes in thresholds may be warranted.</p>	<p>A common purchasing policy (with similar contract approval thresholds) adopted for both the Town and School would increase consistency between the organizations and make cooperative efforts easier to implement.</p> <p>Electronic approvals of purchase requisitions and purchase orders should be explored and implemented (based upon financial system limitations).</p>
There are detailed procedures for preparing, adopting, monitoring, and amending the budget.	The procedures for adopting, monitoring, and amending the budget are clear and provide reasonable oversight and internal controls. The School Department has some added flexibility in internal reallocation of funds under state statutes.		
Goals, objectives, and performance measures are incorporated into the budgeting process.	The Town has integrated goals, objectives and performance measures into the financial budget process and the documents presented to the public.	The BOE has not integrated performance measures into the reported budget and financial documents made available to the public.	More consistent and expanded use of performance indicators would provide more meaningful "performance" data on funded programs. Where appropriate, some consistency in performance indicators should be developed between the Town and School.

Best Practice	Strength		Opportunity for Improvement
	Town	Board of Education	
The budget has annually been awarded the GFOA Distinguished Budget Presentation award.	The Town is a consistent (and long-term) recipient of the GFOA Distinguished Budget Presentation Award for 25 years. The Town is the primary individual responsible for submitting the document for the award.		The BOE should seek to achieve the Distinguished Budget Award from either GFOA or one of specialized school financial budget award programs (such as the Association of School Business Official's International Meritorious Budget Award).
The Town has a multi-year financial plan.	The Town has developed multi-year financial projections utilized to determine upcoming trends and identify potential problems.		
The Town's investment grade rating is good.	The Town has a very strong financial rating of AAA from Moody and Standard & Poors. This rating has been in place and maintained since 1998. Town staff is responsible for the development of the majority of the Official Statement that is submitted.		
Periodic financial statements for all funds are prepared and presented to the Town Board including a comparison of YTD against adopted budget.	A quarterly (and end of year) report is prepared and presented to the Town Board outlining current status of funds and comparing YTD against actual.	The School Department often includes a financial status report into the quarterly financial report.	The Town Council should consistently receive a monthly report consisting of summary documents outlining the current monthly financial condition and reporting YTD against budget. Since the school department is a major component of the budget, this summary must be included every month utilizing the same reporting period as the Town.
The Town has adopted an investment policy in compliance with applicable state statutes.	The Town has an investment policy in place for both the general fund and pension funds.		
The Town retains independent auditors to audit financial records and prepare a CAFR annually.	Independent auditors are retained by the Town to conduct the audit annual and prepare a CAFR.		

Best Practice	Strength		Opportunity for Improvement
	Town	Board of Education	
The Town's financial statements receive an 'Unqualified Opinion' from the Town's independent auditors.	No major deficiencies have been noted by the auditors. The Town's financial statements receive an unqualified opinion.		
The management letter resulting from the independent audit is submitted to the Town Council each year.	The management letter is presented, as part of the overall audit report, to the Town Council following completion.		
The CAFR has annually been awarded the GFOA Distinguished Financial Reporting Presentation award.	The Town has been awarded the GFOA Distinguished Financial Reporting Award.		
All disbursements are supported by adequate documentation (invoice, receiving report, purchase order).	All payments are generally supported by adequate documentation including copy of invoice / purchase order, documentation of receipt of goods/service, etc.	All payments are generally supported by adequate documentation including copy of invoice / purchase order, documentation of receipt of goods/service, etc.	If purchase orders are utilized more consistently, opportunities exist to explore implementation of electronic receipting that would enable payments to be made upon receipt (increasing opportunities to take advantage of early payment discounts).
Invoices are reviewed and approved before payment is made.	All invoices are approved by appropriate individuals making the purchase prior to approval for payment.	All invoices are approved by appropriate individuals making the purchase prior to approval for payment.	Implementation of electronic approvals and submission of invoices may decrease processing times.
Accounts payables are processed in sufficient time to obtain discounts.	The Town makes a particular concerted effort to take advantage of discounts offered for prompt payment.	The BOE takes advantage of discounts as available.	Reduction in processing times (i.e. – manual approval of paper invoices) and use of electronic receipting may further reduce processing time and increase potential for obtaining discounts.

Best Practice	Strength		Opportunity for Improvement
	Town	Board of Education	
Accounts payable has streamlined accounts payable processes by making payments electronically.	The Town's financial system is designed to handle electronic payments and 20% of vendors (as of February 2009) are taking advantage of this option.	The BOE electronic payment process has not yet been evaluated.	
All employees file time/attendance reports. The time/attendance reports are reviewed and approved by an appropriate supervisor.	Time and attendance reports are only formally done for Public Works and Police employees in the Town. All other employees are conducted on an "exception basis". All School Board employees file time and attendance reports.		Electronic submission of time and attendance should be further implemented. This function will be available on the pending upgraded version of Admins the Town is considering implementing. The School is currently utilizing some electronic submission through excel spreadsheets.
There are records to account for vacation and sick leave earned and taken by employees.	The Town's automated system does track available leave balances however it is not integrated with the financial system). The Town is in the process of evaluating various alternative software systems that will integrate with their financial system.	Leave balances are recorded and tracked electronically.	Consideration should be given to utilizing a common system between both the Town and School.
The payroll information system and the human resources information system are integrated.		The existing systems have integrated functions that link employee pay rate information with the payroll function.	The Town's system does not integrate employee pay rate information with the payroll function.

Best Practice	Strength		Opportunity for Improvement
	Town	Board of Education	
A web-based payroll information system is utilized with Town employees submitting their bi-weekly time and attendance information via the web-entry system.	Time reporting is not conducted electronically at this point.		Features of the systems in place should be conducted to determine feasibility of enabling electronic entry and approval of initial time reporting at the departmental level.
The Town maximizes the use of direct payroll deposit.	Direct payroll deposits are maximized with all Town employees required to utilize. Additionally, all expense checks for Town employees are provided via electronic deposit.		Additional focus should occur by the BOE to maximize the use of electronic payroll deposit.
The Town deposits revenue daily with the vendor bank.	Departmental deposits are made internally when threshold amounts are hit. At least weekly deposits to the Bank are conducted by the Town.		Procedures should be reviewed to ensure that funds are centrally deposited with the Town from all departmental receipts to ensure funds do not remain idle.
Bank statements, related canceled checks, and validated deposit tickets are reviewed and reconciled to the accounting balances.	Appropriate reconciliation practices are being utilized for bank statements and verifying all checks and deposits. The Town performs all bank reconciliations for the School Department with the exception of the reconciliation of the Cafeteria fund which is conducted by School staff.		
HUMAN RESOURCES			
Dedicated staff are utilized to manage and administer the provided HR Functions.	The Town has two dedicated personnel performing HR functions.	The School has no full time staff dedicated to performing HR functions. HR functions are performed by the Superintendent, Director of Finance and individual supervisors.	Staffing levels will be evaluated for sufficiency. Initial assessment indicates that staffing for school may need adjustment in numbers / allocation of duties. Alternative allocation of duties between Town and School will also be considered to determine if some items may be more effectively performed in a centralized manner.

Best Practice	Strength		Opportunity for Improvement
	Town	Board of Education	
Human Resources has a multi-year strategic plan with annual goals and objectives.	The Town has not developed a formal multi-year strategic plan with annual goals and objectives.	The School Department does not have a multi-year plan regarding personnel actions.	A multi-year planning document should be developed that identifies key goals and objectives to be addressed in future years for each entity.
Human Resources policies and procedures are well documented.	The Town has developed the Comprehensive Personnel Plan. This presents the Town's personnel rules, classification and compensation system and affirmative action policy. This is also available on the Town's website.	Various personnel rules, policies, regulations have been adopted by the School Administration / Board and are available on the website.	Where practical, consistent approaches in personnel policy and procedures should be implemented between the two entities for ease of administration (whether any decision is made to further integrate service provision or not).
An employee handbook exists and is provided to every employee; methods exist to keep the handbook current.	The Comprehensive Personnel Plan is available to staff via the Town's website. Departments are responsible for development of specific policies and procedures.	Employee personnel rules and practices are provided to employees. The Board has adopted various policies governing employee personnel practices.	
Human Resources maintains comprehensive and centralized personnel records.	The Human Resources Department is responsible for the maintenance of the employee's "official record." However, records are maintained at the departmental level, as well.	The Administration is responsible for maintenance of the individual personnel files.	
Personnel records are automated; updates are made in a timely manner (i.e., within one week of a status change).		The personnel records of the School Department are not automated (other than at the application stage).	Personnel records are not automated in the Town.

Best Practice	Strength		Opportunity for Improvement
	Town	Board of Education	
HR utilizes a workforce planning system to project retirements and prepare for lost competencies.	The Town does not utilize a formal workforce planning system. However, for significant positions, the Director is made aware of it (e.g., Town Manager retirement in 2010).	Similar to the Town, the School does not utilize a formal workforce planning system. However, advance action is taken on the recruitment of key significant positions (e.g., School Superintendent).	The Town and School should identify “key” positions and difficult to fill positions and develop a workforce planning approach to developing “back-up” personnel, internal promotional opportunities, and recruitment approaches to minimize impact on services when these positions become vacant.
Technology is utilized to increase the efficiency and effectiveness of recruitment and selection (e.g., internet job postings, applications on line, resume processing and job matching?	The Department utilizes its website and regional associations to post job opportunities.	The School is utilizing on-line application submission to reduce paperwork, standardize submissions, and expedite the process.	A shared on-line application acceptance process should be utilized for recruitment. Expanded features of existing software systems should be utilized, as available, to further automate the HR functions (for example, the upgrade to Admins should provide a more robust HR module).
HR utilizes continuous recruitment, especially for hard to fill positions.	The Department does not hold continuous recruitments.	The School actively recruits only for positions where a vacancy exists.	Continuous recruitment should be utilized for difficult to fill positions.
HR ensures that employee training programs are in place in the departments and assists them in locating quality local training to address their needs.	Employee training is generally provided by the operating departments. HR provide limited training on targeted issues (sexual harassment) on a Town-wide basis and works with Department to ensure their needs are met.	Employee training is conducted as directed by the employee’s supervisor.	A base training plan should be developed for all employees on general issues (sexual harassment, diversity, etc.) and all training should be tracked centrally.

Best Practice	Strength		Opportunity for Improvement
	Town	Board of Education	
HR has a system for tracking and managing the use of leaves.	The Town's payroll system does track leave usage however it is not integrated with the financial system.	Leave balances are tracked as leave time utilized.	The Town's existing payroll system does track leave time balances however it is not integrated with the financial system. Additionally, it is not conducted at point of entry. A separate record is maintained for this function. The Town is considering purchase of a separate Time and Attendance software system to automate this (the system will integrate with Admins).
HR uses cost containment practices for its workers comp program.	The Town bids annually for its Workers' Compensation third party administrator. The existence and depth of programs such as return to work, etc., varies by department. Both the School and the Town are utilizing the same carrier and conduct cooperative reviews of claims.		
HR uses cost containment practices for its employee benefit program (e.g., reviews benefits before each new contract, works with unions on cost control measures, regularly shops benefit packages in the market).	The Town has taken a number of measures to contain benefits costs, including joint marketing and joint contracting with the Board of Education for health coverage.		
Employee benefit costs and trends are reported to the Town Council and Board of Education annually.	Employee benefit costs are a substantial component of the annual budget and information regarding current trends is presented to the Town Council and Board of Education as part of the budget process. Some cooperative efforts are undertaken between Town and School to jointly administer selected benefit programs.		

Best Practice	Strength		Opportunity for Improvement
	Town	Board of Education	
HR assures that effective labor relations processes are in place (e.g., staff are designated, roles and processes are defined, department managers are aware of labor relations issues and developments).	The HR Director assumes the responsibility of Chief Negotiator for contract negotiations and is supported by various individuals (e.g., Town Manager, attorney, etc.)	The Director of Finance serves as lead for many traditional HR functions including negotiations, personnel issues, etc.	The benefits (and negatives) of combining labor relations processes and functions will be analyzed.
The causes of grievances are monitored with corrective/ preventive measured recommended.	The HR Director is responsible for receiving and handling all grievances. While a formal process for systematic review is not in place, the HR Director does work with Departments and managers to address any issues.	Grievances are handled as necessary including the adjustment of practices if needed.	
Proactive communications between HR and the departments and employee groups on labor relations issues are provided.	Limited proactive communication is conducted at the present time.	Communications are limited due to decentralization of the HR function.	
The compensation and classification plan is updated every five years.	The compensation and classification system was last updated in 2001.	Salary schedules are reviewed periodically as part of the determination of appropriate wage increases.	A formal schedule of review of compensation and classifications should be implemented.
Spot job audits are conducted annually on selected positions.	Formal, spot audits are not conducted. Classification reviews are conducted when a request is made by staff.	Limited job audits are conducted due to small number of classifications and coverage through collective bargaining.	Periodic review of jobs should be conducted to ensure job descriptions are accurate reflection of the duties performed.

## **4. EMPLOYEE SURVEY**

## 4. RESULTS OF THE EMPLOYEE SURVEY

The Matrix Consulting Group conducted a survey of employees of the Town of Avon and the Avon Board of Education. This survey was conducted as part of the Organizational Assessment of certain Town functions. Surveys were distributed to 26 Town employees and 37 Board of Education employees. Of the 63 total surveys that were distributed, 40 were received for a response rate of 63.5%. 73.1% of Town employees responded to the survey while 56.8% of Board of Education employees did. The table, which follows, summarizes the response rate broken down by entity:

	Count	% Of Count
Town Employees	26	41.3%
Board of Education Employees	37	58.7%
<b>Subtotal</b>	<b>63</b>	<b>100.0%</b>
Town Employees	19	47.5%
Board of Education Employees	21	52.5%
<b>Subtotal</b>	<b>40</b>	<b>100.0%</b>
Town Employees		73.1%
Board of Education Employees		56.8%
<b>Total Response Ratio</b>		<b>63.5%</b>

While the survey was anonymous, employees were asked to indicate to which organization they are assigned. The table, which follows, presents the results.

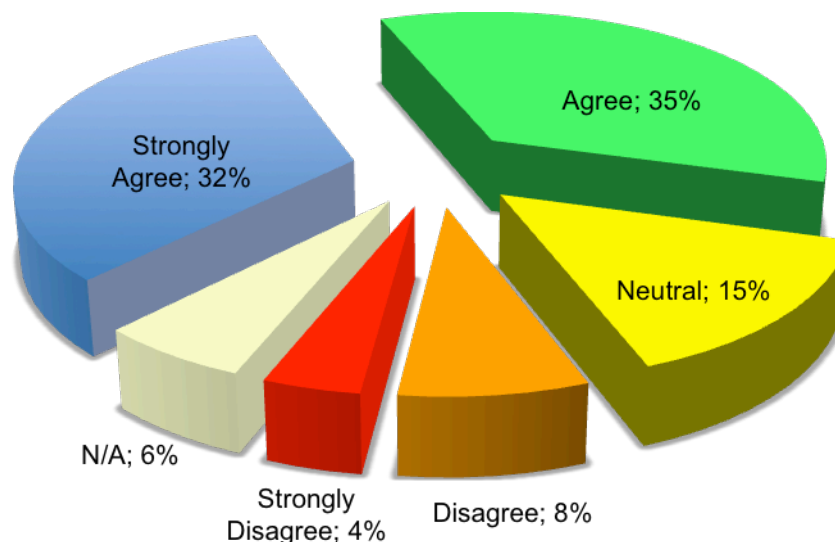
Organization	Response Frequency	Response Count
Town of Avon - Human Resources	7.5%	3
Town of Avon - Facility Maintenance	17.5%	7
Town of Avon - Financial Operations	22.5%	9
Avon Board of Education - Human Resources	5.0%	2
Avon Board of Education - Facility Maintenance	35.0%	14
Avon Board of Education - Financial Operations	12.5%	5
<b>Total</b>	<b>100.0%</b>	<b>40</b>

The table above shows that the bulk of the responses from the Town came from the Financial Operations area. The bulk of responses from the Board of Education are from the Facilities Maintenance area.

The section, which follows, presents a brief overview of the results of the employee survey.

## **1. GENERAL FINDINGS**

In reviewing the results to the quantitative responses in the first section of the survey, it is important to look at the pattern of responses for the entire group versus individual responses. The chart below summarizes the overall distribution of responses to statements to which employees were asked to select a response.

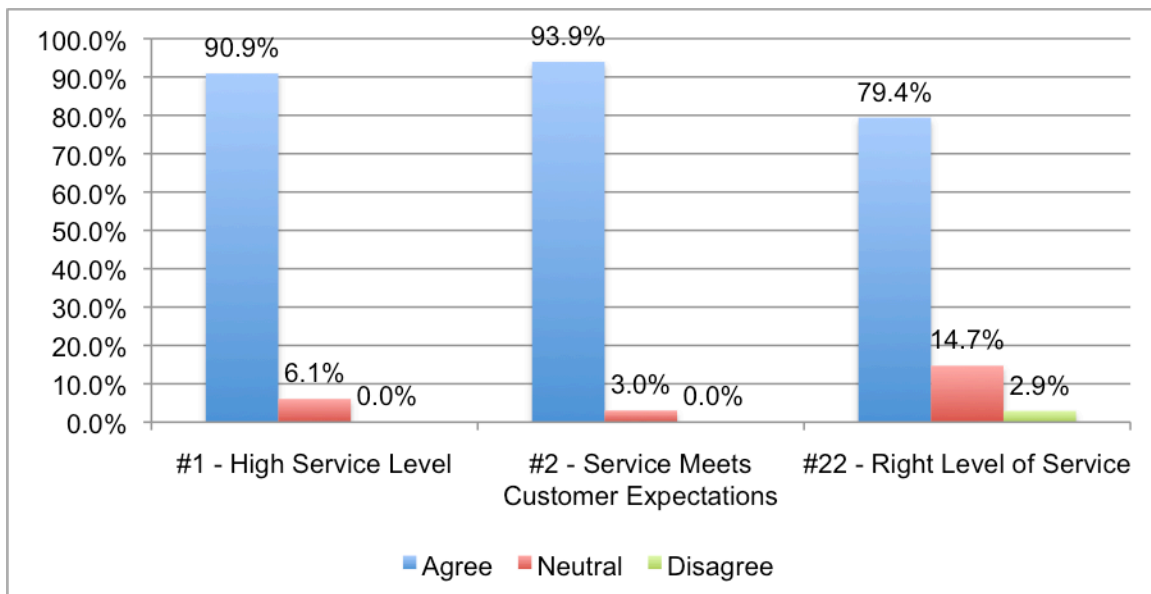


As the above chart illustrates, responses were mixed with 67% of responses either “strongly agree” (32%) or “agree” (35%). On the other hand, approximately 4% of responses were “strongly disagree” and 8% were “disagree,” while 15% were Neutral and 6% responded “no response” (N/A).

