

**TOWN OF BROOKLINE
EFFICIENCY INITIATIVE
COMMITTEE**



**Final Report
January 2009**

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EXECUTIVE SUMMARY

Introduction

The Efficiency Initiative Committee (EIC) was appointed by the Board of Selectmen on June 24, 2008 to examine the Town's budget and to identify and recommend changes that could permit services to be delivered more efficiently. The EIC was recommended by the Override Study Committee (OSC) and central to the Town's passage of the Proposition 2 ½ property tax override in May 2008: the proponents of that override stated that "both the Board of Selectmen and the School Committee have pledged to implement the OSC's additional recommendations for long-term fiscal health so that future overrides may be avoided."

The Committee organized itself into three subcommittees: Privatization/ Outsourcing; Public Safety (i.e., Police and Fire); and Consolidation/ Cost Reductions. The EIC's work was conducted largely in the three subcommittees; their recommendations, as approved by the full EIC, are presented in this report.

The EIC set a goal of issuing this report prior to the beginning of the FY10 budget process, and, given that time constraint, there are some issues where further examination is recommended. In addition, there will undoubtedly be other areas, not yet identified by the EIC, where efficiencies may be realized or service reductions may be necessary to respond to further deterioration in Brookline's financial situation.

The EIC was not charged with examining the School Department budget in any detail, though it did review a limited number of areas where School deficits directly affect the free cash available to the Town or where there was some possibility of consolidation of Town and School services. The ultimate allocation of funds within the School Budget is the responsibility of the School Committee, although the total budget is set by Town Meeting.

Both the Schools and the Town are likely to face severe financial constraints, not only in FY10 but also in the foreseeable future. A continued downturn in the economy is likely to result in further severe cuts in state aid as well as in local receipts such as the motor vehicle excise tax and building permits; the cost of benefits, particularly for health care, has not been brought under control; and the Town has made only minimal efforts to fund the \$200 million to \$300 million obligation that has been accrued for health care benefits for its employees after they retire.

The measures adopted by the Town and the Schools to close budget deficits will ultimately be a product of the political process, involving the Selectmen, the Advisory Committee, Town Meeting and the School Committee. In addition, many of the recommendations will involve the need for collective bargaining. Even with substantial reductions and efficiencies, it is likely that new revenue sources will be necessary. The EIC hopes that the recommendations in this document will allow the political process to proceed in a more disciplined and rational fashion, targeting areas where cost reductions may be realized while minimizing the effect on the services to which Brookline citizens have become accustomed, rather than arbitrarily cutting a set percentage from each department's budget.

Privatization

The Committee surveyed twenty surrounding communities to determine their use of outsourcing and their satisfaction with it, received input from management and union personnel, and examined the likely costs and benefits of privatization as opposed to in-house performance of Town functions. In addition to costs that are now included in the Town's budget -- such as wages, current health care premiums and other benefit costs, and capital costs -- the Privatization/Outsourcing Subcommittee and the full EIC recognized that the additional cost of post-retirement health care benefits (or OPEBs) must be included in the real cost of using in-house employees. OPEB costs, even though not currently included in the Town or School budgets (because they are not being funded), will eventually have to be paid. On average, those costs currently add at least \$5,400 to the real cost of an employee.

The EIC approved the following basic recommendations with regard to privatization. The Committee's recommendations are set forth in greater detail in Chapter 2:

- Solicit bids for the collection of solid waste and yard waste by private contractors. The union should also be allowed to bid on the work also. The possibility of automation should be included in the process. Any added flexibility that results from retaining the work in-house should be quantified.
- Solicit bids for street sweeping while also developing an alternative plan for doing street sweeping more efficiently, addressing an apparent disparity between the number of hours that the Town's sweepers are in operation as opposed to the number of hours they should theoretically be in operation. The tasks other than street sweeping performed by employees should be considered, both in evaluating bids for street sweeping and in the allocation of costs for budgetary purposes.
- The current use of both in-house employees and outsourcing for grounds maintenance should be continued. There may be additional opportunities for outsourcing, including areas such as grass cutting where performance standards can be set in straight-forward fashion.
- The current use of both in-house employees and outsourcing for forestry services should be continued. The Town should examine the possibility of outsourcing specific tasks, such as weeding and pruning, as well as watering (which has in the past distracted from other tasks such as pruning).
- Catch basin cleaning should remain in-house.
- Solicit bids for the maintenance of Town vehicles including those of the Water & Sewer and Fire Departments. A recently received unsolicited bid indicates the potential for significant savings. The new bid request should build on the information gained from studying the unsolicited bid to assure that maintenance quality and timeliness be sustained while gaining efficiencies from the consolidation of facilities and the adoption of best management practices. The existing maintenance departments should be encouraged to submit their recommendations as an alternative to outsourcing.
- The current use of both in-house employees (including 19-hour per week employees) and private contractors for building custodial services should be continued.
- The collection of coins from parking meters should not be privatized. However, the work could be performed at lower cost by civilian employees under the direction of the Police Chief, subject to collective bargaining. This would permit the reassignment of the two officers currently collecting coins and an overall reduction of the number of sworn officers.

- The Town should solicit proposals for the administration of parking tickets. Privatization is not expected to lower costs, but rather to result in a gain in net revenues through more effective collection of unpaid tickets. Simultaneously, the Town should pursue not only methods to increase the rate of ticket collection if the work remains in-house, but also technological advances that could increase the efficiency of ticket issuance and in-house ticket administration.
- The Schools should continue to fund any annual operating deficits in the school lunch program out of the School budget, while also continuing to use School funds to reduce the negative fund balance that accrued as a result of lunch program deficits in prior years. The Schools have reduced the negative fund balance by about \$400,000 to its current level of \$275,000. A continuing negative fund balance affects the free cash available to the Town, while a continuing operating deficit reduces funds available for other School purposes. In determining whether the school lunch program is “breaking even,” the Schools should recognize the full cost of the program including all benefits, and should consider ways to reduce program costs, including reduction in the number of employees eligible for benefits and/or privatization.
- We recommend no immediate change in school custodial services, though all costs should be properly accounted for in evaluating the real cost of in-house employees.

Public Safety

The Town’s Police Department and Fire Department are, with good reason, highly regarded for their professionalism and expertise. Despite the critical role played by these departments, the EIC was charged with examining all Town budgets for potential efficiencies and cost reductions. Other than the School Department, the Public Safety departments have the largest budgets in the Town. The Town’s per capita police costs are approximately 45% greater than peer suburban communities, though significantly less than Boston’s. Similarly, the Town’s per capita fire costs are between 27% and 37% greater than peer suburban communities.

Although the Police Department’s per capita costs exceed the Town’s “benchmark” comparison communities by greater margin than do the Town’s Fire Department costs, the EIC has recommended relatively greater reductions in the Fire Department. The Committee concluded that, with respect to policing but not with respect to fire suppression, the Town’s proximity to Boston has a significant cost impact. Brookline’s crime rates, and particularly its rates of violent crime (rape, robbery and aggravated assault) are significantly higher than the crime rates in other suburban communities. Brookline is abutted by a number of high-crime areas of Boston. The vast majority of those arrested in Brookline are not Brookline residents; in fact, more Boston residents than Brookline residents are arrested for crimes in Brookline.

Brookline’s expenditures on police fall between the significantly higher per capita expenditures in Boston and the significantly lower per capita expenditures in more isolated suburban communities. Indeed, Brookline’s commitment to patrol officers closely approximates the commitment in West Roxbury, an area of Boston with crime rates similar to Brookline’s. The Committee believes that, in large part, Police Department expenditures are appropriate given the impact of Boston’s proximity on crime in Brookline. It has the following basic recommendations with respect to the Police Department, with further recommendations set forth in more detail in Chapter 3:

- The Committee does not recommend reductions in the Patrol Division.

- Any reductions should come from non-patrol areas, as recommended by the Chief: the Traffic Division, the Community Service Division, and Animal Control. Such reductions may have some impact on services desired by residents of the Town, but the Committee agrees with the Chief's assessment not to reduce patrol officers. In addition, parking enforcement should be enhanced by the broadened ability of non-sworn Parking Control Officers to enforce the two-hour parking limit.
- The positions of two sworn Officers doing IT work and one doing crime analysis could be converted to civilian positions, when feasible through collective bargaining and transfers or retirements. The number of sworn Officers should be reduced by the same amount.
- In addition, civilians rather than sworn Officers should collect coins from parking meters, with a reduction in the number of sworn Officers.
- The potential privatization of parking ticket administration should be pursued, as discussed above.
- The EIC also examined police details (the assignment of uniformed Officers in off-duty hours to direct traffic at construction sites, public events, and so on). Based on a comparison of the costs of sworn Officers as opposed to the prevailing rate for civilian flaggers, the Committee does not recommend a change in the Town's policies regarding the use of police details at this time. If, however, the discrepancy between the cost of police details and the cost of civilian flaggers increases, the policy should be revisited.
- The Committee does recommend that the Detail Sergeant should, consistent with collective bargaining, be freed of the largely administrative duties of assigning detail work among Officers. Those duties should be handled by civilians, freeing the Detail Sergeant for other work and permitting a reduction in the total number of sworn Officers.
- Further reductions may be necessary if the Town's fiscal situation further deteriorates.