The sections, which follow, provide a detailed discussion of the results of the employee survey for each of the topic areas as identified. The questions in the survey are organized around general themes areas such as service levels, management, organization structure, resource, operations, general sentiment and workload.

**(1) Respondents Were Asked to Evaluate Statements Regarding the Overall Service Level of the Town and Board of Education Departments. an Overwhelming Majority of Respondents Agree That the Overall Service of The Focus Department Meets the Community's Expectations.**

The employee survey contained several statements relating to the overall service level of the focus departments. The chart, which follows, provides a comparison of the results for statements relating to the overall service level of the focus departments.



The points, which follow, provide the results for the statements presented in the above chart.

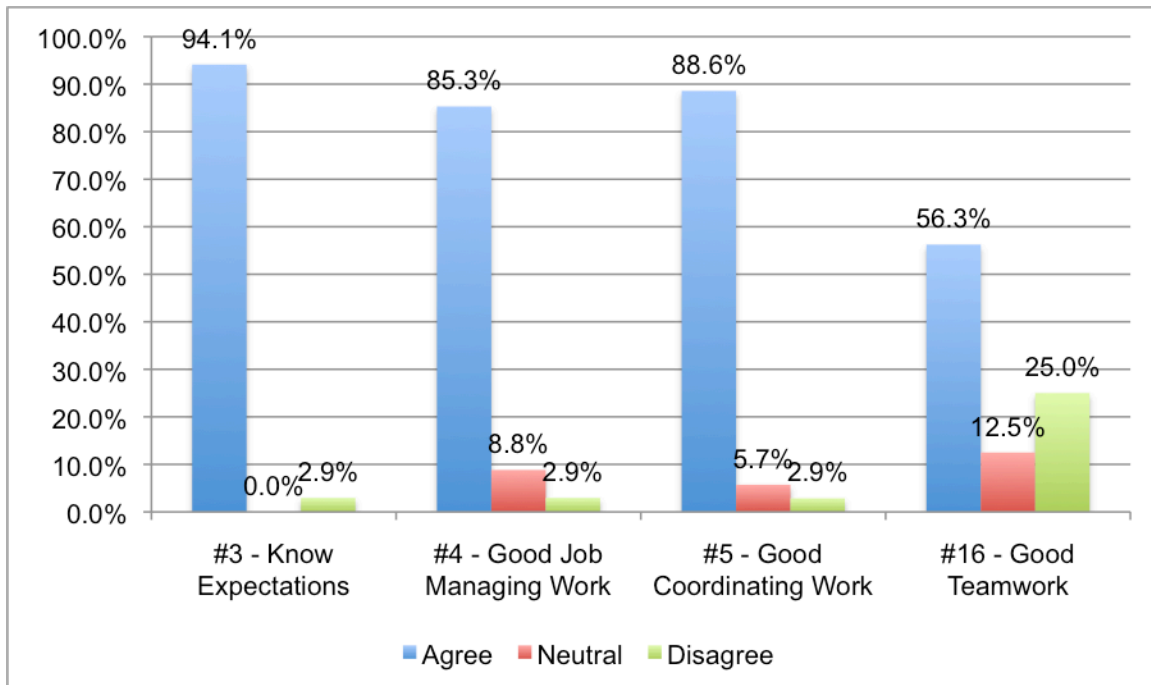
- In response to the Statement #1: “My department provides a high level of service;” 90.9% of respondents selected “Strongly Agree” or “Agree,” 6.1% of respondents selected “Neutral,” and 0.0% of respondents selected “Disagree” or “Strongly Disagree.” The Average score is 4.6 in a scale of 2 to 6, with 6 being strongly agree or positive and 2 being strongly disagree or negative.

- In response to the Statement #2: "In my department, our services in most cases meet the expectations of the customer;" 93.9% of respondents selected "Strongly Agree" or "Agree," 3.0% of respondents selected "Neutral," and 0.0% of respondents selected "Disagree" or "Strongly Disagree." The Average score is 4.8.
- In response to the Statement #22: "We provide the right level of service to the community;" 79.4% of respondents selected "Strongly Agree" or "Agree," 14.7% of respondents selected "Neutral," and 2.9% of respondents selected "Disagree" or "Strongly Disagree." The Average score is 4.2.

Overall, respondents positively viewed the service level of the focus departments. In addition to statements about the service level of the focus departments, respondents were asked to evaluate statements about management in the focus departments.

**(2) Respondents Were Asked to Evaluate Statements Regarding the Overall Management of the Focus Departments. A Majority of Respondents Agree That the Overall Management of The Focus Departments Is Appropriate.**

The employee survey contained several statements relating to the overall management of the focus departments. The chart, which follows, provides a comparison of the results.



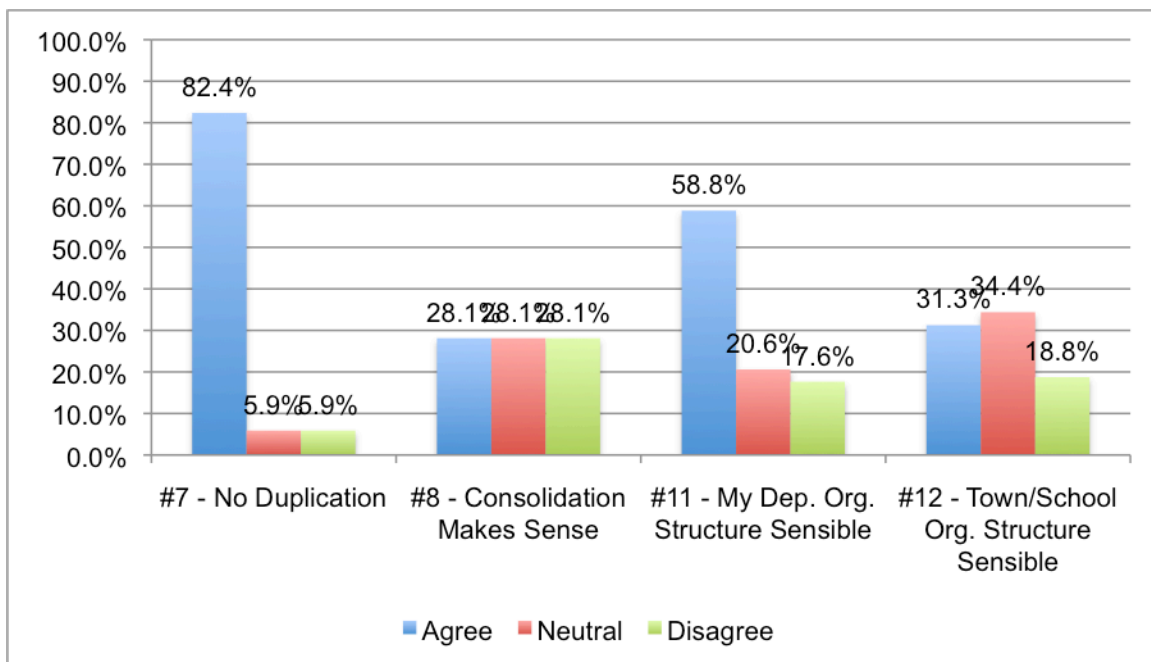
The points, which follow, present a discussion of the information presented in the chart.

- In response to the Statement #3: “I know what is expected of me at work;” 94.1% of respondents selected “Strongly Agree” or “Agree,” 0.0% of respondents selected “Neutral,” and 2.9% of respondents selected “Disagree” or “Strongly Disagree.” The Average score is 4.6.
- In response to the Statement #4: “We do a good job in my Department of managing work;” 85.3% of respondents selected “Strongly Agree” or “Agree,” 8.8% of respondents selected “Neutral,” and 2.9% of respondents selected “Disagree” or “Strongly Disagree.” The Average score is 4.4.
- In response to the Statement #5: “We do a good job in my Department of coordinating the work to be done;” 88.6% of respondents selected “Strongly Agree” or “Agree,” 5.7% of respondents selected “Neutral,” and 2.9% of respondents selected “Disagree” or “Strongly Disagree.” The Average score is 4.5.
- In response to the Statement #16: “My Department is rarely in a crisis mode;” 56.3% of respondents selected “Strongly Agree” or “Agree,” 12.5% of respondents selected “Neutral,” and 25.0% of respondents selected “Disagree” or “Strongly Disagree.” The Average score is 3.4.

Respondents viewed the overall management of the focus departments positively. Employees were then asked to evaluate statements regarding general organization of the focus departments.

**(3) Respondents Were Asked to Evaluate Statements Regarding the Overall Organization of the Focus Departments. Respondents Have Mixed Feelings About the Overall Organization of the Focus Departments.**

The employee survey contained several statements relating to the overall organization of the focus departments. The chart, which follows, provides a summary of the results.



The points, below, provide a discussion of the results presented in the chart.

- In response to the Statement #7: "My Department performs work that is not duplicated by other departments;" 82.4% of respondents selected "Strongly Agree" or "Agree," 5.9% of respondents selected "Neutral," and 5.9% of respondents selected "Disagree" or "Strongly Disagree." The Average score is 4.4.
- In response to the Statement #8: "I feel that a consolidation of selected functions can be beneficial for the organization;" 28.1% of respondents selected "Strongly Agree" or "Agree," 28.1% of respondents selected "Neutral," and 28.1% of

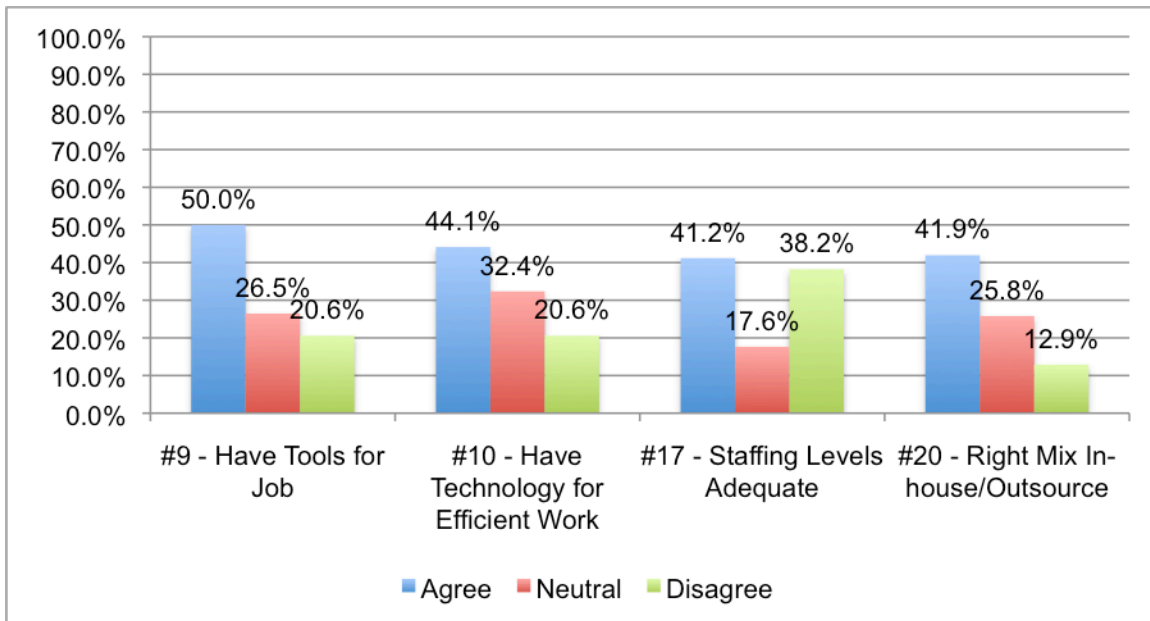
respondents selected “Disagree” or “Strongly Disagree.” The Average score is 3.0.

- In response to the Statement #11: “The organizational structure of my Department is well suited to its responsibilities;” 58.8% of respondents selected “Strongly Agree” or “Agree,” 20.6% of respondents selected “Neutral,” and 17.6% of respondents selected “Disagree” or “Strongly Disagree.” The Average score is 3.5.
- In response to the Statement #12: “The organizational structure of the Town/School promotes the efficient delivery of services;” 31.3% of respondents selected “Strongly Agree” or “Agree,” 34.4% of respondents selected “Neutral,” and 18.8% of respondents selected “Disagree” or “Strongly Disagree.” The Average score is 3.2.

Respondents have mixed feelings about the overall organization of the focus departments. Employees were then asked to evaluate statements regarding general resources available to employees of the focus departments to help them accomplish their tasks.

**(4) Respondents Were Asked to Evaluate Statements Regarding the Overall Resource Availability of the Focus Departments. A Plurality of Respondents Have Positive Feelings About the Overall Availability of Resources of the Focus Departments.**

Employees were also provided statements regarding the resources in the focus departments. The chart, which follows, presents a summary of the results.



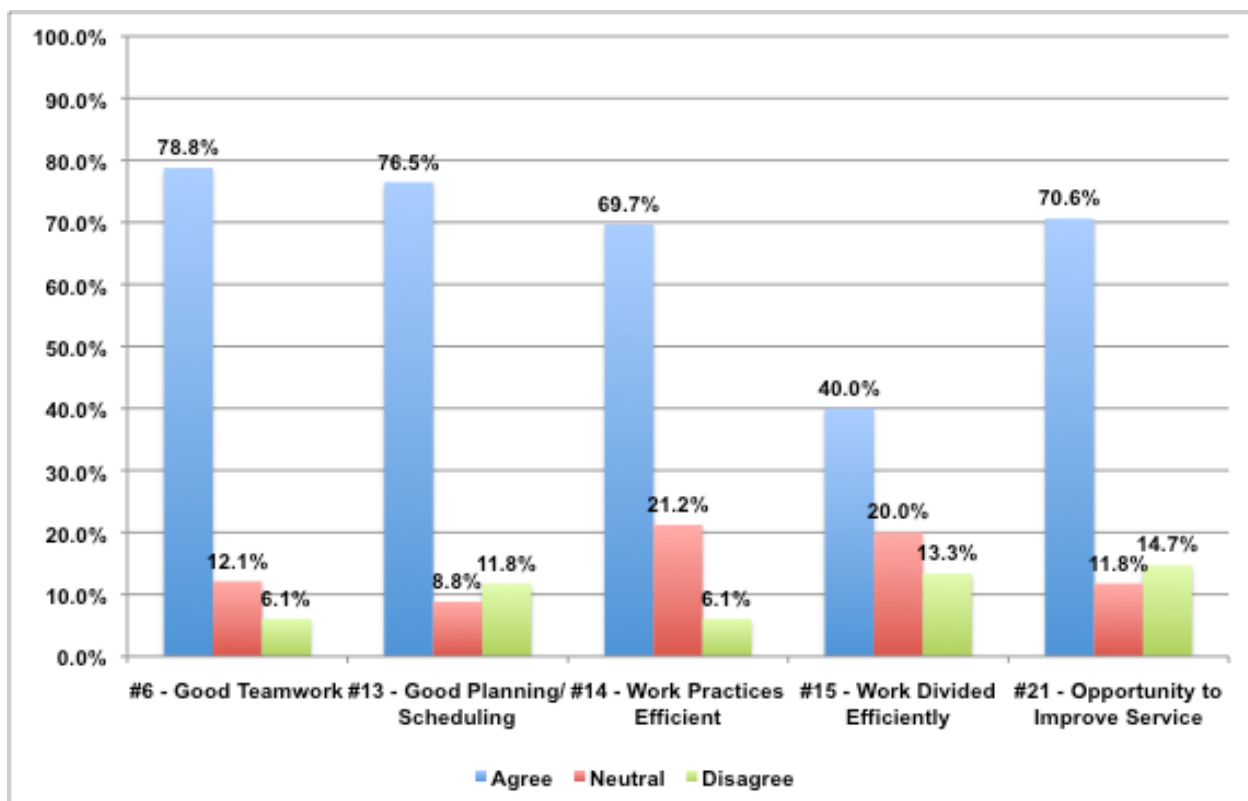
The points, below, provide a discussion of the results presented in the chart.

- In response to the Statement #9: "I have the tools to do my job efficiently and effectively;" 50.0% of respondents selected "Strongly Agree" or "Agree," 26.5% of respondents selected "Neutral," and 20.6% of respondents selected "Disagree" or "Strongly Disagree." The Average score is 3.5.
- In response to the Statement #10: "We have the technology in my Department to make us efficient in our work;" 44.1% of respondents selected "Strongly Agree" or "Agree," 32.4% of respondents selected "Neutral," and 20.6% of respondents selected "Disagree" or "Strongly Disagree." The Average score is 3.4.
- In response to the Statement #17: "Staffing levels in my Department are adequate for the work to be performed;" 41.2% of respondents selected "Strongly Agree" or "Agree," 17.6% of respondents selected "Neutral," and 38.2% of respondents selected "Disagree" or "Strongly Disagree." The Average score is 2.9.
- In response to the Statement #20: "In my Department, we have the right mix of in-house and outsourced delivery of service;" 41.9% of respondents selected "Strongly Agree" or "Agree," 25.8% of respondents selected "Neutral," and 12.9% of respondents selected "Disagree" or "Strongly Disagree." The Average score is 3.4.