With respect to the Fire Department, the Committee analyzed peer communities in terms of "inputs" (minimum manning levels, expenditures per capita, or number of fire fighters (FFs) per population density) and in terms of "outputs" (the fire-risk ratings of the Insurance Services Organization or ISO, death or injury rates, or the rate of multiple alarm fires), within the ranges represented by Brookline and its peer communities. The Chief has expressed the strong opinion that he would not want to reduce minimum manning on each fire truck in Brookline from its current level of 4 per truck to a level of 3 per truck, as is the case in many peer communities. The Committee has the following basic recommendations with respect to the Fire Department, with its more detailed recommendations set forth in Chapter 3:

- There should be a reduction of at least \$1.4 million annually in fire suppression costs. This is the equivalent cost of 20 FFs, or one company. The precise manner in which this reduction would be implemented would be determined by the Chief and Town Administration.
- Brookline and Boston train their own recruits, as opposed to using a facility in Stow funded by the insurance industry as do most other communities. The EIC recommends that Brookline continue its current practice, rather than utilizing Stow.
- Brookline should adopt written standards for training its Fire Fighters, and should determine how its training requirements compare to training in other fire departments in the Boston area.
- The Fire Prevention Division should, consistent with collective bargaining, be reorganized by the reduction of one Lieutenant and one Fire Fighter, with the addition of a civilian. There do not appear to be productivity criteria for the Division, and its

responsibilities include a substantial amount of clerical work in scheduling smoke alarm and multiple dwelling unit inspections (where the inspections are actually accomplished by Fire Fighters in the suppression division, rather than those in the Fire Prevention Division).

- Permitting and inspection fees should be examined and increased where appropriate.

Consolidation/ Cost Reductions

The Consolidation/ Cost Reductions Subcommittee was the EIC's "utility player." It did not focus on specific departments as did the Public Safety Subcommittee, nor did it focus on one tool for realizing savings, as did the Privatization/ Outsourcing Subcommittee. Instead, it considered a wide variety of topics, some affecting only Town departments and some involving the possibility of consolidating functions performed by both Town and School departments.

The EIC's complete recommendations with regard to consolidations and cost reductions are set forth in more detail in Chapter 4. The Committee accepted the following basic recommendations:

- The Building Department is planning to implement a new permitting system that is designed to have permit applicants directly enter information that is now entered by Town employees. When the system is fully operational in FY11 or FY12, reduction of an inspector and/or clerical staff person should be possible.
- The Town should review the need for having both a Deputy Commissioner and a Plans Review Inspector in the Building Department.
- One-to-one administrator-to-clerical staffing relationships are unusual. The Public Health Department, Veterans Services Department and Human Relations Department should reduce total clerical staffing by one, or justify the current staffing. Each Department's mission should be reviewed.
- A substantial investment is being made in RFID (radio frequency identification) technology in the Libraries. Staffing should be reduced by one position in mid-FY10 and potentially one more position in FY11.
- In the Planning Department, the Zoning Administrator and Commercial Areas Coordinator positions should be eliminated.
- Mac help desk and break/fix support in the Schools should be put out for bid. In the alternative, the reduction of Mac help desk support should be considered, with Mac contractors used to meet the high demand during the summer switchover period.
- The current Town and School bill processing and Human Resources organizational structure should be retained.
- Payroll should be bi-weekly rather than weekly.
- The current method of accounting for School trust funds by the Town Treasurer should be retained.
- Fire call box maintenance should be merged into the Traffic Systems Division of the Department of Public Works, reducing headcount by one. Fees for fire alarm boxes should be increased for multi-unit residential buildings, and the implementation of wireless alarm systems should be considered in the long-term.
- No basis was presented for wholesale changes in the Town's middle management structure; any staffing changes should be made on a case-by-case basis.
- A coordinated Town/School policy should be instituted for vehicle usage, including take-home vehicles. The number of take-home vehicles should be reduced, and usage reporting requirements should be strengthened and enforced.

- The ongoing study of the management of the golf course should be completed in calendar year 2009.

Broad-based Cost Savings

- The Town and Schools should join the State's employee health insurance program, the Group Insurance Commission (GIC).
- The Town and Schools should better utilize existing technologies and invest in future technological tools that will lead to cost efficiencies.

New Revenue Sources

Although the primary charge of the EIC was to examine potential operating efficiencies, it did, during the course of its work, identify related areas where it appeared that additional revenues could be realized by the Town. These include the following:

- Additional parking revenues.
- More effective collection of parking ticket revenues.
- Reducing the number of unpaid tickets prior to towing, increasing towing fees while also enhancing ticket collection.
- Pay-As-You-Throw charges for solid waste disposal.
- Increased fees for multi-unit building fire alarm boxes.
- Increased fire inspection fees.
- Assessing enterprise funds for the full cost of post-retirement health care benefits.
- Shifting additional expenses to trust funds.

Reporting

The Town Administration should report to the Board of Selectmen and Advisory Committee on the status of the recommendations contained in this document at the beginning of FY10 and FY11.

CHAPTER 1. INTRODUCTION

1.1 THE CREATION OF THE COMMITTEE

In May, 2008, the voters of Brookline approved a \$6.2 million override of property tax limits imposed by Proposition 2½. The override had been recommended in January, 2008 by an Override Study Committee (OSC), which had determined that without the override, the Town and Schools would have faced greater than a \$2 million budget shortfall in current Fiscal Year 2009 ending on June 30, 2009. (OSC Report, p. 11). The override that ultimately passed allocated \$2.1 million to closing the budget shortfall (or “structural deficit”) for FY09.¹

In addition, the override directed \$1.5 million annually to capital maintenance items where costs had outpaced allocated funds: \$750,000 for street and sidewalk repair; \$500,000 for building maintenance; and \$250,000 for parks and open space maintenance. Finally, the override allocated \$1.8 million annually to a longer school day and \$800,000 to a World Languages Program in the elementary schools.

The OSC identified several key contributors to the “structural deficit”: increases in School instructional staff and special education staff, sharp increases in health insurance premiums, a slowing in the rates of increase of state aid and local receipts, and rapid escalation in energy costs. Because costs were projected to continue to increase, the OSC made clear that the *override would address the budget deficit only in FY09*. Even with the override, the OSC projected, deficits would increase by between \$1.7 million and \$2.5 million annually during the four fiscal years after FY09.

The OSC identified certain cost savings that could partially address this long-term problem, but stated that it was “not in a position to make a complete list of recommendations for specific efficiencies in service delivery.” (OSC Report, p. 33). Accordingly, it recommended “the establishment of a *Town-wide Efficiency Initiative* to identify and prioritize areas of potential change that would be incorporated into a long-term plan.” (*Id.*; see also p. III-51).

The Selectmen established the Efficiency Initiative Committee (EIC) on June 24, 2008 in accordance with the recommendation of the OSC.

1.2 THE SCOPE OF THE COMMITTEE’S ROLE

The EIC’s role was to gather and analyze information and to offer recommendations for dealing with budget constraints. The Committee examined various areas of the Town’s budget in which it was believe that potential efficiencies could be realized, including areas that had been identified in the OSC Report as well as additional areas identified during the course of its investigation. Because the Committee was appointed during the summer of 2008, and because it set a goal of reporting results from its investigation prior to the beginning of the FY10 budget process in early 2009, there are some issues where further examination is recommended. For other areas,

¹ The Override Study Committee Report (OSC Report) may be found at http://www.brooklinema.gov/index.php?option=com_content&view=article&id=584&Itemid=911

however, the EIC believes that sufficient analysis has been undertaken and recommendations can be made.

It should be noted that the Committee was not charged with preparing an exhaustive list of service reductions for budget cuts. In FY10 and/or FY11, however, because of the economic recession and further reductions in state aid and other revenues, marked reductions in services may be necessary.

It should also be noted that many of the Committee's recommendations will be subject to collective bargaining.

The EIC also did not examine the School Department budget in any detail, because under State law the ultimate responsibility for allocating funds within that budget is the responsibility of the School Committee, although the total School budget is set by Town Meeting. The EIC did investigate areas where there was the possibility of further combining Town and School functions (for example, payroll) and areas where School operating deficits affect Town finances (the School lunch program, where the existing negative fund balance affects the Town's free cash).

Ultimately, fiscal realities will mandate equally unwelcome reductions from both the Town and the Schools. On the Town side, the EIC's recommendations will be considered by the Town administration. The ultimate decision to adopt any of these recommendations, to implement other savings, or to reduce or eliminate programs will be a product of the political process involving the Board of Selectmen, the Advisory Committee, and Town Meeting. On the School side, the School administration has begun the process of identifying efficiencies and reductions, with the School Committee ultimately responsible for making allocations within the overall budget set by Town Meeting. Thus, the implementation of efficiencies and reductions will be the product of difficult choices in the political arena, made necessary by the budgetary reality of expenses growing at a faster rate than revenues.

1.3 THE COMMITTEE

Eight individuals appointed by the Selectmen served as active members of the EIC. The Committee did the lion's share of its work in three subcommittees: Consolidation/ Cost Reductions, Privatization/ Outsourcing, and Public Safety. Each member of the EIC served on at least two subcommittees:

- Samuel (Sandy) Batchelder – Retired partner, Goodwin Procter LLP; volunteer consultant for not-for-profits through the Executive Service Corps (ESC); board chair of ESC and Mass Bay Red Cross; former board member, Brookline Foundation; B.A. Harvard College; J.D. Harvard Law School; chair of the EIC Public Safety Subcommittee, member of the EIC Privatization/ Outsourcing Subcommittee.
- Richard Benka - Member of Board of Selectmen; retired partner, Foley Hoag LLP; volunteer middle-school math teacher and tutor, Boston Preparatory Charter Public School; A.B. Harvard College (Economics); Master of Public Policy, John F. Kennedy School of Government, Harvard University; J.D. Harvard Law School; EIC chair, member of all EIC subcommittees.