Overall a majority of respondents agree or strongly agree that they have the appropriate resources to accomplish their tasks. Employees were asked next to evaluate statements regarding general operations of the focus departments.

**(5) Respondents Were Asked to Evaluate Statements Regarding the General Operations of the Focus Departments. Respondents Have Positive Perceptions About the Overall Operations of the Focus Department.**

Employees were provided statements regarding the general operations of the focus departments. The chart, which follows, presents a summary of the results.



The following points present a discussion of the employee survey results with respect to perceptions about the operations of the focus departments.

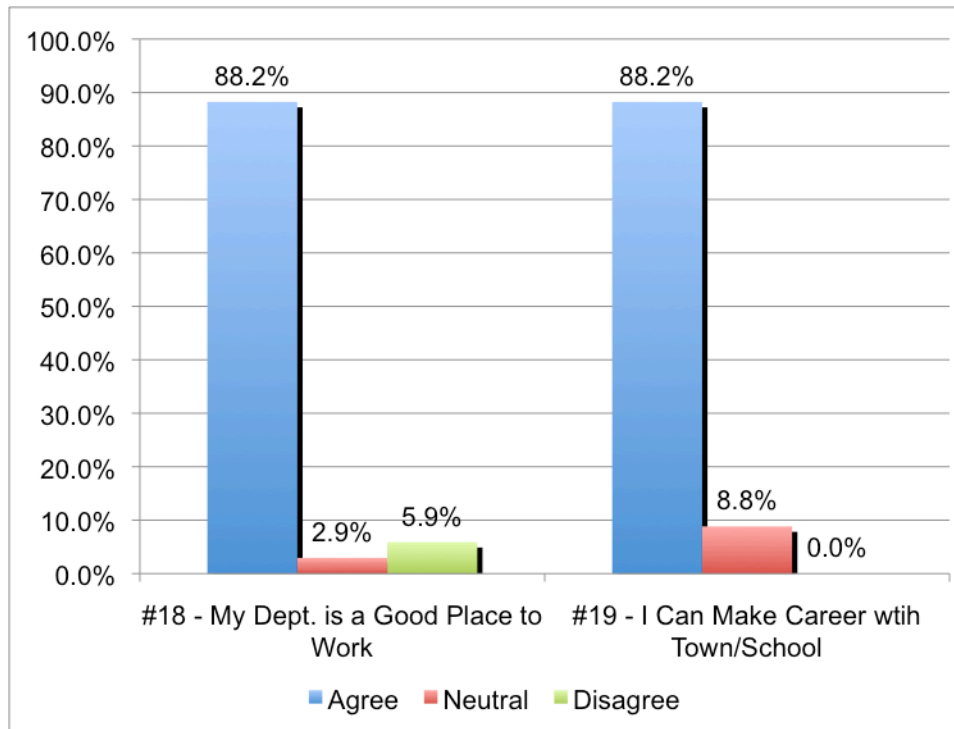
- In response to the Statement #6: “There is good teamwork among departments;” 78.8% of respondents selected “Strongly Agree” or “Agree,” 12.1% of respondents selected “Neutral,” and 6.1% of respondents selected “Disagree” or “Strongly Disagree.” The Average score is 4.

- In response to the Statement #13: "In my Department, we do a good job planning and scheduling our work;" 76.5% of respondents selected "Strongly Agree" or "Agree," 8.8% of respondents selected "Neutral," and 11.8% of respondents selected "Disagree" or "Strongly Disagree." The Average score is 4.
- In response to the Statement #14: "The work practices in my Department are efficient;" 69.7% of respondents selected "Strongly Agree" or "Agree," 21.1% of respondents selected "Neutral," and 6.1% of respondents selected "Disagree" or "Strongly Disagree." The Average score is 3.8.
- In response to the Statement #15: "The division of maintenance activities among Town/School departments is efficient;" 40% of respondents selected "Strongly Agree" or "Agree," 20% of respondents selected "Neutral," and 13.3% of respondents selected "Disagree" or "Strongly Disagree." The Average score is 3.4.
- In response to the Statement #21: "There are opportunities in my department to improve efficiency and effectiveness of how we deliver services;" 70.6% of respondents selected "Strongly Agree" or "Agree," 11.8% of respondents selected "Neutral," and 14.7% of respondents selected "Disagree" or "Strongly Disagree." The Average score is 3.9.

Overall, respondents have positive perceptions about the operations of the focus departments. Employees were next asked to evaluate the statements regarding their general sentiments about the Town/School and the area in which they work.

**(6) Respondents Were Asked to Evaluate Statements Regarding Their General Sentiments About the Town/School and the focus departments. A Substantial Majority of Respondents Have Positive Sentiments About the Town/School and the Focus Departments.**

Employees were asked to evaluate statements regarding their sentiments about the Town/School and area in which they work. The chart, which follows, presents the results for statements relating to employee sentiments.



The points, which follow, present a summary of the employee survey results.

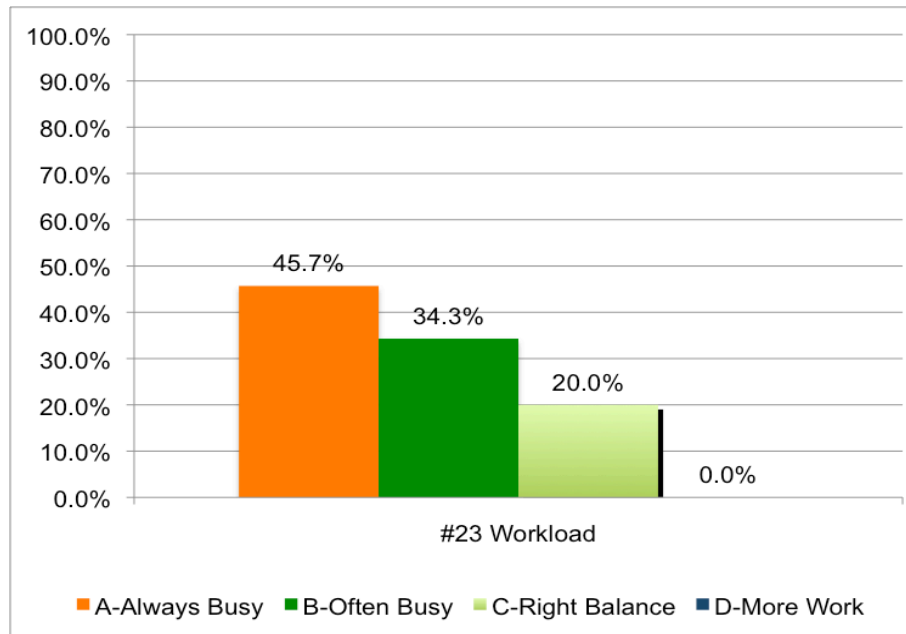
- In response to the Statement #18: “My Department is a good place to work;” 88.2% of respondents selected “Strongly Agree” or “Agree,” 2.9% of respondents selected “Neutral,” and 5.9% of respondents selected “Disagree” or “Strongly Disagree.” The Average score is 4.3.
- In response to the Statement #19: “I feel I can make a career with the Town/School;” 88.2% of respondents selected “Strongly Agree” or “Agree,” 8.8% of respondents selected “Neutral,” and 0.0% of respondents selected “Disagree” or “Strongly Disagree.” The Average score is 4.5.

A substantial majority of respondents have positive sentiments about the Town/School and the focus departments. Respondents were lastly asked to evaluate the statement regarding current workload.

**(7) Respondents Were Asked To Evaluate Statements Regarding Their Current Workload. A Plurality of Respondents Feel They Are Always Busy And Can Never Catch Up.**

Employees were asked to evaluate the statement about their current workload.

The chart, below, presents the survey results.



In response to the Statement #23: "Please select one of the following choices to describe your current workload:

- a) I am always busy and can never catch up.
- b) I am often busy but can generally handle the workload.
- c) I have the right balance of work and time available.
- d) I could easily handle more work given the available time."

Of the respondents, 45.7% selected "a", 34.3% of respondents selected "b", 20.0% of respondents selected "c", and 0.0% selected "d". A majority of respondents feel they are busy but can handle the workload.

## **2. GENERAL COMMENTS AND SUGGESTIONS**

There were also two open ended, narrative, questions asked in the survey. These are summarized below:

- In response to the Statement #24: **"Are there opportunities for consolidation that you feel should be considered by the Town and the School Department to provide a higher level of service or control / reduce the cost of service provision? If so, what areas should be reviewed,** respondents wrote:

- Combine all maintenance services town and BO;
- Lawn maintenance, snow plowing;
- Continue joint consolidation of H&W benefit;
- The board of ed has 60 acres and multiple playing fields to maintain. The A.B.O.E. does this with two qualified grounds maintainers who are paid a less top hourly rate than town employees.
- Capital Improvement Project Administration;
- Continue joint consolidation of Liability & WC ins.
- In response to the Statement #25: **"Please use the space below to share any additional comments that you would like to share with the project team,** respondents wrote:
  - Town dept seems to be a bit top heavy. Too many people giving orders with out knowing how the job really works or what it takes;
  - The Financial Operations of the Board of Education and the Buildings and Grounds Operations of the Board of Education are mutually exclusive. Accountability for financial reporting and building operations requires a different skill set and experience. The BOE is accountable to both the State of CT and Town. The Business Office of the BOE has additional responsibilities of over sight of Buildings and Grounds, Transportation, Food Services and Security;
  - I don't feel we should consolidate services because we need the checks and balances of separate entities. Our practices are good among the staff, we just need better management. I wouldn't want to adopt the Town's practices or have our functions absorbed by them;
  - The workload is extremely unbalanced within the Town; The Director of Finance has a huge workload of tasks/projects and spends several evenings & weekends in the office. All department heads, including the Board of Ed. could probably assume some of the work she is handling.

## **5. ANALYSIS OF OPERATIONS, SERVICE PROVISION AND ORGANIZATIONAL STRUCTURE**

## **5. ANALYSIS OF STAFFING, OPERATIONS AND ORGANIZATION**

This chapter outlines the major findings related to staffing, operations, and organization in each of the three major functional areas the project team was requested to review: Financial Operations, Human Resources, and Facilities Management. Each section is reviewed separately with discussion of both the Town and School operations.

### **1. ORGANIZATIONAL STRUCTURE IS AN IMPORTANT ELEMENT IN THE EVALUATION OF VARIOUS SERVICE DELIVERY ALTERNATIVES ESPECIALLY AS IT RELATES TO SHARED SERVICES.**

Local government organizational structures are often developed over time and not frequently adjusted to address changes in service delivery approach, workloads, and/or changes in technology. The “way we’ve done it” becomes the understood, accepted, and unquestioned approach to providing services. This sometimes results in an overall system that can be duplicative, fragmented, inefficient and difficult to alter once in place; especially, when considering services that are similar in nature but provided by two related yet independent entities – such as the Town of Avon and the Avon School Department. Incremental changes with no overall strategy are often detrimental to the organization’s overall performance or do not result in achieving the desired outcomes.

This study is an important step for both entities – the Town of Avon and the Avon School Department – to question current operations, explore alternatives and efficiencies, and make decisions that will impact the organizations into the future.

Key areas considered when evaluating the existing service delivery approaches

included:

- Are some programs or services unnecessarily duplicative? Does this duplication constrain progress in other areas? Administrative savings resulting from consolidation of redundant programs can be put towards enhancement of municipal/school services.
- Is the current structure too fragmented? Does the fragmentation prevent the Town and School from effectively providing services to the citizens and/or staff? Does this result in slower progress and lost opportunities for major gains? Are potential efficiencies related to shared staff and technology missed? Fragmentation means less flexibility for major initiatives.
- Is the current structure inefficient? Do too many departments or divisions recreate the same administrative structures? Are these structures necessary, or are they redundant?
- Does a complex structure make it resistant to change of direction, either from the elected Board(s), other elected Officials, Administrators, or top management? Does the complexity of an organizational structure and the diversity of its structure make it more difficult for the public and the community to identify opportunities, obtain information, and influence policy? Would other methods of organization allow a greater degree of public input?
- Would a change from the status quo violate state obligations? Are there specific statutory requirements that limit the ability to combine functions?

It is important to note that the project team focused on changes that would not impact either entities legal / statutory obligations (i.e. – the BOE retains responsibility for making decisions regarding how money is spent). The changes may impact the process for implementation of decisions, but does not impact the exercise of legal authority. Each of these issues should be carefully considered during any contemplated change and were considered prior to the finalization of our recommendations. Within the last two years, major changes have occurred in the way in which proactive and leading organizations have been designed to maximize their effectiveness. These changes have included consideration and implementation of “non-traditional” organizational structures to address financial constraints and improve service delivery.

**(1) In Evaluating the Plan of Organization and Management Systems, a Number of Principles Should Be Considered.**

In evaluating the various organizational alternatives for the Administrative Services under review, the Matrix Consulting Group utilized a number of principles for organizational structure. These principles are presented in the points, below:

- **Services provided by the Town of Avon and the Avon Board of Education should be organized on a 'form follows function' basis** with a clear, distinct and comprehensive sense of purpose or mission for each functional area. Functions are grouped consistent with their periodic interaction, common planning and scheduling systems, delivery of services which are linked in some way, etc. resulting in functional cohesion.
- **The organizational structure should foster accountability.** Does the organizational structure foster accountability among management and supervisory staff? While this criteria overlaps with the management systems utilized, the organizational structure itself can facilitate or impede the performance of an organization.
- **Organizational structure should facilitate decision-making, planning and management of operations and activities.** This impacts both the organizational structure and the management / supervisory staffing assigned within a structure. Critical functions within an organization should be placed where those responsible can access key decision makers without having to work through multiple layers of an oversight organization. Similarly, less vital functions can be safely placed more deeply within an organizational structure.
- **Organizational structure and management systems should not be unnecessarily complex.** Organizational structures and management systems should be based on common sense and should also be easily understood both internally and externally.
- **The plan of organization should enhance communication and coordination.** The number of handoffs/exchanges required among different departments providing service to the public (or to internal staff) is minimized. The structure enhances shared knowledge and understanding among divisions and departments. The channels of communication are clear and consistent.
- **Staff resources should be utilized efficiently.** The plan of organization minimizes administrative overhead. Workload can be distributed/shared to maximize the productivity of staff through peaks and valleys and offer cross-functional capabilities (e.g., to balance workload of maintenance staff across street maintenance, snow removal, park and athletic field maintenance, etc.).

Processes can be standardized to enhance the efficiency and customer responsiveness of services.

- **Human potential should be realized.** The plan of organization enhances career development opportunities, training and recruitment and retention.
- **The quality and responsiveness of services provided to customers should be improved.** The plan of organization enables staff to provide better service to the public in terms of cycle times, user friendliness, performance management, quality control, and consistency of the application of policies and procedures. Customers (internal or external) are the hub – with the organization designed around them.
- **An organizational structure, and functional placement, should make common sense both internally and externally.** The placement of functions within an organizational structure must make sense both to those who are involved in the delivery of the services and to those for whom the services are provided.
- **An organization must be designed to maximize efficiency of programs and of its own staffing.** An organizational structure is the reflection of the priorities of the community in many ways. This includes the efficiency with which the operations of the organization are conducted.

These principals, coupled with the trends identified previously, lead to a number of key organizational issues, which should be considered in evaluating any organizational structure including the placement of functions within the organization.

**(2) The Alternative Organizational Structures were Analyzed Based upon Their Ability to Maximize Conformance with the Identified Criteria.**

These principles were then converted into a matrix to enable the project team to evaluate each alternative. The primary purpose of the matrix was to focus the project team on alternatives and to evaluate the each of those alternatives using the criteria.

CRITERIA
<b>Organization and Structure</b> <ul style="list-style-type: none"><li>• Clear lines of accountability</li><li>• Spans of control/number of management layers</li><li>• Functional cohesion</li></ul>

<b>CRITERIA (continued)</b>
<p><b>Communication and cohesion</b></p> <ul style="list-style-type: none"> <li>• Hand-offs/exchanges (internal/external)</li> <li>• Physical/virtual proximity</li> <li>• Shared knowledge/understanding</li> </ul> <p><b>Resource Utilization (Cost)</b></p> <ul style="list-style-type: none"> <li>• Administrative overhead</li> <li>• Workload management (even distribution)</li> <li>• Process efficiency/standardization</li> <li>• Resource sharing</li> </ul> <p><b>Human Capital</b></p> <ul style="list-style-type: none"> <li>• Career development</li> <li>• Training</li> <li>• Recruitment and retention</li> </ul> <p><b>Agility and Flexibility of the Organization</b></p> <ul style="list-style-type: none"> <li>• Scalability (ability to manage peaks and valleys)</li> <li>• Adaptability (cross functional capability)</li> </ul> <p><b>Service Quality and Responsiveness</b></p> <ul style="list-style-type: none"> <li>• Customer service</li> <li>• Performance management</li> <li>• Quality control checks and balances</li> <li>• Consistency of policy/procedure application</li> </ul>

These criteria were considered, as part of the review, for all alternatives considered to ensure arguments for and against each alternative was considered, leading to a recommendation for a preferred alternative.

## **2. FINANCIAL OPERATIONS**

As part of the Administrative Services Study, the project team evaluated the financial operations for the Board of Education and the Town of Avon. The table, below, presents a brief summary of the financial operations in each organization.