- Linda Carlisle – Principal of The Carlisle Group, providing management, program and program management consulting to public and not-for-profit sector clients; former Commissioner, Massachusetts Department of Social Services, and adjunct professor, Columbia University School of Public and International Affairs; various executive positions in the public and private sectors; B.A. Washington State University (Political Science); Master of Public Affairs and Administration, Columbia University; chair of the EIC Privatization/ Outsourcing Subcommittee, member of the EIC Public Safety Subcommittee.
- Lloyd Dahmen – Co-chair of Override Study Committee; chair of the OSC Municipal Services Subcommittee; former partner, AlphaMetrics Capital Management; former general partner Clafin Capital Management, Inc; and vice-president and director of Franklin Management Corporation; A.B. Harvard College (Chemistry); M.B.A. Harvard Business School; member of the EIC Privatization/ Outsourcing and Public Safety Subcommittees.
- Josette Capriles Goldish – Independent Scholar-Research Associate, Hadassah Brandeis Institute; former independent consultant on market research, risk exposure, loan portfolio management and accounting functions; former Senior Industry Analyst, Fleet Bank, and Vice President of Finance and Administration, Xenergy, Inc.; Bachelors in Economics, MIT; Masters in Management, Sloan School of Management, MIT; member of the EIC Consolidation/ Cost Reductions and Public Safety Subcommittees.
- Alan Morse – Member of School Committee; former chairman of United States Trust Co.; former Commissioner of Banks, Undersecretary of Administration and Finance, and Supervisor of Financial Services, Commonwealth of Massachusetts; former chair of Harvard Pilgrim Healthcare; former Boston Public Schools high school math teacher; B.A. Harvard College; M.B.A. Harvard Business School; member of the EIC Privatization/ Outsourcing and Consolidation/ Cost Reductions Subcommittees.
- Roberta Ornstein – Member of the Advisory Committee; director, New England Realty Associates Limited Partnership; former Senior Vice President and Managing Director, Scudder Investments/Deutsche Asset Management; former Director and CFO, Summit Partners; former Vice President, Liberty Financial; former Senior Vice President, Shearson Lehman Brothers and Senior Vice President, The Boston Company; chair of EIC Consolidation/ Cost Reductions Subcommittee, member of the EIC Privatization/ Outsourcing Subcommittee.
- Peg Senturia – independent organizational consultant, former Senior Consultant and Manager of Quality and Strategic Planning, Organizational Dynamics, Inc.; former clinical social worker; B.A. Brown University (Mathematics); M.S. Boston University (Social Work); M.S. (Management), Sloan School of Management, MIT; member of the EIC Consolidation/ Cost Reductions and Public Safety Subcommittees.

Sean Cronin, Deputy Town Administrator, and Melissa Goff, Assistant Town Administrator, provided invaluable assistance to the EIC, and the Committee expresses its sincere thanks to them.

1.4 COMMITTEE AND SUBCOMMITTEE MEETINGS

The full EIC and its various subcommittees held 31 meetings.² At all meetings, the EIC and its subcommittees accepted comments, questions and recommendations from department heads, union members and representatives, and members of the public. Union leadership attended the meetings and made important contributions that are incorporated in the Committee's report, particularly with regard to the expertise and quality of service provided by employees.

The EIC also sent two surveys to other municipalities, one focusing on their experiences with respect to outsourcing and the other focusing on fire department issues. Committee members also gathered information from Town departments, other municipalities and third parties. In addition, a public hearing was held on December 11, 2008 at which comments were made by 17 individuals.³

The general topics discussed at Committee and subcommittee meetings and hearings included the following:

- July 10, 2008 – Full Committee – instruction in conflict of interest and open meeting requirements; presentation of background financial information and Town financial initiatives; presentation of potential areas for EIC investigation; discussion of Committee structure
- August 6, 2008 – Full Committee – organization of subcommittees; discussion of Committee process and goals
- August 12, 2008 – Consolidation/ Cost Reductions Subcommittee – presentation and discussion of subjects of subcommittee inquiry; discussions with Steve Cirillo, Town Director of Finance, and Kevin Stokes, Town/School Chief Information Officer
- August 25, 2008 – Consolidation/ Cost Reductions Subcommittee – discussion of consolidation issues; subcommittee member assignments for information gathering.
- August 26, 2008 – Public Safety Subcommittee – presentation and discussion of subjects of subcommittee inquiry
- August 27, 2008 – Privatization/ Outsourcing Subcommittee – presentation and discussion of subjects of subcommittee inquiry
- September 2, 2008 – Consolidation/ Cost Reductions Subcommittee – presentation and discussion of Information Technology with Kevin Stokes, Town/ School Chief Information Officer

² The complete minutes of the meetings and the December 11, 2008 Public Hearing can be found at http://www.brooklinema.gov/index.php?option=com_docman&Itemid=666

³ Subsequent to the public hearing, the EIC received written comments and documentation from Joseph Geary, a Town employee and president of Local 1358, AFSCME, AFL-CIO, and from Tom Hantakas, an employee of the Town and Local 1358 Steward for Brookline Public Schools custodians and house workers.