<b>Category</b>	<b>Town of Avon</b>	<b>Board of Education</b>
Scope of Services	Responsible for overall financial operations including budgeting (operating and capital), accounts payable, accounts receivable, revenue collection, payroll, insurance, and debt.	Responsible for the financial operations of the Board of Education including budgeting (operating and capital), accounts payable, accounts receivable, payroll, and insurance.

Category	Town of Avon	Board of Education
Staffing	<p>8.0 Full-time (one position proposed to be eliminated in next year budget)</p> <p>3.0 Part-time</p> <p>Four major division:  Administration  Assessing  Accounting  Revenue</p>	<p>5.5 FTEs</p> <p>Staff are generally assigned as follows:  Director (administration/oversight)  Payroll &amp; Benefits  Accounts Payable  Purchasing</p>

**(1) There Are a Number of Strengths with Respect to the Provision of Financial Services in Both the Town of Avon and the Board of Education.**

The Matrix Consulting Group compared the financial operations of the Town and Board of Education to a series of best management practices. This comparison identified a number of strengths in the current operations for each operation as highlighted in the table below.

Board of Education	Town of Avon
<ul style="list-style-type: none"> <li>• All financial operations utilize Great Plains software for integrating financial accounting and reporting.</li> <li>• Electronic purchase orders are utilized.</li> <li>• Extensive use of regional/state contracts for purchasing supplies and materials.</li> <li>• Joint bidding of key services and commodities conducted jointly with Town of Avon.</li> </ul>	<ul style="list-style-type: none"> <li>• All financial operations are conducted, excluding primarily budgeting functions, on the ADMINIS software system.</li> <li>• Extensive use of regional/state contracts for purchasing supplies and materials.</li> <li>• Joint bidding of key services and commodities conducted jointly with Board of Education.</li> <li>• External recognition for financial stability, financial reporting, and budgeting has been achieved (awards from GFOA, high bond ratings, etc.).</li> </ul>

As illustrated in the table, both organizations share a number of strengths in the financial services area and the use of technology. In addition, at the current time the Town of Avon performs a variety of financial services for the Board of Education including conducting all bank reconciliations, handling overall financial reporting and auditing, debt management, etc. However, there are a few specific areas where

operational practices could be enhanced and opportunities exist for enhanced shared / combined services may provide a better level of service than currently exists.

**(2) The Matrix Consulting Group Identified Opportunities for Improvement in the Financial Operations Departments of the Town of Avon and the Board of Education.**

The Matrix Consulting Group reviewed the operations, staffing and scope of services provided related to financial operations in the Board of Education and the Town of Avon. While the primary focus of the study was targeted at a review of opportunities for increases shared services or consolidation, the project team identified a number of opportunities for operational improvement with respect to financial operations during the course of the study. The table, which follows, summarizes the major opportunities for improvement in each organization and provides a description of the impact of the change.

RECOMMENDED ACTION	SERVICE IMPACT	ACTION NEEDED / COST
<b>Town of Avon</b>		
Upgrade ADMINS to new Windows Based Version	The newer version provides a variety of enhancements that will improve overall financial operations and service provision. Additional features include expanded ability to utilize HR module, improved access to financial information at departmental level.	Estimated costs for this upgrade have been estimated at approximately \$99,560 for a two year phased implementation. Year 1 would focus on financial operations, and Year 2 on the implementation of Human Resources and fixed assets.

RECOMMENDED ACTION	SERVICE IMPACT	ACTION NEEDED / COST
Implement a time and attendance program Town-wide.	Ability for time and attendance to be entered at departmental level. Improved tracking and access by department managers and staff to employee leave balances. When bidding and purchasing the system, the Schools should be involved so the system can be made available for their use also (either integrated with Great Plains or Admins – based upon later recommendation).	Procure Time and Attendance Module (compatible and capable of being fully integrated with ADMINs). Estimated cost in the range of \$40,000 for the Town only. Cost would be similar for BOE installation.
Electronic purchase orders should be implemented for all purchases.	The utilization of electronic entry, review, and approval of electronic purchase orders eliminates paper transactions, increases processing time and provides more timely and integrated financial reporting data.	This feature is currently available through ADMINs but needs to be implemented.
Reduce the number of individuals required to approve checks prior to distribution.	Currently, approximately five individuals are reviewing check registers prior to disbursement. In some cases this may delay release of checks for a week or more following printing. A typical approval process would include no more than three reviews and approvals including an initial review by the individuals entering and printing the checks.	No cost associated with this recommendation. Internal policy / practice change necessary.
<b>Board of Education</b>		
Adoption and reporting of quarterly financial data on the same basis as the Town of Avon.	The Board of Education should adopt the same financial reporting periods for the Town quarterly report that is compiled by the Finance Director. Both entities should report information on the same time period basis. Benefits include more accurate and timely financial information for review of account balance statuses.	No cost associated with this recommendation. Financial reports and practices may need to be adopted / implemented to provide this information in the necessary format to the Town. This reporting would not replace, impact or modify required state reporting but supplement existing reporting (including the monthly forecast provided to the BOE).

RECOMMENDED ACTION	SERVICE IMPACT	ACTION NEEDED / COST
<b>Opportunities for Joint Effort / Cooperation</b>		
Move to integrate financial software system in the future as systems are replaced or significant modifications are needed.	Increased integration of the financial data for the Town and Board of Education. Elimination of need for manual reconciliation of accounts, decreased financial reporting issues, ability to more timely report financial data, and reduced costs for separate systems.	Short term, discussions should be conducted between ADMINS and Great Plains to determine if electronic data sharing is feasible to increase transfer of data between entities. Estimated costs to implement Great Plains was \$100,000 base application including payroll, purchasing, accounts payable, personnel and reporting. This is roughly the same amount that will be required to upgrade the Admins system to current version.
Integration of Accounts Payable and Payroll processing.	Even absent the complete integration of the financial systems, the feasible of integrating the payroll and accounts payable functions should be pursued. These two functions require the maintenance and duplication of many current processes. There is no significant difference in the processing of these items for either entity.	It is most feasible to pursue the payroll integration first, since this information is less integrated with the other financial data in Great Plains than the accounts payable data. If conducted, access for school staff to the Town's system would need to be provided. This should be pursued following implementation of the electronic time and attendance module.
An integrated purchasing policy should be adopted for both the Town and Board of Education that provides consistent thresholds and approval processes for both entities.	A consistent policy will reduce administrative work when the parties are conducting joint purchasing efforts. Consistent practices will also ensure that funds are spent appropriately and consistently between both entities.	No cost is associated with this recommendation. Action needed is formal adoption by elected boards.

RECOMMENDED ACTION	SERVICE IMPACT	ACTION NEEDED / COST
Continued effort to increase the utilization of electronic paycheck and vendor payment distributions.	The Town has achieved a greater level of electronic distribution of payments (paychecks and vendor payments) at this time. The Town has over 95% of paychecks and approximately 20% of vendor payments processed electronically. Both entities should continue to seek to maximize the use of ACH deposits for these payments. This reduces processing costs, and improves / streamlines the reconciliation processes.	The financial staff should educate both employees and vendors of the benefits of electronic payments (and where appropriate / feasible) require electronic payments.

Many of the recommended changes in practices above can be implemented with little to no cost to the organizations and require only policy or procedural changes. However, many also require that both entities be operating on a common vision and desire to eliminate duplication of efforts. In each case recommended, the project team is comfortable that appropriate controls and independence can be maintained by the respective organization even with the enhanced integration of services.

**(3) The Project Team Identified Several Functions Performed by the Town of Avon Finance Department That Should Be Reallocated to Others for Performance.**

In reviewing the financial operations of the Town, there were several specific functions that the project team after review feels should be reallocated to other areas for performance. These are duties that are either normally performed in other Departments for segregation of duties or due to greater access to information needed to perform.

The first area identified relates to the processing of employee pay rate changes and benefit program enrollments for Town of Avon employees. At the present time, the Town of Avon Human Resources Department is responsible for the preparation of the paperwork showing all payrate changes and changes to employee benefit programs

(health insurance programs, etc.). The paperwork is provided to the Finance Department who is responsible for entering these changes into the ADMINS system. This function is typically performed by staff of Human Resources Departments to provide a clear segregation between individuals responsible for entering program or payrate eligibility and those responsible for processing payments. The project team recommends that this responsibility be transferred to the Human Resources staff. Following preparation of the paperwork for pay rate changes or benefit programs changes, the Human Resources staff should directly enter these changes into the ADMINS system. Training on ADMINS should be provided to the Human Resources staff to perform this function.

The second major area that was identified for reallocation relates to the monthly bank reconciliations for the Board of Education accounts. This function is currently performed by Town of Avon finance staff on behalf of the School Department staff. However, necessary financial information including check registers, outstanding check listing, etc. must be provided from the Board of Education financial system. Town staff have no direct access to the financial system and the information contained within it. In conjunction with a recommendation in the following section, the project team believes that this function can and should be performed by the Board of Education when the additional positions are implemented.

Finally, the Town of Avon should develop a plan – for implementation over the next two to four years – that provides a different approach to providing IT services to the Town. At the current time, the Finance Director chairs the internal IT Committee, handles routine day to day issues related to maintenance of IT infrastructure and

application utilization (including answering questions and resolving user difficulties for individual employees), and oversees the overall IT strategy implementation. While it is not uncommon for the Finance Director to take a major (if not the lead) role in implementing IT systems (especially when the major systems are financial related), it is uncommon for this position to be so intricately involved in the day to day resolution of software and other application difficulties encountered by staff. In the short term, the Town should either expand the current contract for IT services to provide greater support in this area or consider expanding the duties of the GIS position to cover these functions. Either of these approaches is estimated to carry an annual cost of less than \$20,000. Over the long term, a dedicated IT professional (initially part-time) should be sought to provide services to the Town. At the point when the employee approach is under consideration, appropriate discussion should be undertaken with the Board of Education to implement a full-time IT professional that can provide support to both organizations.

**Recommendation: The responsibility for entering all Town of Avon pay rate and benefit program changes should be reallocated from the Finance Department to the Human Resources Department.**

**Recommendation: The responsibility for bank reconciliations for the Board of Education should be transferred to the Finance staff of the Board of Education.**

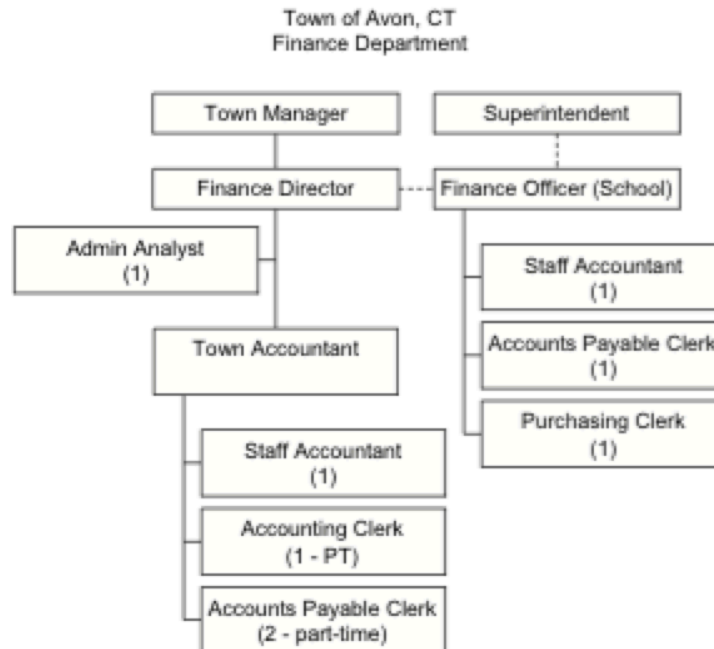
**Recommendation: The provision of IT support services should be modified to reduce the role of the Finance Director in handling day to day customer usage issues. In the short term, the contracted IT services should be expanded. In the longer term, an IT professional should be employed to service the Town and School organizations.**

**(4) The Matrix Consulting Group Evaluated Opportunities to Consolidate Financial Operations Between the Town of Avon and the Board of Education.**

As part of the review of the organizational structure, the project team evaluated the feasibility and appropriateness of consolidating the financial operations of the two organizations. The following table outlines the major advantages and disadvantages of a complete consolidation of the financial functions over the existing status quo approach.

<b>Advantage</b>	<b>Disadvantage</b>
<ul style="list-style-type: none"><li>• The Board of Education and the Town of Avon can eliminate duplication of efforts in several areas including payroll processing, accounts payable processes, etc.</li><li>• The Board of Education and the Town of Avon can eliminate duplicate software systems.</li><li>• A common prioritization of work can be achieved that provides focus on most critical issues.</li><li>• Control over resources allows managers to react to unscheduled work demands.</li><li>• Opportunities to increase cross-training and full utilization of assigned personnel.</li><li>• Provides a single individual responsible for all financial operations of the Town and Board of Education.</li><li>• BOE must utilize a state certified School Business Manager to remain in compliance with state regulations.</li></ul>	<ul style="list-style-type: none"><li>• May impact ability to attract staff with specialized School knowledge and understanding of financial operations based upon new structure.</li><li>• Creates a larger department that may increase the level of bureaucracy and decrease flexibility currently provided.</li><li>• Salary adjustments may be needed to bring staff into consistent levels of pay and responsibility.</li><li>• Limits to some extent the direct control over School finances currently enjoyed by the Superintendent.</li><li>• Eliminates staff focused on specialized areas (Town operations / School operations).</li><li>• Significant organizational and operations change needed.</li></ul>

The following organizational chart shows a proposed structure for this approach. The project team believes that even under a consolidated approach, in a few selected areas, staff would remain specialized to provide specific services to the Board of Education.



As shown in this chart, the major changes in staffing are outlined in the points below:

- A Finance Officer position would be created that is responsible for general oversight and responsibility for School financial operations – similar to what is currently in place. This position should be filled with an individual with appropriate background, training, and necessary certifications to perform the function. The required background must include possession of the state certification as a School Business Manager. The primary difference is that the position would have reporting responsibilities to both the Superintendent of Schools and the Town of Avon Finance Director.
- A second Staff Accountant would be added. This position, would be primarily responsible for School financial accounting and would work on a daily basis with the Finance Officer.
- An accounting Clerk would be added to focus on school financial operations.

While staff would be primarily be focused on either Town or School functions, they would be available, and should be, cross-trained so that they can perform functions related to either entity based upon priority and need. The estimated costs of these staff would be relatively equivalent with the total currently being expended for staff in the

financial services area currently allocated to the Board of Education dependent upon the salary level established for the Finance Officer position. It should be noted that the current Board of Education Finance Director is also responsible for oversight and responsibilities outside of the financial operations area as outlined in the profile section. Therefore, the primary reason to pursue this option is for increased operational control and integration rather than financial reasons.

It would be preferable to have these staff co-located with the existing Town of Avon Finance Staff; however, if space limitations prevent this, they could remain located at the Board of Education facility. The project team is not aware of any major impediment to the steering committee pursuing this approach. While some concerns may be expressed regarding “loss of control”, the dedication of staff that are primarily allocated to the school function (and to whom they should have an indirect reporting relationship with the Superintendent) should address this concern – especially if they remain physically located at the Board of Education facility. It should also be noted that the project team feels with some of the other changes and recommendations outlined in this report, that the operational interactions can be enhanced absent taking this step.

**Recommendation: A policy discussion should be undertaken to discuss the advantages and disadvantages of a complete integration of the financial operations of the Town of Avon and the Board of Education.**

### **3. HUMAN RESOURCES.**

As part of the Administrative Services Study, the project team evaluated the Human Resources functions for the Board of Education and the Town of Avon. The table, below, presents a brief summary of the human resources in each organization.

Category	Board of Education	Town of Avon
Scope of Services	Responsible for overall personnel policies and practices of the BOE employees including recruitment, hiring, and retention, benefit program administration, personnel actions, negotiations, etc.	Responsible for overall human resources functions for the Town of Avon including recruiting and hiring, benefit program administration, personnel actions, negotiations, etc.
Staffing	No full-time staff allocated to this function. Services provided by Superintendent (selection of instructional staff), Principals (recommendations on hiring of non-instructional staff at their schools), Director of Finance (oversees overall program functions, collective bargaining assistance, benefit program administration, etc.) and individual supervisors (selection of assigned staff). Support staff provide assistance with benefit program administration.	1.0 Director 1.0 Senior Administrative Assistant

**(1) There Are a Number of Strengths with Respect to the Delivery of Human Resources Services in Both the Town of Avon and the Board of Education.**

The Matrix Consulting Group compared the human resources services of the Town and Board of Education to a series of best management practices. This comparison identified a number of strengths in the current operations for each operation as highlighted in the following table.

Board of Education	Town of Avon
<ul style="list-style-type: none"> <li>Formally adopted personnel practices and collective bargaining agreements.</li> <li>Utilization of on-line application acceptance and processing.</li> <li>Joint cooperation between Town and Board of Education on major benefit programs (health insurance and workers compensation) including selection of single provider.</li> <li>Director of Finance serves as chief negotiator.</li> </ul>	<ul style="list-style-type: none"> <li>Dedicated HR staff to support departments and focus on employee issues including managing issues related to liability.</li> <li>Formally adopted personnel practices and collective bargaining agreements.</li> <li>Joint cooperation between Town and Board of Education on major benefit programs (health insurance and workers compensation) including selection of single provider.</li> <li>HR Director serves as chief negotiator.</li> </ul>

These strengths provide a strong foundation for the implementation of changes outlined in the following section.

**(2) The Matrix Consulting Group Identified Opportunities for Improvement in the Human Resources Functions of the Town of Avon and the Board of Education.**

The Matrix Consulting Group reviewed the operations, staffing and scope of services provided related to Human Resources services in the Board of Education and the Town of Avon. While the primary focus of the study was targeted at a review of opportunities for increases shared services or consolidation, the project team identified a number of opportunities for operational improvement with respect human resources operations during the course of the study. The table, which follows, summarizes the major opportunities for improvement in each organization, relative to human resources, and provides a description of the impact of the change.