- September 4, 2008 – Privatization/ Outsourcing Subcommittee – presentation and discussion of subjects of subcommittee inquiry
- September 11, 2008 – Public Safety Subcommittee – discussion with Fire Chief Peter Skerry
- September 17, 2008 – Privatization/ Outsourcing Subcommittee – discussion with Tom DeMaio, Commissioner of Public Works, Erin Chute Gallentine, Director of Parks and Open Space, and Kevin Johnson, Highway Director
- September 25, 2008 – Public Safety Subcommittee – discussion with Police Chief Daniel O’Leary
- October 3, 2008 – Consolidation/ Cost Reductions Subcommittee – review, update and discussion of issues before the subcommittee
- October 6, 2008 – Public Safety Subcommittee – discussion with Fire Chief Peter Skerry and Robert Nelson, Deputy Chief for Training
- October 8, 2008 – Privatization/ Outsourcing Subcommittee – discussion with Tom DeMaio, Commissioner of Public Works, Andy Pappastergion, Deputy Commissioner / Director of Water and Sewer, and Kevin Johnson, Highway Director
- October 10, 2008 – Consolidation/ Cost Reductions Subcommittee – update on various issues, including extensive discussion of investigation regarding emergency call boxes; discussion with Kevin Stokes, Town/ School Chief Information Officer, and Peter Rowe, Deputy Superintendent of Schools for Administration and Finance
- October 17, 2008 – Consolidation/ Cost Reductions Subcommittee – discussions with Alan Balsam, Director of Health and Human Services; Stephen Bressler, Director of Human Relations/ Youth Resources; William McGroarty, Veterans Services Director; Michael Shepard, Building Commissioner; Chuck Flaherty, Library Director; and Jeff Levine, Director of Planning and Community Development
- October 21, 2008 – Privatization/ Outsourcing Subcommittee – presentation and discussion of the Town’s long-term financial liabilities; discussion of issues before the subcommittee
- October 23, 2008 – Public Safety Subcommittee – review of police and fire issues
- October 24, 2008 – Consolidation/ Cost Reductions Subcommittee – discussions with Jeff Levine about Planning Department staffing; discussions with Police Chief O’Leary, Fire Chief Skerry, and Commissioner of Public Works Tom DeMaio about “take home” vehicles
- October 29, 2008 – Privatization/ Outsourcing Subcommittee – discussions with Charlie Simmons, Town Director of Public Buildings, and Peter Rowe, Deputy School Superintendent for Administration and Finance, regarding custodial services; discussions with Peter Rowe regarding School food services

- October 31, 2008 – Consolidation/ Cost Reductions Subcommittee – discussion of possible subcommittee recommendations regarding various issues before the subcommittee
- November 24, 2008 – Full Committee – update and preparation for December 11th public hearing
- November 25, 2008 – Consolidation/ Cost Reductions Subcommittee – discussion of various issues before the subcommittee, including additional information to be requested
- December 10, 2008 – Privatization/ Outsourcing Subcommittee – discussion of draft of subcommittee report
- December 11, 2008 – Public Hearing – comments from 17 individuals.
- December 15, 2008 – Consolidation/ Cost Reductions Subcommittee – recommendations to the full EIC concerning potential consolidations and reductions
- December 16, 2008 – Privatization/ Outsourcing Subcommittee – recommendations to the full EIC concerning potential privatization
- December 18, 2008 – Public Safety Subcommittee – recommendations to the full EIC concerning Police and Fire Departments
- December 23, 2008 – Full Committee – discussion and approval of Privatization/ Outsourcing and Public Safety subcommittee reports, and discussion of further investigation
- January 6, 2009 - Full Committee – discussion and approval of Consolidation/ Cost Reductions subcommittee report; discussion with Richard Kelliher, Town Administrator; Erin Chute Gallentine, Director of Parks and Open Space; Andy Pappastergion, Deputy Commissioner/ Director of Water and Sewer, and Kevin Johnson, Highway Director, regarding “middle management”/ “T-Plan” issues.
- January 21, 2009 – Full Committee – discussion and approval of Consolidation/ Cost Reductions subcommittee report on “middle management”/ “T-Plan” issues; discussion of fleet maintenance issues.
- January 27, 2009 – Full Committee – consideration of draft of Committee Report.

1.5 THE CURRENT FINANCIAL CONDITION

1.5.1. Anticipated Reductions in State Aid

As discussed above, the OSC in January, 2008 projected that the override would address Town and School operating deficits only for FY09 and that new deficits would occur again beginning in FY10. The most recent Long-Range Financial Plan (LRFP) confirms that the Town and Schools are indeed facing significant deficits. (LRFP, pp. 6-8).⁴

The OSC assumed that state aid would increase 1.7% between FY09 and FY10. Because of the collapse of financial markets and the economic recession, however, Commonwealth of Massachusetts revenues have fallen dramatically since the OSC's January, 2008 report, driven in large part by a decline in capital gains and income taxes, with almost inevitable effects on all Massachusetts cities and towns. In Brookline's case, state aid constitutes more than 10% of Brookline's appropriated operating budget in the current fiscal year, or approximately \$19.6 million. The Governor's budget proposal for FY10 cuts Brookline's local aid between \$1.7 million and \$2.6 million (the lower end estimate is dependent upon approval of an additional statewide 1% tax on meals and hotels/motels). Either way, this will have significant effects on the FY10 budget. The difference between the most optimistic proposal by the Governor and the 1.7% increase included in the OSC report is \$1.9 million, which would have to come from either reduced spending or increased revenues, a clear indication of the need for implementation of efficiencies.

On December 9, 2008, the Board of Selectmen was presented the FY10 – FY14 LRFP. It showed the impact a combination of reductions in local aid and wage increases through collective bargaining would have for FY10.

- The Sustainability Guidelines recommended by the OSC in January, 2008 on the basis of now-outdated assumptions of revenue growth would have allowed for wage increases of 0.5% for the Town and 0.2% for the Schools in FY10.
- If, however, there were a 7% cut in local aid (approximately \$1.3 million), even those wage increases would create a budget deficit of \$500,000.
- At the 7% local aid cut level and a 2% wage adjustment, the deficit would increase to \$2.1 million.
- If local aid were cut more significantly (by 15%), there would be a deficit of \$709,000 even with no wage adjustments; with 2% wage adjustments the deficit would exceed \$3 million.

The options for closing such daunting budget gaps must focus on personnel costs, since they make up more than 75% of the operating budget.⁵ It should be clearly noted that these figures do

⁴ The Long-Range Financial Plan presented to the Board of Selectmen on December 9, 2008 may be found at http://www.brooklinema.gov/index.php?option=com_content&view=article&id=520&Itemid=730

⁵ The demographics of the Town's workforce increase the likelihood that personnel reductions required to close the budget gap could occur largely through retirement, rather than by layoffs, if planned thoughtfully. There are, as of January 5, 2009, 36 vacant permanent positions, of which 24 have not received Board of Selectmen authorization to hire. In addition, the Town has offered an early retirement incentive to certain groups of Town employees. Finally,

not include any funds to address the substantial unfunded liability for retiree health benefits (“OPEBs”; discussion below).

1.5.2 Reductions in Other Revenue Sources

The economy has also negatively impacted the Town’s non-property tax revenues, known as Local Receipts. The LRFP projected virtual level-funding of local receipts in FY10, but that masks the reality that estimates are well below FY08 actual collections. Three of the Town’s five largest local receipts are projected to be well below FY08 actual receipts, as shown below:

	FY10 EST	FY08 ACT	VARIANCE
Motor Vehicle Excise Tax	\$5M	\$5.3M	(\$0.3M)
Building Permits	\$2M	\$2.8M	(\$0.8M)
Interest Income	\$1.3M	\$2.3M	(\$1.0M)

In addition to these, other economically-sensitive receipts could be well below FY08 levels, including the Hotel/ Motel Excise Tax and Recycling Revenue. The reduction in locally-generated revenues only exacerbates the FY10 budget situation, placing further stress on the revenue side of the equation.

1.5.3 The Role of Employee Benefits (not including OPEBs) -- 36% of Wages

Collective bargaining agreements and state statutes call for a number of Town and School employee benefits that significantly increase personnel costs. For example, in the Town and School current FY09 budgets:

- Town wages are \$45.7 million and School wages are approximately \$60 million.
- Benefits, not including retiree health benefits (OPEBs), add \$38.3 million, or 36.2% of wages.
- Among the benefits, group health insurance costs for current and retired Town and School employees are \$23 million. In FY09, the BCBS premium for current employees is \$20,439 for a family plan (Blue Choice) and \$7,639 for an individual plan (Blue Choice), of which the Town pays 75%.
- In June, 2008 the Board of Selectmen authorized a competitive bidding process seeking proposals not only from the Town’s current health care provider, Blue Cross Blue Shield of Massachusetts (BCBS), but also from other providers, including the Commonwealth of Massachusetts’ Group Insurance Commission (GIC). As a result of the bidding process, and factoring in adjustments for the number of expected participants, the Town has projected an overall group health budget increase for FY10 of 6%.

as reported in an October 1, 2008 analysis prepared for the Committee, 85 Town employees (or 12%) had 30 or more years of service (many in the laborer, sworn police or sworn fire fighter categories). There were 35 employees already eligible for the maximum 80% pension, and an additional 57 employees who will reach the maximum 80% pension in the next five years. Of those 92 employees reaching their maximum pension, 15 were laborers and 47 were police officers or fire fighters. Eight police officers and 11 fire fighters (both of whom must retire at age 65) were age 60 or over. The report is attached as Appendix 1A.