OPERATIONAL CHANGE	SERVICE IMPACT	ACTION NEEDED / COST
<b>Town of Avon</b>		
As noted in the financial section, responsibility for the processing of payrates and benefit program changes should be reassigned to the Human Resources Department.	Increased segregation of duties between those entering rate and benefit program changes and those processing associated payroll and deductions.	Internal reallocation of duties. Training on ADMINIS system for HR staff. Existing staff should suitable to handle this function.
Implementation of on-line applications.	Reduced paperwork processing by Town staff, enhanced level of service provided to applicants, and increased processing times for submitted applications.	RFP to determine suitable vendors for provision of on-line application acceptance and processing. System should integrate with existing and anticipated software systems in place. If suitable, both the BOE and Town should utilize the same process.

OPERATIONAL CHANGE	SERVICE IMPACT	ACTION NEEDED / COST
<b>Board of Education</b>		
The BOE has no dedicated staff assigned to the Human Resources Function. This limits the amount of time that is spent on proactive HR administration, risk management, and liability management.	Over the next several years, a dedicated HR Coordinator position should be implemented to provide a focus on HR administration at the BOE.	Estimated cost for this position, including all benefits, would be in the range of \$60,000 to \$75,000.
<b>Opportunities for Joint Effort / Cooperation</b>		
Development of a multi-year workforce planning document outlining anticipated hiring needs for positions, estimated retirements, etc.	Increased planning focus and ability to project workforce demographics and anticipated hiring needs.	No cost. This planning function can be conducted internally. The effort should be conducted cooperatively between the BOE and Town of Avon.
Increase focus on training including the tracking of all employee training.	Greater efforts should be placed on the provision of training opportunities for employees to keep them current in required skills, and to ensure liability issues are adequately addressed (OSHA, Sexual Harassment, Diversity, etc.). Where feasible, training should be provided jointly to both Town and BOE employees especially in areas of required and mandatory training (sexual harassment, diversity, OSHA, etc.). All training should be tracked centrally by HR to ensure information is maintained as a component of the personnel file and to document attendance at required training.	Costs will be dependent upon actual training provided. Software to track training can be accomplished either through an in-house developed database (no cost) or through off-the shelf specialized software (estimated cost - \$5,000).
Collective bargaining agreements.	The Town and BOE should utilize planning sessions to jointly discuss and arrive at a common approach to key issues in negotiations to increase consistency among employee groups. Where necessary, common outside legal counsel should be utilized.	No cost to expand cooperative efforts. Existing contracts should be reviewed to identify major areas of difference and determination if uniformity is desirable among all employee groups.

OPERATIONAL CHANGE	SERVICE IMPACT	ACTION NEEDED / COST
Periodic reviews of all job classifications should be conducted to ensure they remain accurate with current assigned duties.	A periodic review (at least every 5 years) is standard practice to ensure that identified duties are in line with actual work being performed.	No cost. Conducted internally by staff on a recurring basis (1/5 of classifications per year).
The recruitment and processing of applications could be combined under the Town without impacting either service levels or control (i.e. – independent selection by the BOE) and respecting individual authority of each entity.	A centralized recruiting and application processing approach would provide a greater ability to ensure that all recruitments are conducted in accordance with applicable Federal, State and Local requirements. It would also provide a single point of contact for applicants and reduce any internal competition for the same applicants in entry-level positions.	No cost to implement. Given the limited number of recruitments, the existing HR Staff should be able to handle this limited role expansion in handling the administrative functions (resume acceptance, scheduling, notifications of non-selection, etc.). However, implementation should be conducted simultaneously with the implementation of on-line application processing to reduce impact on staff time (and given that applicants for BOE positions may already apply on-line).

Many of the recommended changes in practices above can be implemented with little to no cost to the organizations and require only policy or procedural changes. However, many also require that both entities be operating on a common vision and desire to eliminate duplication of efforts. In each case recommended, the project team is comfortable that appropriate controls and independence can be maintained by the respective organization even with the enhanced integration of services.

**(3) The Matrix Consulting Group Evaluated the Current Organizational Structures and the Staff Allocated to the Human Resources Functions.**

As part of the review of the organizational structure, the project team evaluated the existing organizational structures of the human resources functions and the staffing allocated to this function in each organization. The Town of Avon's Human Resources

staff is small – consisting of only two personnel. The Board of Education has no personnel that are dedicated exclusively to the Human Resources function.

After consideration of the recommendations contained elsewhere in the report, and the need to address lack of any dedicated staff within the BOE organization, the project team believes that over the next several years, a single individual should be allocated to handle the BOE Human Resources functions. This position should be at the level of Human Resources Coordinator and responsible for providing recruiting, selection, and retention efforts for the BOE; day-to-day management of personnel issues, discipline, grievances, etc.; and be focused on liability reduction (by ensuring all human resources policies and procedures are applied consistently).

This position should also assume responsibility for developing, overseeing, and tracking employee training for both organizations. While the project team would recommend that this position be located at the BOE facility, this position should report to the Town of Avon Human Resources Director for all professional issues and to the School Superintendent for day-to-day operational issues. The estimated cost of this position would be \$60,000 to \$75,000 dependent on the qualification and experience.

**Recommendation: An additional position, of Human Resources Coordinator, should be hired to provide additional services to both organizations and to provide a specialized focus on BOE Human Resources functions. The estimated cost of this position is \$60,000 to \$75,000.**

#### **4. FACILITY AND GROUNDS MAINTENANCE**

As part of the Administrative Services Study, the project team evaluated the facility and grounds maintenance operations for the Board of Education and the Town of Avon. The table, below, presents a brief summary of the facilities and grounds maintenance operations in each organization.

<b>Category</b>	<b>Town of Avon</b>	<b>Board of Education</b>
Scope of Services	Responsible for maintenance and repair of municipal buildings and grounds, including support of athletic fields for recreation programs. The Town of Avon also contracts for a number of services, including custodial services and ground maintenance.	Responsible for the maintenance and custodial support of the Board of Education school and administrative facilities, as well as all school grounds and athletic fields.
Staffing	1.0 Foreman 1.0 Maintainer II 4.0 Maintainer III  In addition to the above staffing, there is 1.0 Operations Superintendent and 1.0 DPW Director that oversee the Building and Grounds Division of the Department of Public Works.	1.0 Director 1.0 Supervisor 5.0 Maintainer 5.0 Head Custodian 18.7 Custodian
Scope of Responsibilities	<ul style="list-style-type: none"> <li>• 93,340 square feet of facilities</li> <li>• Approx. 66 Acres (developed)</li> </ul>	<ul style="list-style-type: none"> <li>• 600,000 square feet of facilities</li> <li>• Approx. 45 developed acres.</li> </ul>

The Board of Education and the Town of Avon have taken different approaches to providing services to their organizations. For example, the Town of Avon contracts out custodial services, while the Board of Education has fulltime and part-time custodians assigned to their facilities. Similarly, the Town of Avon contracts out mowing and grounds maintenance at municipal facilities and performs grounds maintenance of athletic fields and parks in-house, while all school grounds and playing fields are maintained by Board of Education staff. The two entities jointly cooperate on the maintenance of the athletic fields.

The section, which follows, presents a summary of the strengths in each organization with respect to building and grounds maintenance.

**(1) There Are a Number of Strengths with Respect to the Delivery of Facility and Grounds Maintenance Services in Both the Town of Avon and the Board of Education.**

The Matrix Consulting Group compared the facility and grounds maintenance services of the Board of Education and the Town of Avon to best management practices. This comparison identified a number of strengths in the current operation in each organization. The table, which follows, highlights a number of strengths in each organization.

<b>Board of Education</b>	<b>Town of Avon</b>
Responsibility for building and grounds maintenance has been centralized.	Responsibility for building and grounds maintenance has been centralized.
The Board of Education has implemented an information system to track work requests from its facility users. This program is called School Dude.	The Town has developed an in-house system to receive and assign work orders to Building and Grounds Division staff. Work is prioritized and assigned by supervisors.
Work is prioritized and assigned by supervisory personnel.	The Town uses a mix of part-time and seasonal personnel, as well as contractors to address changes in workload.
The Department utilizes part-time and / or seasonal personnel to address peaks in workload. Responsibility for snow and ice control is managed by the Building and Grounds Division.	Staff provide snow and ice control support to municipal facilities.
	Routine and preventive maintenance activities are planned and scheduled.

As the table above illustrates, the Board of Education and the Town of Avon share a number of strengths, including centralization of building and grounds responsibilities, utilization of a work request system, use of part-time and / or seasonal staff to address changes in workload, etc.

The sections, which follow, present a summary of the opportunities for improvement with respect to the building and grounds functions in the Board of Education and the Town of Avon.

**(2) The Matrix Consulting Group Identified Opportunities for Improvement in the Facility and Grounds Maintenance Services.**

The Matrix Consulting Group reviewed the operations, staffing and scope of services in the Board of Education and the Town of Avon. Through this review, the project team identified a number of opportunities for improvement with respect to operations in the facility and grounds maintenance functions. The sections, which follow, present a discussion of the opportunities for improvement.

**(2.1) The Board of Education Should Better Leverage Its Investment in School Dude.**

The Board of Education has acquired the information system School Dude. School Dude is an automated information system that provides educational institutions with operations management solutions, including information technology, business and facility operations. The Building and Grounds Division utilizes School Dude in the following ways:

- As a customer driven work request system. Facility users are able to submit work order requests through School Dude to the Building and Grounds Division.
- To provide work assignments to staff. The Supervisor reviews work requests on a daily basis and will prioritize and assign work requests to staff based on the type of request.
- To document the completion of work requests. The Supervisor will 'close out' work requests on School Dude once completed.

In essence, the Building and Grounds Division utilizes School Dude as a customer driven work request system. The Building and Grounds Division utilizes School Dude to communicate with facility users and process their requests for services. The Building and Grounds Division does not use School Dude:

- To plan and schedule routine and preventive maintenance activities.

- To document resources dedicated to facility maintenance (i.e., parts & material, labor hours, etc.)
- To monitor, disburse and track parts inventory.
- To develop budget projects.
- To document and track facility assets.
- To track repair histories on building system components.
- To identify issues with facility and building system components.
- To generate periodic reports to senior management regarding facility conditions, identified deficiencies and costs.

There are a number of opportunities for the Building and Grounds Division to further leverage its investment in the School Dude program to provide managers and supervisors with adequate information to manage operations, as well as provide useful information to key decision-makers during the budget planning process.

The Building and Grounds Division should better leverage its investment in the School Dude program. This should include the following:

- The Supervisor over the Building and Grounds Division and the Maintainers should receive additional training on the School Dude program.
- Maintainers should be required to enter in the completed work request system – including parts and materials used and costs, as well as labor hours.
- The Supervisor should use the School Dude program to plan and schedule routine and preventive maintenance activities performed by staff. A work plan for scheduled work should be given to Maintainers.
- The Building and Grounds Division should utilize the School Dude program to collect and review data to monitor and measure its performance. For example:
  - Percentage of unscheduled versus schedule work orders
  - Percentage of targeted versus actual scheduled work completed
  - Labor hours by type of activity

- Cost per square foot for facility maintenance activities
- Turnaround times on work requests (i.e., average time from open to close)

The utilization of the system for these functions will increase the usefulness obtained from the software and improve the management of maintenance functions.

**Recommendation: The Building and Grounds Division should better leverage its investment in the School Dude program. Training should be given to the Supervisor over the Building and Grounds Division, as well as the Maintainers.**

**(2.2) The Board of Education Has a High Level of Service With Respect to Custodial Services.**

The Board of Education has a high level of service with respect to custodial services. In addition to facility and grounds maintenance, the Building and Grounds Division is responsible for providing custodial services the Board of Education facilities. The table, which follows, presents the allocation of custodial hours by facility.

School	6:00 AM – 2:00 PM	1:00 PM – 9:00 PM	2:30 PM – 10:30 PM	Total FTEs	Total Hours / Day
Thompson Brook	1.0	1.0	2.0	4.0	32
Pine Grove	1.0	1.0	1.5	3.5	28
Roaring	1.0	1.0	1.5	3.5	28
Middle School	1.0	1.0	2.0	4.0	32
High School	1.0	1.0	6.0	8.0	64
Part-Time	–	–	–	0.7	5.6
<b>Total</b>	<b>5.0</b>	<b>5.0</b>	<b>13</b>	<b>23.7</b>	<b>189.6</b>

The points, which follow, provide a brief description of the custodial services provided by the Building and Grounds Division.

- Provide general janitorial services to assigned school, including dusting, mopping, sweeping, cleaning restrooms, stocking supplies, etc.
- Maintain cleanliness of assigned schools' cafeteria during lunch hours, empty trash, clean spills, etc.
- Assist with event set up, including tables and chairs.

- Perform minor maintenance activities, such as changing light bulbs and small repairs to classroom or furniture as needed.
- During non-school months, staff complete special project (e.g., thorough cleaning of classrooms, waxing floors, painting, windows, etc.)

The project team reviewed the Board of Education's budget for custodial services. The table, which follows, summarizes the budget.

<b>Category</b>	<b>Budget 2007-2008</b>	<b>Super. Review 2008-2009</b>
Salaries	\$907,185	\$1,077,708
Benefits at 30%	\$272,156	\$323,312
P/T, OT, & Substitute Salaries	\$42,573	\$42,573
<b>Subtotal Salaries and Benefits</b>	<b>\$1,221,914</b>	<b>\$1,443,593</b>
Materials and Supplies	\$85,124	\$96,284
<b>Total</b>	<b>\$1,307,038</b>	<b>\$1,539,877</b>

The project team assumed a benefit rate of 30% for fulltime custodial staff. Additionally, the project team included custodial materials and supplies for operating expense, but did not include additional costs such as uniforms, etc. The Board of Education has approximately 600,000 square feet of facility space. The table, below, presents the estimated cost per square foot for custodial services.

<b>Category</b>	<b>Budget 2007-2008</b>	<b>Super. Review 2008-2009</b>
Total Budget	\$1,307,038	\$1,539,877
Total Square Feet	600,000	600,000
Cost per Square Foot	\$2.18	\$2.57

As noted, the Town of Avon contracts for custodial services. While the Town has a different level of service, its estimated cost per square foot for custodial services is \$0.73 for fiscal year 2009. Additionally, the project team contacted local vendors to determine the going rate of contract services for school facilities. While the project team did not identify the Board of Education, the project team discussed general custodial needs (i.e., total square footage, type of facilities, and service levels, etc.) The points, which follow, present a summary of the information obtained.

- Daily mopping, sweeping, vacuuming, restocking of supplies, cleaning cafeteria, etc.
- Periodic waxing and buffing of floors, etc.
- Can also include sweeping and liter removal of parking lots, snow removal, etc.
- Flexible contract terms, including options of one year with month-to-month extensions or multiple contract.
- Options to structure the contract to adjust for seasonal facility demands (i.e., increased level of service during school season and lower frequency during summer months and holidays, etc.)

Depending on the level of service, estimates ranged from \$0.73 (based on the Town's current contract) to \$1.50 per square foot. The table, which follows, presents a comparison of the cost per square foot for custodial services if contracted out in its entirety for the Board of Education.

<b>Category</b>	<b>Town Contract</b>	<b>Mid.</b>	<b>High</b>
Total Square Feet	600,000	600,000	600,000
Cost per Square Foot	\$0.73	\$1.25	\$1.50
Annual Cost	\$438,000	\$750,000	\$900,000
Cost (Super. Review FY 2009)	\$1,539,877	\$1,539,877	\$1,539,877
<b>Plus / (Minus)</b>	<b>(\$1,101,877)</b>	<b>(\$789,877)</b>	<b>(\$639,877)</b>

There are a number of advantages and disadvantages to contracting out custodial services for the Board of Education. The BOE has attempted, on a pilot program basis, the use of contracted services in the past in selected facilities and discontinued this approach due to failure of the contractors to meet District service expectations. There were several concerns identified from this effort that would need to be addressed in order for a successful outcome to be achieved. The table, which follows, summarizes the advantages and disadvantages.

<b>Advantage</b>	<b>Disadvantage</b>
<ul style="list-style-type: none"> <li>• The cost of services is significantly reduced if contracted out.</li> <li>• There are opportunities to jointly bid the Board of Education and Town custodial services contracts to take advantage of greater savings (i.e., larger volume would reduce the per unit cost).</li> <li>• Contracting out for services would allow the Board of Education to adjust its custodial services to staff according to seasonal demands on facilities (i.e., low demand during summer and holidays, etc.) and further contain costs.</li> <li>• Contracting out services would allow for flexibility in services and service levels as needed rather than maintenance of custodial staffing at a set level regardless of facility demand.</li> </ul>	<ul style="list-style-type: none"> <li>• The Board of Education currently has a high level of service with respect to custodial support.</li> <li>• While custodians are part of the Building and Grounds Division, they interact with and receive direction or requests for assistance from staff at the facilities in which they work. This allows for good coordination with facility users.</li> <li>• Contracting for services would not result in custodial services from 6:00 AM to 10:30 PM.</li> <li>• Schools are high demand facilities with a diversity of space (i.e., classroom, activity and cafeteria space).</li> <li>• Ensuring quality control and contract compliance.</li> <li>• Collective bargaining agreements may need modification to fully implement.</li> </ul>

The project team recognizes that there are a number of unique needs in educational facilities, such as high traffic areas, cafeteria space and after hour usage of facilities. An additional consideration is the role custodial positions play in providing for safety and security of individuals and property within the school due to their presence. This “intangible” may not be achieved at the same level with the utilization of non-District employees in the position of custodian. As such, the project team recommends a hybrid approach to the delivery of custodial services for the Board of Education. The project team recommends the following:

- Each facility should be assigned 1.0 custodian during the day time hours. During the evening, the Board of Education should assign two FTEs to provide coverage for special events, after hour programs and general contract oversight. In-house custodial services should be staffed as follows:

<b>Shift</b>	<b>Number of Custodians</b>	<b>Number of Head Custodians</b>	<b>Total FTEs per Shift</b>
6:00 AM to 2:00 PM	5.0	1.0	<b>6.0</b>
1:00 PM to 9:00 PM	0.0	2.0	<b>2.0</b>
<b>Total FTEs</b>	<b>5.0</b>	<b>3.0</b>	

- For programs that use school facilities after hours and require custodial support, programs should be required to pay for custodial services (i.e., overtime salary costs and benefits).
- Facilities maintenance personnel should continue to be responsible for grounds work, including snow and ice control.
- Levels of service should be adjusted, where possible. For example, during summer months contract custodial services should be significantly reduced or eliminated (given that there will still be 6 fulltime custodians on staff to jointly carry out special projects, like intense cleaning, waxing of floors, furniture repairs, etc.)

The project team estimated the net fiscal impact of this recommendation.

- Average annual personnel costs, including salaries and benefits are presented in the table below. It should be noted that the project team assumed the top step for each classification based on the contract (2008 – 2009) and a benefit rate of 30%.

Item	Custodian	Head Custodian
Salary	\$40,539	\$44,283
Benefits (@ 30%)	\$12,162	\$13,285
<b>Total Position Cost</b>	<b>\$52,701</b>	<b>\$57,568</b>

The project team recommends the 5.0 Custodians and 3.0 Head Custodian positions. It should be noted that the second shift is designed to facilitate the transition from an entire in-house custodial services to a hybrid approach. For purposes of this analysis, the project team has shown the staffing and associated costs at the 8.0 FTE staffing level. This is presented below.

Item	Custodian	Head Custodian	Total Personnel Cost
Number of FTEs	5.0	3.0	
Salary & Benefit Cost per FTE	\$52,701	\$57,568	
<b>Total Personnel Cost</b>	<b>\$263,505</b>	<b>\$172,704</b>	<b>\$436,209</b>

- Materials and supplies at 7% of salary costs (i.e., same percentage as current material and supplies cost of salary costs). Presented below are the cost estimates for in-house materials and supplies for custodial services.

Item	Materials and Supplies
Total Personnel Costs	\$436,209
% of Personnel Costs	7%
<b>Total Materials and Supplies Budget</b>	<b>\$30,535</b>

- Contract cost of a range of \$1.25 to \$1.50 square foot (which assumes same level of service year-round). Presented below is the range of costs for contractual services.

<b>Contract Services</b>	<b>Low</b>	<b>High</b>
Cost per Square Foot	\$1.25	\$1.50
Total Number of Square Feet	600,000	600,000
<b>Total Cost for Contractual Services</b>	<b>\$750,000</b>	<b>\$900,000</b>

The table, which follows, presents a summary of the net fiscal impacts of this recommendation.

<b>Item</b>	<b>Low</b>	<b>High</b>
In-House Custodial Services	\$466,744	\$466,744
Contracted Custodial Services	\$750,000	\$900,000
Total Cost for Custodial Services	\$1,216,744	\$1,366,744
Current Custodial Costs (FY 2009)	\$1,539,877	\$1,539,877
<b>Net Fiscal Impact - Costs/(Savings)</b>	<b>(\$323,133)</b>	<b>(\$173,133)</b>

The net fiscal impact of a hybrid approach to custodial services would be a savings, conservatively estimated, ranging from \$173,100 to \$332,100. This approach would allow the Board of Education to maintain service levels by keeping one custodian for daily operations assigned to each school and two custodians during the evenings to provide specialized services and oversee the contract employees.

The project team was requested to evaluate, as an alternative to contracting out the custodial services, the potential cost savings and operational impact of continuing to provide these services in-house but through the expanded use of part-time employees. This approach is essentially a form of “in-house” contracting. Major savings are based upon the elimination of benefit costs and the use of employees that maybe paid at a lower salary than current staff. The potential savings under this approach is summarized in the tables which follow.

The staffing approach under this scenario is essentially the same number as currently exist – but through the use of part time employees for the majority of afternoon and evening services (maintaining one full time employee from 2:30 p.m. to 10:30 p.m.).

School	6:00 AM – 2:00 PM	1:00 PM – 9:00 PM		2:30 PM - 10:30 PM		Total FTEs	Total PTE
		FTE	PTE	FTE	PTE		
Thompson Brook	1	0	2	1	2	2	4
Pine Grove	1	0	2	1	4	2	6
Roaring	1	0	2	1	1	2	3
Middle School	1	0	2	1	2	2	4
High School	1	0	2	1	10	2	12
<b>Total</b>	<b>5</b>	<b>0</b>	<b>10</b>	<b>5</b>	<b>19</b>	<b>10</b>	<b>29</b>

The following table summarizes the estimated cost of implementing this approach:

	Annual	Hourly	Annual Cost per Employee	# Employees	Annual Cost
FT Custodian	57568		\$57,568	10	\$575,680
PT Custodian (20 hr/week)		14.5	\$15,080	29	\$437,320
<b>Total Salary/Benefit Costs</b>					<b>\$1,013,000</b>
<b>2008 - 2009 Budget</b>					<b>\$1,443,593</b>
<b>Estimated Savings</b>					<b>\$430,593</b>

This approach to providing custodial services would result in an estimated savings of \$430,593 over current expenditure levels or a savings of an additional \$100,000 to \$250,000 over the estimated savings from contracting for the custodial services. The major advantages and disadvantages to this approach over the contracting for service approach are outlined in the following table.

Advantages	Disadvantages
<ul style="list-style-type: none"><li>• Maintains full School Department control over custodial staff.</li><li>• Enables School Department to adjust staffing easily based upon work demands.</li><li>• Provides greater control over staff hired and assigned to facilities.</li><li>• Potential for greater consistency in the staff assigned to each facility.</li><li>• Ability to train staff according to School Standards.</li><li>• Potential for greater cost savings.</li></ul>	<ul style="list-style-type: none"><li>• Requires School to recruit, hire and retain a sizeable part-time workforce.</li><li>• Turnover in part-time positions is likely to be greater than in full-time positions.</li><li>• Would require development of substitute pool to handle routine vacancies from absences (sickness, etc.) – where contracted services may have greater ability to cover these unplanned absences.</li><li>• Department maintains responsibility / liability for any workers compensation and/or unemployment liabilities that may occur.</li></ul>

Notwithstanding the potential for greater cost savings, the project team recommends that the School Department pursue the first option discussed – namely, the use of a mixed staff consisting of both in-house and contracted custodial services. While both approaches are reasonable ones to pursue to control costs in this area, the project teams assessments of the benefits of the contracted service outweigh the disadvantages. Any change from the current approach, will by necessity, require the district to clearly identify and articulate the performance standards they are seeking, to actively manage the contract for custodial services, and to ensure appropriate provisions are included within the contract to address items such as: key performance standards, requiring background checks of all employees, liability for damage to school property, etc.

It should be recognized that the project team is aware that there are intangible benefits associated with having full-time custodian's performing services in the schools. These include interaction with staff and students, security concerns, a vested interest in the building and job performance, etc. Policy-makers should consider these intangibles in the discussion of the approach to be taken. However, other school districts have

been able to adequately address these issues when considering outsourcing of this function.

**Recommendation: The Board of Education should implement a mix of in-house and contracted custodial services. This would allow each school to maintain one fulltime custodian to address custodial needs during operating hours, while achieving cost savings in the range of \$173,000 to \$332,000.**

**(2.3) Both the Board of Education and the Town of Avon Share Ground Maintenance and Field Preparation Activities on Overlapping Properties.**

The Board of Education and the Town of Avon are responsible for the grounds maintenance and field preparation. The Board of Education supports school athletic teams and events and performs general grounds and field maintenance. Similarly, the Town of Avon supports Recreation Department athletic programs. The Town of Avon also applies herbicide on fields, while the Board of Education personnel do not have the appropriate licenses to do so.

There are circumstances in which both the Board of Education and the Town of Avon perform grounds maintenance activities on the same field at different times. For example,

- The Board of Education would prepare a Town field for a school athletic event. Similarly the Town would prepare a School field for a Recreation Department program.
- The Town and the Board of Education would set up goals, line fields, mow grass, etc. on their own fields as well as each others depending on the event.

The Town of Avon is 23.1 square miles with schools, parks, fields, and open-space located throughout the Town. The Board of Education and the Town of Avon should provide a zoned or regional approach to the preparation of athletic fields for BOE and Recreation Department events that are scheduled. The Operations Superintendent from the Town and the Building and Grounds Supervisor from the Board of Education

should be responsible for jointly reviewing and scheduling staff for athletic event preparation.

**Recommendation: The Board of Education and the Town of Avon should jointly schedule and provide field preparation services for athletic events on a regional or zoned approach for Recreation Department and School athletic events.**

**(2.4) The Town of Avon Should Acquire Licenses to School Dude Facilitate Its Facilities Maintenance Activities.**

The Department of Public Works has developed an in-house work order system. This system is primarily a customer driver work request system (i.e., facility users generate a request for service which is then forwarded to facilities maintenance staff as appropriate for completion). The Town utilizes its work request system for the following:

- To receive requests from services from facility users; and
- To assign work requests to staff.

As noted, the Board of Education has acquired an automated information system called School Dude. This system includes a module for facilities maintenance and management. Given that the Board of Education has made the initial investment to acquire and implement the School Dude system, the Town of Avon should acquire additional licenses to utilize the School Dude facilities maintenance and management module. As with the Board of Education, the Town of Avon should utilize School Dude:

- To plan and schedule preventive maintenance activities;
- To receive and process work orders;
- To track unscheduled work;
- To collect performance data, such as:
  - Percentage of unscheduled versus schedule work orders
  - Percentage of targeted versus actual scheduled work completed

- Labor hours by type of activity
- Cost per square foot for facility maintenance activities
- Turnaround times on work requests (i.e., average time from open to close)

**Recommendation: The Town of Avon should acquire additional licenses for the School Dude program. The project team estimates this as an annual cost of \$5,000.**

**(3) The Matrix Consulting Group Evaluated Opportunities to Consolidate Facility and Grounds Maintenance Services.**

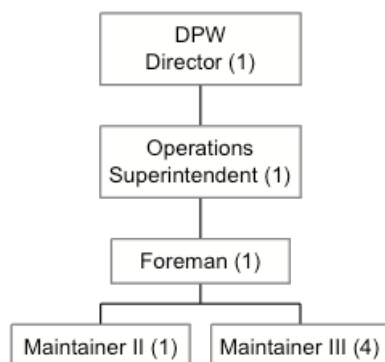
The project team examined organizational alternatives for the facility and ground maintenance services. This section provides a discussion of the alternatives.

**(3.1) The Board of Education and the Town of Avon Maintain Separate Facility and Grounds Maintenance Departments.**

The first alternative considered by the project team was a “status quo” alternative, which would leave the existing organizational structure in place (while making other operational changes to improve service levels). The current departmental organizational structure is shown below:

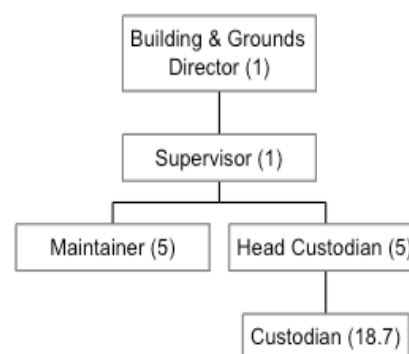
**Current Organization of the  
Building and Grounds Division  
Department of Public Works**

**Town of Avon, Connecticut**



**Current Organization of the  
Building and Grounds Division  
Board of Education**

**Town of Avon, Connecticut**



There are a number of advantages and disadvantages with the current organizational structure and delivery of services. The table, below, lists the advantages and disadvantages.

Advantage	Disadvantage
<ul style="list-style-type: none"><li>• The Board of Education and the Town of Avon can maintain their current level of service.</li><li>• The Board of Education and the Town of Avon can maintain control over resources dedicated to facility and grounds maintenance.</li><li>• Each entity can prioritize staff, equipment and services as needed.</li><li>• Control over resources allows managers to react to unscheduled work demands.</li><li>• No organizational change or staffing changes would be required if the status quo were maintained.</li></ul>	<ul style="list-style-type: none"><li>• Spans of control are narrow.</li><li>• Economies of scale and / or sharing of resources are not maximized.</li><li>• Maintaining two organizations does not allow for either entity to benefit from additional resources (e.g. tools, equipment, staff, etc.)</li><li>• Limits the ability of managers to flexibly assign staff.</li><li>• Creates overlap in services with respect to athletic field preparation activities.</li><li>• Does not maximize ability to cross-train and fully utilize staff on high priority tasks.</li></ul>

As noted in the advantages listed above, there is no cost impact to this alternative since it represents no change from the current approach.

### **(3.2) The Board of Education and the Town of Avon Remain Separate Entities But Provide Services Jointly.**

The Matrix Consulting Group explored a second alternative that would not involve organizational changes to the functions, but would result in the provision of services jointly. This would include the following:

- Seasonal joint planning of services with respect to facility and grounds maintenance;
- Sharing of tools and equipment;
- Provision of services to both entities facilities and grounds regardless of which entity “owns” the facility or grounds. For example:
  - Herbicide applications
  - Field striping

- Mowing, edging, mulching, etc.
- Snow removal
- Light facility maintenance
- Respond to work order request.
- Joint procurement for contractual services

There are a number of advantages and disadvantages with respect to this alternative, which are presented in the table below.

Advantage	Disadvantage
<ul style="list-style-type: none"><li>• Each entity maintains current organizational structure and reporting relationship.</li><li>• The Board of Education and the Town of Avon maintain control over their resources, including prioritization of resources.</li><li>• Opportunities to maximize discounts and control costs through joint procurement.</li><li>• Ability to plan and schedule work on a broader scope.</li></ul>	<ul style="list-style-type: none"><li>• The Board of Education and the Town of Avon have different levels of services and approaches to services (e.g., in-house versus contract).</li><li>• Commitment to the joint provision of services might be impacted based on changing needs in each organization.</li><li>• Ensuring that resources pooled for joint services are “balanced.”</li></ul>

By jointly providing services, the Board of Education and the Town of Avon could maximize efficiencies with respect to planning and scheduling work and prioritizing resources. With that said, this alternative would require formal mechanisms to ensure: (a) commitments are made for shared services levels and resources and (b) methods are developed to prioritize and schedule work.

### **(3.3) The Board of Education and the Town of Avon Merge Facility and Grounds Maintenance Functions.**

The third alternative evaluated by the Matrix Consulting Group was the merging of the two into one function. This would result in both organizational and operational changes for the Board of Education and the Town of Avon. The table, which follows,

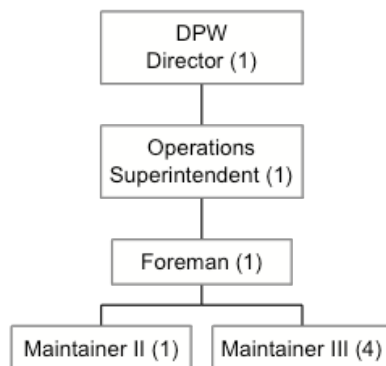
presents the advantages and disadvantages associated with this alternative in comparison to the other alternatives discussed.

Advantage	Disadvantage
<ul style="list-style-type: none"> <li>• Opportunities to maximize economies of scale.</li> <li>• Broaden spans of control (reduce redundant supervisory / management positions).</li> <li>• Ability to plan and schedule work on a broader scope to allow for efficiencies.</li> <li>• Greater flexibility with the assignment of staff resources.</li> <li>• Provides a single organization responsible for facility and grounds maintenance.</li> <li>• Provides for a larger pool of staff for cross training and succession planning.</li> <li>• Facilitate better utilization of resources (e.g., coordinated and deployed by one manager).</li> </ul>	<ul style="list-style-type: none"> <li>• One function loses control over their facility and ground maintenance functions.</li> <li>• Salary adjustments based on contractual agreements (e.g., differences in salary and benefits).</li> <li>• Would require greater planning and communication with the organization that did not maintain control over the function.</li> <li>• Significant organizational changes would occur.</li> <li>• Require adjustment of service levels and / or changes in the provision of services (e.g., frequency of maintenance activities, contractual services, etc.)</li> </ul>

This alternative would result in significant organizational changes for the facility and grounds maintenance functions. Presented below are the current organizational plans for the facility and grounds maintenance functions.

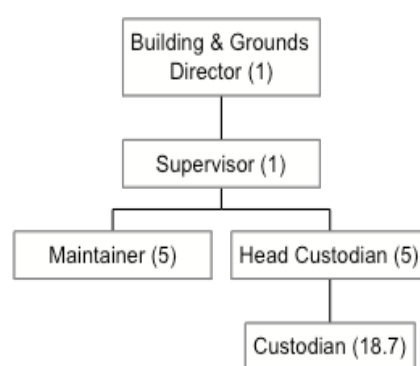
**Current Organization of the  
Building and Grounds Division  
Department of Public Works**

**Town of Avon, Connecticut**



**Current Organization of the  
Building and Grounds Division  
Board of Education**

**Town of Avon, Connecticut**



The points, which follow, provide a brief discussion of the current organizational plans of the facility and grounds maintenance functions.

- In the Town of Avon, the Director of Public Works and the Operations Superintendent have several additional areas of responsibility. For example, the Department of Public Works is responsible for building and grounds, streets, solid waste, fleet maintenance, and management of the transfer station.
- For the Board of Education, the Director of Building and Grounds and the Supervisor oversee facility and grounds maintenance, including custodial services.
- The Facilities and Grounds Division of the Department of Public Works (Town) is lead by 1.0 foreman position and consists of 5.0 additional staff. The Building and Grounds Division (Board of Education) includes 5.0 general maintenance staff (of which 2.0 are dedicated to grounds and 3.0 to facilities) and 23.7 custodial FTEs.
- The Town contracts outs a number of services, including municipal grounds maintenance and custodial services.
- As noted in earlier sections of this report, the project team recommends that the Board of Education change its current delivery model for custodial services from all in-house to a mix of in-house and contract services. This would significantly reduce the number of staff in the Board of Education's Building and Grounds Division (from 30.7 to 13.0 FTEs).

There are three alternatives to implementing a consolidated building and grounds function, including: (1) merge all functions under the authority of the Board of Education; (2) merge all functions under the authority of the Town; or (3) create an independent department under the joint authority of the Board of Education and the Town of Avon.

While the project team considered an alternative where the building and grounds functions were separated and combined individually (i.e. – all facility operations combined under one organization and all building functions combined under another organization), this alternative did not appear to have any significant operational or financial savings different from those identified in the alternatives listed below. The

major advantage of this approach would be the fact that the School Department has a greater level of expertise on handling facility functions (based upon their 600,000 square feet of facilities under maintenance versus the Town's 100,000 square feet). However, merging the two operations (facilities and building maintenance) separately may create additional operational problems where it may limit the ability to cross-utilize staff between these functions. Given the small size of the staff allocations for these functions, the project team believes that the operations are better served by not further segregating these functions.

The table, which follows, presents a discussion of the advantages and disadvantages of the various organizational placement alternatives for the building and grounds functions.

<b>Organizational Alternative</b>	<b>Advantages</b>	<b>Disadvantages</b>
Board of Education	Provides a high level of in-house services with skilled and semi-skilled personnel. The Board of Education has an automated facilities maintenance and management system that could be better leveraged as a management tool. The Board has already invested and implemented the system.	Economies of scale would not be maximized in this alternative (e.g., small, narrowly focused function with one-over-one reporting structure with respect to the manager and supervisor). Require balancing of service levels and assumption contract management responsibilities currently held by DPW. Would have to address varying service levels.

<b>Organizational Alternative</b>	<b>Advantages</b>	<b>Disadvantages</b>
Town of Avon	<p>Department of Public Works has a variety of maintenance and asset management programs in place. This Department is a natural fit for the building and grounds functions.</p> <p>Contracts out a variety of services from which the Board of Education might benefit.</p> <p>Consolidation under the Department of Public Works would minimize redundant or duplicative supervisory and / or management positions.</p> <p>Opportunities to cross train staff with other DPW functions, including snow and ice control programs.</p> <p>Ability to share equipment with other DPW functions.</p> <p>Potential for the realization of greater cost savings.</p>	<p>Service delivery model and service levels (e.g., custodial services) are different than at the Board of Education.</p> <p>Organization under DPW might impact utilization of staff on specific facility or grounds maintenance needs (i.e., competing priorities between the overall DPW operations and facility and grounds work).</p> <p>Would have to take into account various service levels and models (e.g., in-house versus contracted services in BOE facilities).</p>
Independent Department	<p>Jointly funded and staffed, giving both the Board of Education and the Town of Avon 'equal' participation and input into staffing, services, and priorities.</p> <p>Independent department that would approach</p> <p>Develop service level standards for its core services, ensuring consistency in staff activities.</p>	<p>Create duplicative supervisory or management positions (i.e., narrow spans of control).</p> <p>Would still require internal services support, such as finance, payroll, human resources, equipment maintenance, etc.</p>

The organizational placement of the facilities and grounds maintenance functions has fiscal impacts. The table, below, presents impact on the organizational structure and staffing based on the alternative selected.

	Board of Education	Town of Avon	Cost / (Savings)												
Board of Education	<p>No changes would be made to the Building and Grounds Division should it be placed under the Board of Education. Supervisory and management staffing is adequate to absorb additional personnel.</p> <p>The Board of Education would absorb additional salary costs. Maintainer positions in the Board of Education range from \$21.65 to \$23.96. Compared to the following for DPW Maintainer positions:</p> <p>MXI - \$19.89 to \$23.80 MXII - \$21.34 to \$25.86 MXIII - \$22.98 to \$28.05</p> <p>Adjustments would have to be made to the compensation structure.</p>	<p>Transfer of the 1.0 Foreman, 1.0 Maintainer II, and 4.0 Maintainer IIIs to the Board of Education.</p>	<ul style="list-style-type: none"><li>• Increase Board of Education Maintainers' maximum pay to \$25.86 (maximum of Maintainer II position).</li><li>• Increase DPW Maintainer II position's minimum salary to \$21.65 (minimum of BOE's Maintainer pay range).</li><li>• This assumes a maximum salary increase of \$1,985 per Maintainer from the current BOE's maximum to the Town's Maintainer II maximum. This is a total of \$9,923.</li><li>• This assumes a maximum salary increase of \$321 per Maintainer II from current Town minimum to BOE's minimum. This is a total of \$321.</li></ul> <p>Net fiscal impact: \$10,244</p>												
Town of Avon	<p>Eliminate the Director and Supervisor position and transfer the 5.0 Maintainer positions from BOE to the Department of Public Works.</p>	<p>Maintain current supervisory structure in the Department of Public Works with the Director and Operations Superintendent.</p> <p>Create a second foreman position to maintain manageable spans of control.</p> <p>Adjustments would have to be made to the compensation structure as noted in the above row.</p>	<ul style="list-style-type: none"><li>• Assumes a net cost of \$10,244 for salary adjustments to the maintainer positions (as discussed above).</li></ul> <table><tr><th>Position</th><th>Est. Cost / (Savings)</th></tr><tr><td>Director</td><td>(\$110,000)</td></tr><tr><td>Supervisor</td><td>(\$80,000)</td></tr><tr><td>Foreman</td><td>\$82,290</td></tr><tr><td>Maintainer</td><td>\$10,244</td></tr><tr><td>Total</td><td>(\$97,466)</td></tr></table>	Position	Est. Cost / (Savings)	Director	(\$110,000)	Supervisor	(\$80,000)	Foreman	\$82,290	Maintainer	\$10,244	Total	(\$97,466)
Position	Est. Cost / (Savings)														
Director	(\$110,000)														
Supervisor	(\$80,000)														
Foreman	\$82,290														
Maintainer	\$10,244														
Total	(\$97,466)														

	Board of Education	Town of Avon	Cost / (Savings)								
Independent Department	Eliminate the Supervisor position in the Board of Education and transfer 5.0 Maintainer positions to the independent department. Director to focus on master planning efforts.	Transfer the 1.0 Foreman, 1.0 Maintainer II and 4.0 Maintainer III positions to the independent department.	<ul style="list-style-type: none"><li>Create a Building and Grounds Manager position. Assumes filled by Director position from School.</li><li>Add 1.0 Foreman.</li><li>Adjust salaries as discussed in the first row of this table.</li><li>Adjust salaries as discussed in the first row of this table.</li></ul>								
	Transfer custodial services (in-house and / or contract management) to the independent department.	DPW Director and Operations Superintendent remain in the Department of Public Works. Given the diversity of services provided by the Department, these positions cannot be eliminated.									
	A staff contact/ liaison would be needed to ensure services levels meet the expectations and requirements of the Board of Education.	A staff contact / liaison would be needed to ensure services levels meet the expectations and requirements of the Town of Avon.									
			<table><tr><th>Change</th><th>Cost / (Savings)</th></tr><tr><td>Diff. in Supervisor vs. Foreman Salaries</td><td>(2,000)</td></tr><tr><td>Maintainer</td><td>\$10,244</td></tr><tr><td>Total Savings</td><td>(\$4,756)</td></tr></table>	Change	Cost / (Savings)	Diff. in Supervisor vs. Foreman Salaries	(2,000)	Maintainer	\$10,244	Total Savings	(\$4,756)
Change	Cost / (Savings)										
Diff. in Supervisor vs. Foreman Salaries	(2,000)										
Maintainer	\$10,244										
Total Savings	(\$4,756)										

The project team recommends the consolidation of the Board of Education and the Town of Avon's facility and grounds maintenance functions under a common supervisor and increase the ability to cross-train and flexibly deploy staff. There are both advantages and disadvantages to each alternative discussed in this section. With that said, there are clear advantages to a consolidated operation, including opportunities to maximize economies of scale, deployment of staff resources and equipment, succession planning, etc.

If a consolidated approach is undertaken, The Matrix Consulting Group recommends that the function be consolidated under the Town. This recommendation is based upon the greater cost savings identified than under the other alternatives, the broader focus of the Town's activities (and therefore the ability to more effectively cross utilize staff), and greater spans of control and allocation of resources. Under this approach, a written contract agreement should be developed regarding service levels

that would be provided to the School. Additionally, the Superintendent and the Board of Education should be involved with the setting of work priorities and the annual maintenance budget to ensure that their needs are satisfied. Under the combined approach, records of work activities should be maintained so that costs are allocated to each entity based upon value received.

## **APPENDIX A: SORTED RECOMMENDATIONS**

## Appendix A-1: Recommendations Sorted By Priority

Chapter 5 Section Number	Recommendation	Entity	Entity / Individual Responsible to Implement	Priority: High, Medium Low	Timeframe	Cost / (Saving)
<b>High Priority</b>						
2.2	Implement the utilization of electronic purchase orders.	Town	Finance Director	High	2009	-
2.2	Change internal procedures to reduce internal approvals for check disbursement to no more than three reviewers.	Town	Town Manager	High	2009	-
2.2	Provide required financial reports to the Town Finance Director in according to an agreed upon schedule. All reports to be provided covering a consistent time period for integration with Town data.	BOE	School Finance Director	High	1/2 half, 2009	-
2.2	Evaluate the integration of the Town and BOE financial systems onto a common platform.	Joint	Town Manager / School Supt.	High (must occur prior to upgrading existing systems)	2009	\$100,000 Base to \$200,000 depending upon system selected.
2.2	Cross-training of accounts payable and payroll staff to provide backup between the Town and BOE.	Joint	Town Manager / S School Supt.	High	2009	-

**TOWN OF AVON, CONNECTICUT**  
**Final Report of the Administrative Services Study**

<b>Chapter 5 Section Number</b>	<b>Recommendation</b>	<b>Entity</b>	<b>Entity / Individual Responsible to Implement</b>	<b>Priority: High, Medium Low</b>	<b>Timeframe</b>	<b>Cost / (Saving)</b>
2.2	Provide access to BOE Staff to the ADMINS system, and to Town Staff to the Great Plains system to enhance sharing of data and information.	Joint	Town Manager / School Supt.	High	2009	<\$5,000 for hardware / software connections.
2.2	Develop, approve and implement a common purchasing policy for both entities that utilize similar dollar thresholds and procurement approaches (i.e. - when to utilize information quotes, formal quotes, formal bids, RFPs, etc.)	Joint	Town Manager / School Supt.	High	2nd half, 2009	-
2.2	Increase utilization of electronic paychecks and vendor payment distributions.	Both Entities	Town Manager / School Supt.	High	on going	-
2.3	The responsibility for entering all Town of Avon pay rate and benefit program changes should be reallocated from the Finance Department to the Human Resources Department.	Town	Town Manager	High	2010 (must occur after implementation of HR software)	-
2.3	The responsibility for bank reconciliations for the Board of Education should be transferred to the Finance staff of the Board of Education.	Joint	Town Manager / School Supt.	High	2010 (must occur after reciprocal access granted to software systems)	-

<b>Chapter 5 Section Number</b>	<b>Recommendation</b>	<b>Entity</b>	<b>Entity / Individual Responsible to Implement</b>	<b>Priority: High, Medium Low</b>	<b>Timeframe</b>	<b>Cost / (Saving)</b>
2.4	A policy discussion should be undertaken to discuss the advantages and disadvantages of a complete integration of the financial operations of the Town of Avon and the Board of Education.	Joint	Town Council / BOE	High	2009	-
3.2	The responsibility for entering all Town of Avon pay rate and benefit program changes should be reallocated from the Finance Department to the Human Resources Department.	Town	Town Manager	High	2010 (must occur after implementation of HR software)	-
4.2.3	The Board of Education and the Town of Avon should jointly schedule and provide field preparation services for athletic events on a regional or zoned approach for Recreation Department and School athletic events.	Both Entities	PW Director / Director of Maintenance	High	2009 - 2010	-

Chapter 5 Section Number	Recommendation	Entity	Entity / Individual Responsible to Implement	Priority: High, Medium Low	Timeframe	Cost / (Saving)
4.2.2	The Board of Education should implement a mix of in-house and contracted custodial services. This would allow each school to maintain one fulltime custodian to address custodial needs during operating hours, while achieving cost savings in the range of \$173,000 to \$332,000.	School	BOE	High	2010 - 2011	(\$173,000 - \$332,000)
4.3	If a policy decision is made to consolidate maintenance functions, the services should be consolidated under the Town.	Both Entities	Town Council / BOE	High	2010 (decision)	(\$97,466)
<b>Medium Priority</b>						
2.2	Upgrade ADMINS to current Windows Version (assumes decision to remain with ADMINS) with a two year phase in.	Town	Finance Director / Town Manager	Medium	2009 - 2011	\$99,560
2.2	Implement time and attendance software to enable entry of payroll data at departmental level.	Town	Finance Director	Medium	2009 - 2010	\$40,000

<b>Chapter 5 Section Number</b>	<b>Recommendation</b>	<b>Entity</b>	<b>Entity / Individual Responsible to Implement</b>	<b>Priority: High, Medium Low</b>	<b>Timeframe</b>	<b>Cost / (Saving)</b>
2.3	The provision of IT support services should be modified to reduce the role of the Finance Director in handling day to day customer usage issues. In the short term, the contracted IT services should be expanded. In the longer term, an IT professional should be employed to service the Town and School organizations.	Town	Town Manager	Medium	2010	<\$20,000
3.2	Implementation of on-line applications.	Town	HR Director	Medium	2010	unknown
4.2.1	The Building and Grounds Division should better leverage its investment in the School Dude program. Training should be given to the Supervisor over the Building and Grounds Division, as well as the Maintainers.	School	Director of Maintenance	Medium	2010 - 2011	-
4.2.4	The Town of Avon should acquire additional licenses for the School Dude program. The project team estimates this as an annual cost of \$5,000.	Town	PW Director	Medium	2010	-

Chapter 5 Section Number	Recommendation	Entity	Entity / Individual Responsible to Implement	Priority: High, Medium Low	Timeframe	Cost / (Saving)
3.2	Development of multi-year workforce planning document estimating hiring needs, estimated retirements, etc.	Both Entities	HR Director / School Finance Director	Medium	2010-2011	-
3.2	Joint planning relative to collective bargaining provisions to develop consistency where practical in benefits, leave provisions, etc.	Both Entities	Town Manager / School Supt.	Medium	2010-2011	-
<b>Low Priority</b>						
3.2	Hire HR Coordinator for centralization of BOE Human Resource functions with reporting relationship to Town HR Director	Both Entities	BOE	Low	2011 - 2012	\$60,000 to \$75,000
3.2	Implement additional training programs and tracking of all training courses completed by employees.	Both Entities	HR Director / School Finance Director	Low	2010-2011	\$5,000
3.2	Review all job descriptions on a regular and recurring basis.	Both Entities	HR Director / School Finance Director	Low	2010-2011	-
3.2	Implement combined recruitment and application processing under Town.	Both Entities	HR Director / School Finance Director	Low	2010 - 2011	-

## Appendix A-2: Recommendations Sorted By Cost / Saving

Chapter 5 Section Number	Recommendation	Entity	Entity / Individual Responsible to Implement	Priority: High, Medium Low	Timeframe	Cost / (Saving)
<b>Cost</b>						
2.2	Upgrade ADMINS to current Windows Version (assumes decision to remain with ADMINS) with a two year phase in.	Town	Finance Director / Town Manager	Medium	2009 - 2011	\$99,560
2.2	Implement time and attendance software to enable entry of payroll data at departmental level.	Town	Finance Director	Medium	2009 - 2010	\$40,000
2.2	Evaluate the integration of the Town and BOE financial systems onto a common platform.	Joint	Town Manager / School Supt.	High (must occur prior to upgrading existing systems)	2009	\$100,000 Base to \$200,000 depending upon system selected.
2.2	Provide access to BOE Staff to the ADMINS system, and to Town Staff to the Great Plains system to enhance sharing of data and information.	Joint	Town Manager / School Supt.	High	2009	<\$5,000 for hardware / software connections.

<b>Chapter 5 Section Number</b>	<b>Recommendation</b>	<b>Entity</b>	<b>Entity / Individual Responsible to Implement</b>	<b>Priority: High, Medium Low</b>	<b>Timeframe</b>	<b>Cost / (Saving)</b>
2.3	The provision of IT support services should be modified to reduce the role of the Finance Director in handling day to day customer usage issues. In the short term, the contracted IT services should be expanded. In the longer term, an IT professional should be employed to service the Town and School organizations.	Town	Town Manager	Medium	2010	<\$20,000
3.2	Implementation of on-line applications.	Town	HR Director	Medium	2010	unknown
3.2	Hire HR Coordinator for centralization of BOE Human Resource functions with reporting relationship to Town HR Director	Both Entities	BOE	Low	2011 - 2012	\$60,000 to \$75,000
3.2	Implement additional training programs and tracking of all training courses completed by employees.	Both Entities	HR Director / School Finance Director	Low	2010-2011	\$5,000
<b>Savings</b>						
4.2.2	The Board of Education should implement a mix of in-house and contracted custodial services. This would allow each school to maintain one fulltime custodian to address custodial needs during operating hours, while achieving cost savings in the range of \$173,000 to \$332,000.	School	BOE	Medium	2010 - 2011	(\$173,000 - \$332,000)

Chapter 5 Section Number	Recommendation	Entity	Entity / Individual Responsible to Implement	Priority: High, Medium Low	Timeframe	Cost / (Saving)
4.2.2	The Board of Education should implement a mix of in-house and contracted custodial services. This would allow each school to maintain one fulltime custodian to address custodial needs during operating hours, while achieving cost savings in the range of \$173,000 to \$332,000.	School	BOE	Medium	2010 - 2011	(\$173,000 - \$332,000)
4.3	If a policy decision is made to consolidate maintenance functions, the services should be consolidated under the Town.	Both Entities	Town Council / BOE	Medium	2010 (decision)	(\$97,466)
<b>No Financial Impact</b>						
2.2	Implement the utilization of electronic purchase orders.	Town	Finance Director	High	2009	-
2.2	Change internal procedures to reduce internal approvals for check disbursement to no more than three reviewers.	Town	Town Manager	High	2009	-
2.2	Provide required financial reports to the Town Finance Director in according to an agreed upon schedule. All reports to be provided covering a consistent time period for integration with Town data.	BOE	School Finance Director	High	1/2 half, 2009	-

**TOWN OF AVON, CONNECTICUT**  
**Final Report of the Administrative Services Study**

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<b>Chapter 5 Section Number</b>	<b>Recommendation</b>	<b>Entity</b>	<b>Entity / Individual Responsible to Implement</b>	<b>Priority: High, Medium Low</b>	<b>Timeframe</b>	<b>Cost / (Saving)</b>
2.2	Cross-training of accounts payable and payroll staff to provide backup between the Town and BOE.	Joint	Town Manager / S School Supt.	High	2009	-
2.2	Develop, approve and implement a common purchasing policy for both entities that utilize similar dollar thresholds and procurement approaches (i.e. - when to utilize information quotes, formal quotes, formal bids, RFPs, etc.)	Joint	Town Manager / School Supt.	High	2nd half, 2009	-
2.2	Increase utilization of electronic paychecks and vendor payment distributions.	Both Entities	Town Manager / School Supt.	High	on going	-
2.3	The responsibility for entering all Town of Avon pay rate and benefit program changes should be reallocated from the Finance Department to the Human Resources Department.	Town	Town Manager	High	2010 (must occur after implementati on of HR software)	-
2.3	The responsibility for bank reconciliations for the Board of Education should be transferred to the Finance staff of the Board of Education.	Joint	Town Manager / School Supt.	High	2010 (must occur after reciprocal access granted to software systems)	-

<b>Chapter 5 Section Number</b>	<b>Recommendation</b>	<b>Entity</b>	<b>Entity / Individual Responsible to Implement</b>	<b>Priority: High, Medium Low</b>	<b>Timeframe</b>	<b>Cost / (Saving)</b>
2.4	A policy discussion should be undertaken to discuss the advantages and disadvantages of a complete integration of the financial operations of the Town of Avon and the Board of Education.	Joint	Town Council / BOE	High	2009	-
3.2	The responsibility for entering all Town of Avon pay rate and benefit program changes should be reallocated from the Finance Department to the Human Resources Department.	Town	Town Manager	High	2010 (must occur after implementation of HR software)	-
3.2	Development of multi-year workforce planning document estimating hiring needs, estimated retirements, etc.	Both Entities	HR Director / School Finance Director	Medium	2010-2011	-
3.2	Joint planning relative to collective bargaining provisions to develop consistency where practical in benefits, leave provisions, etc.	Both Entities	Town Manager / School Supt.	Medium	2010-2011	-
3.2	Review all job descriptions on a regular and recurring basis.	Both Entities	HR Director / School Finance Director	Low	2010-2011	-
3.2	Implement combined recruitment and application processing under Town.	Both Entities	HR Director / School Finance Director	Low	2010 - 2011	-

<b>Chapter 5 Section Number</b>	<b>Recommendation</b>	<b>Entity</b>	<b>Entity / Individual Responsible to Implement</b>	<b>Priority: High, Medium Low</b>	<b>Timeframe</b>	<b>Cost / (Saving)</b>
4.2.1	The Building and Grounds Division should better leverage its investment in the School Dude program. Training should be given to the Supervisor over the Building and Grounds Division, as well as the Maintainers.	School	Director of Maintenance	Medium	2010 - 2011	-
4.2.3	The Board of Education and the Town of Avon should jointly schedule and provide field preparation services for athletic events on a regional or zoned approach for Recreation Department and School athletic events.	Both Entities	PW Director / Director of Maintenance	High	2009 - 2010	-
4.2.4	The Town of Avon should acquire additional licenses for the School Dude program. The project team estimates this as an annual cost of \$5,000.	Town	PW Director	Medium	2010	-

## Appendix A-3: Recommendations Sorted By Responsibility to Implement

Chapter 5 Section Number	Recommendation	Entity	Entity / Individual Responsible to Implement	Priority: High, Medium Low	Timeframe	Est. Cost / (Saving)
<b>Town Responsibility</b>						
2.2	Upgrade ADMINS to current Windows Version (assumes decision to remain with ADMINS) with a two year phase in.	Town	Finance Director / Town Manager	Medium	2009 - 2011	\$99,560
2.2	Implement time and attendance software to enable entry of payroll data at departmental level.	Town	Finance Director	Medium	2009 - 2010	\$40,000
2.2	Implement the utilization of electronic purchase orders.	Town	Finance Director	High	2009	-
2.2	Change internal procedures to reduce internal approvals for check disbursement to no more than three reviewers.	Town	Town Manager	High	2009	-
2.3	The responsibility for entering all Town of Avon pay rate and benefit program changes should be reallocated from the Finance Department to the Human Resources Department.	Town	Town Manager	High	2010 (must occur after implementation of HR software)	-

<b>Chapter 5 Section Number</b>	<b>Recommendation</b>	<b>Entity</b>	<b>Entity / Individual Responsible to Implement</b>	<b>Priority: High, Medium Low</b>	<b>Timeframe</b>	<b>Est. Cost / (Saving)</b>
2.3	The provision of IT support services should be modified to reduce the role of the Finance Director in handling day to day customer usage issues. In the short term, the contracted IT services should be expanded. In the longer term, an IT professional should be employed to service the Town and School organizations.	Town	Town Manager	Medium	2010	<\$20,000
4.2.4	The Town of Avon should acquire additional licenses for the School Dude program. The project team estimates this as an annual cost of \$5,000.	Town	PW Director	Medium	2010	-
3.2	The responsibility for entering all Town of Avon pay rate and benefit program changes should be reallocated from the Finance Department to the Human Resources Department.	Town	Town Manager	High	2010 (must occur after implementation of HR software)	-
3.2	Implementation of on-line applications.	Town	HR Director	Medium	2010	Unknown

Chapter 5 Section Number	Recommendation	Entity	Entity / Individual Responsible to Implement	Priority: High, Medium Low	Timeframe	Est. Cost / (Saving)
<b>Joint Responsibility</b>						
2.2	Evaluate the integration of the Town and BOE financial systems onto a common platform.	Joint	Town Manager / School Supt.	High (must occur prior to upgrading existing systems)	2009	\$100,000 Base to \$200,000 depending upon system selected.
2.2	Cross-training of accounts payable and payroll staff to provide backup between the Town and BOE.	Joint	Town Manager / S School Supt.	High	2009	-
2.2	Provide access to BOE Staff to the ADMINIS system, and to Town Staff to the Great Plains system to enhance sharing of data and information.	Joint	Town Manager / School Supt.	High	2009	<\$5,000 for hardware / software connections.
2.2	Develop, approve and implement a common purchasing policy for both entities that utilize similar dollar thresholds and procurement approaches (i.e. – when to utilize information quotes, formal quotes, formal bids, RFPs, etc.)	Joint	Town Manager / School Supt.	High	2 <sup>nd</sup> half, 2009	-
2.2	Increase utilization of electronic paychecks and vendor payment distributions.	Joint	Town Manager / School Supt.	High	on going	-

<b>Chapter 5 Section Number</b>	<b>Recommendation</b>	<b>Entity</b>	<b>Entity / Individual Responsible to Implement</b>	<b>Priority: High, Medium Low</b>	<b>Timeframe</b>	<b>Est. Cost / (Saving)</b>
2.3	The responsibility for bank reconciliations for the Board of Education should be transferred to the Finance staff of the Board of Education.	Joint	Town Manager / School Supt.	High	2010 (must occur after reciprocal access granted to software systems)	-
2.4	A policy discussion should be undertaken to discuss the advantages and disadvantages of a complete integration of the financial operations of the Town of Avon and the Board of Education.	Joint	Town Council / BOE	High	2009	-
3.2	Hire HR Coordinator for centralization of BOE Human Resource functions with reporting relationship to Town HR Director	Joint	BOE	Low	2011 – 2012	\$60,000 to \$75,000
3.2	Development of multi-year workforce planning document estimating hiring needs, estimated retirements, etc.	Joint	HR Director / School Finance Director	Medium	2010-2011	-
3.2	Implement additional training programs and tracking of all training courses completed by employees.	Joint	HR Director / School Finance Director	Low	2010-2011	\$5,000
3.2	Joint planning relative to collective bargaining provisions to develop consistency where practical in benefits, leave provisions, etc.	Joint	Town Manager / School Supt.	Medium	2010-2011	-

<b>Chapter 5 Section Number</b>	<b>Recommendation</b>	<b>Entity</b>	<b>Entity / Individual Responsible to Implement</b>	<b>Priority: High, Medium Low</b>	<b>Timeframe</b>	<b>Est. Cost / (Saving)</b>
3.2	Review all job descriptions on a regular and recurring basis.	Joint	HR Director / School Finance Director	Low	2010-2011	-
3.2	Implement combined recruitment and application processing under Town.	Joint	HR Director / School Finance Director	Low	2010 – 2011	-
4.2.3	The Board of Education and the Town of Avon should jointly schedule and provide field preparation services for athletic events on a regional or zoned approach for Recreation Department and School athletic events.	Joint	PW Director / Director of Maintenance	High	2009 – 2010	-
4.3	If a policy decision is made to consolidate maintenance functions, the services should be consolidated under the Town.	Joint	Town Council / BOE	High	2010 (decision)	(\$97,466)
<b>School Responsibility</b>						
4.2.1	The Building and Grounds Division should better leverage its investment in the School Dude program. Training should be given to the Supervisor over the Building and Grounds Division, as well as the Maintainers.	School	Director of Maintenance	Medium	2010 - 2011	-

<b>Chapter 5 Section Number</b>	<b>Recommendation</b>	<b>Entity</b>	<b>Entity / Individual Responsible to Implement</b>	<b>Priority: High, Medium Low</b>	<b>Timeframe</b>	<b>Est. Cost / (Saving)</b>
4.2.2	The Board of Education should implement a mix of in-house and contracted custodial services. This would allow each school to maintain one fulltime custodian to address custodial needs during operating hours, while achieving cost savings in the range of \$173,000 to \$332,000.	School	BOE	High	2010 - 2011	(\$173,000 - \$332,000)
2.2	Provide required financial reports to the Town Finance Director in according to an agreed upon schedule. All reports to be provided covering a consistent time period for integration with Town data.	BOE	School Finance Director	High	1/2 half, 2009	-

## Appendix A-4: Recommendations Sorted By Timing

Chapter 5 Section Number	Recommendation	Entity	Entity / Individual Responsible to Implement	Priority: High, Medium Low	Timeframe	Cost / (Saving)
<b>2009</b>						
2.2	Implement the utilization of electronic purchase orders.	Town	Finance Director	High	2009	-
2.2	Change internal procedures to reduce internal approvals for check disbursement to no more than three reviewers.	Town	Town Manager	High	2009	-
2.2	Provide required financial reports to the Town Finance Director in according to an agreed upon schedule. All reports to be provided covering a consistent time period for integration with Town data.	BOE	School Finance Director	High	1/2 half, 2009	-
2.2	Evaluate the integration of the Town and BOE financial systems onto a common platform.	Joint	Town Manager / School Supt.	High (must occur prior to upgrading existing systems)	2009	\$100,000 Base to \$200,000 depending upon system selected.
2.2	Cross-training of accounts payable and payroll staff to provide backup between the Town and BOE.	Joint	Town Manager / S School Supt.	High	2009	-

**TOWN OF AVON, CONNECTICUT**  
**Final Report of the Administrative Services Study**

Chapter 5 Section Number	Recommendation	Entity	Entity / Individual Responsible to Implement	Priority: High, Medium Low	Timeframe	Cost / (Saving)
2.2	Provide access to BOE Staff to the ADMINs system, and to Town Staff to the Great Plains system to enhance sharing of data and information.	Joint	Town Manager / School Supt.	High	2009	<\$5,000 for hardware / software connections.
2.2	Develop, approve and implement a common purchasing policy for both entities that utilize similar dollar thresholds and procurement approaches (i.e. - when to utilize information quotes, formal quotes, formal bids, RFPs, etc.)	Joint	Town Manager / School Supt.	High	2nd half, 2009	-
2.4	A policy discussion should be undertaken to discuss the advantages and disadvantages of a complete integration of the financial operations of the Town of Avon and the Board of Education.	Joint	Town Council / BOE	High	2009	-
<b>2010</b>						
2.3	The responsibility for entering all Town of Avon pay rate and benefit program changes should be reallocated from the Finance Department to the Human Resources Department.	Town	Town Manager	High	2010 (must occur after implementation of HR software)	-

<b>Chapter 5 Section Number</b>	<b>Recommendation</b>	<b>Entity</b>	<b>Entity / Individual Responsible to Implement</b>	<b>Priority: High, Medium Low</b>	<b>Timeframe</b>	<b>Cost / (Saving)</b>
2.3	The responsibility for bank reconciliations for the Board of Education should be transferred to the Finance staff of the Board of Education.	Joint	Town Manager / School Supt.	High	2010 (must occur after reciprocal access granted to software systems)	-
2.3	The provision of IT support services should be modified to reduce the role of the Finance Director in handling day to day customer usage issues. In the short term, the contracted IT services should be expanded. In the longer term, an IT professional should be employed to service the Town and School organizations.	Town	Town Manager	Medium	2010	<\$20,000
3.2	The responsibility for entering all Town of Avon pay rate and benefit program changes should be reallocated from the Finance Department to the Human Resources Department.	Town	Town Manager	High	2010 (must occur after implementation of HR software)	-
3.2	Implementation of on-line applications.	Town	HR Director	Medium	2010	unknown
4.2.4	The Town of Avon should acquire additional licenses for the School Dude program. The project team estimates this as an annual cost of \$5,000.	Town	PW Director	Medium	2010	-

**TOWN OF AVON, CONNECTICUT**  
**Final Report of the Administrative Services Study**

<b>Chapter 5 Section Number</b>	<b>Recommendation</b>	<b>Entity</b>	<b>Entity / Individual Responsible to Implement</b>	<b>Priority: High, Medium Low</b>	<b>Timeframe</b>	<b>Cost / (Saving)</b>
4.3	If a policy decision is made to consolidate maintenance functions, the services should be consolidated under the Town.	Both Entities	Town Council / BOE	High	2010 (decision)	(\$97,466)
<b>Multiple Years</b>						
2.2	Increase utilization of electronic paychecks and vendor payment distributions.	Both Entities	Town Manager / School Supt.	High	on going	-
2.2	Upgrade ADMINs to current Windows Version (assumes decision to remain with ADMINs) with a two year phase in.	Town	Finance Director / Town Manager	Medium	2009 - 2011	\$99,560
2.2	Implement time and attendance software to enable entry of payroll data at departmental level.	Town	Finance Director	Medium	2009 - 2010	\$40,000
3.2	Hire HR Coordinator for centralization of BOE Human Resource functions with reporting relationship to Town HR Director	Both Entities	BOE	Low	2011 - 2012	\$60,000 to \$75,000
3.2	Development of multi-year workforce planning document estimating hiring needs, estimated retirements, etc.	Both Entities	HR Director / School Finance Director	Medium	2010-2011	-
3.2	Implement additional training programs and tracking of all training courses completed by employees.	Both Entities	HR Director / School Finance Director	Low	2010-2011	\$5,000

<b>Chapter 5 Section Number</b>	<b>Recommendation</b>	<b>Entity</b>	<b>Entity / Individual Responsible to Implement</b>	<b>Priority: High, Medium Low</b>	<b>Timeframe</b>	<b>Cost / (Saving)</b>
3.2	Joint planning relative to collective bargaining provisions to develop consistency where practical in benefits, leave provisions, etc.	Both Entities	Town Manager / School Supt.	Medium	2010-2011	-
3.2	Review all job descriptions on a regular and recurring basis.	Both Entities	HR Director / School Finance Director	Low	2010-2011	-
3.2	Implement combined recruitment and application processing under Town.	Both Entities	HR Director / School Finance Director	Low	2010 - 2011	-
4.2.1	The Building and Grounds Division should better leverage its investment in the School Dude program. Training should be given to the Supervisor over the Building and Grounds Division, as well as the Maintainers.	School	Director of Maintenance	Medium	2010 - 2011	-
4.2.2	The Board of Education should implement a mix of in-house and contracted custodial services. This would allow each school to maintain one fulltime custodian to address custodial needs during operating hours, while achieving cost savings in the range of \$173,000 to \$332,000.	School	BOE	High	2010 - 2011	(\$173,000 - \$332,000)

<b>Chapter 5 Section Number</b>	<b>Recommendation</b>	<b>Entity</b>	<b>Entity / Individual Responsible to Implement</b>	<b>Priority: High, Medium Low</b>	<b>Timeframe</b>	<b>Cost / (Saving)</b>
4.2.3	The Board of Education and the Town of Avon should jointly schedule and provide field preparation services for athletic events on a regional or zoned approach for Recreation Department and School athletic events.	Both Entities	PW Director / Director of Maintenance	High	2009 - 2010	-