- In comparison to BCBS, adoption of the state GIC health program would save approximately \$4 million in premiums annually, with approximately \$3 million (75%) in savings by the Town and Schools, and approximately \$1 million (25%) in savings by Town and School employees. The Town, Schools and unions, however, were not able to reach agreement on entering the GIC for FY10, and therefore the LRFP projections utilize BCBS figures.
- The \$23 million in FY09 covers only the current year's health insurance premiums for current employees and for currently retired employees and their dependents. The Town and Schools are making no contribution from the tax levy to reduce the unfunded liability of \$200 to \$300 million for the obligations the Town has already accrued for health benefits that must be paid on behalf of retirees in future years. The Town and Schools also are making no contribution for the additional retiree health care benefits being accrued this year. See the following section of this Report.
- The Town's required payment into the retirement system for pensions is \$11.7 million for non-teachers (teachers participate in a State pension plan).
- The Workers' Compensation budget is \$1.6 million.
- The Medicare Payroll Tax budget is \$1.3 million. All local government employees hired after March 1, 1987, are required to be covered under the Federal Medicare program. The Town is responsible for a payroll tax of 1.45% on all these employees.

1.5.4. Post-Retirement Health Care Benefits (OPEBs)

The foregoing figures, moreover, do not include any amount of funding for the Town's and Schools' obligations to provide health insurance to retirees, known as Other Post-Employment Benefits, or OPEBs. There is an extensive discussion of the OPEB issue in Appendix 1B.

For the purposes of the EIC, several factors are relevant:

- State law allows for Town and School employees with ten years of creditable service to have post-retirement health insurance coverage at the age of 55. The coverage extends to dependents.
- The Town and Schools, despite making these commitments in the past, have made only limited efforts to set aside funds to honor those commitments. The accrued liability from the past is \$200 to \$300+ million.⁶
- In addition, on-going commitments to current Town and School employees are adding to the liability. The increase in liability for FY10 is at least \$7.8 million, or approximately \$5,400 annually for each Town and School employee (and more for employees with lower tenure). This is referred to as the "normal cost," and is projected

⁶ The Town's actuary has found that the unfunded liability as of June 30, 2009 would be \$338 million if the Town were entirely on a pay-as-you-go basis, and \$214 million if the Town were pre-funding the liability (since amounts set aside will appreciate to meet future liabilities). The Town has no regular pre-funding plan in place, but it has set aside between \$5 and \$6 million, which would somewhat reduce the \$338 million unfunded liability. The precise reduction has, as of the writing of this report, not been calculated by the actuary.

to increase each year. The “normal cost” may somewhat understate the cost of retaining an employee.

- Because the Town and Schools are not funding OPEB commitments, there is no current budget impact with respect to current employees. However, the amount that the Town and Schools will have to pay in the future just for retiree health insurance will increase dramatically, with drastic impacts on the future ability of the Town and the Schools to provide services.
- The Selectmen’s OPEB Task Force, chaired by Selectman Chair Nancy Daly, is considering responsible, disciplined funding mechanisms and options to reduce the liability.
- With or without a decision to fund OPEBs and a current budget impact, the actual OPEB “normal cost” must be considered in calculating the cost of current employees when considering reductions in staff or privatization of services, since it is a real cost that will eventually have to be paid by the Town and Schools.
- The OPEB “normal cost” should also be included in assigning costs to enterprise funds and in calculating fees for services such as solid waste collection, since it is a real cost that is being accrued in the delivery of services.

1.6 CLOSING THE BUDGET GAP IN OTHER WAYS

1.6.1 New Revenue Sources

The EIC has focused primarily on operating efficiencies, rather than on new revenue sources. During the course of its deliberations, however, it identified a number of potential additional revenue sources related to the areas that it studied.⁷ These are discussed in more detail in its report, but include the following:

- Additional parking revenues. The recent collective bargaining agreements with Brookline Police Union Local 1959 and with Brookline School Traffic Supervisors Local 1358 permits Parking Control Officers as well as Police Officers to enforce the Town’s 2-hour parking limit in non-metered areas. Additional enforcement by Parking Control Officers would increase revenues to the Town, as well as benefit residents in areas abutting commercial areas, the Longwood Medical Area, and MBTA commuter stops. In addition, the potential for new technology (including hand-held devices) would allow more efficient and effective parking enforcement. Multi-space meters are expected to

⁷ In addition, a number of other potential revenue sources were identified in the OSC Report: Increased refuse fees (even without implementation of a Pay-As-You-Throw system); selling taxi medallions (authorized by the May, 2008 Town Meeting; this revenue will, however, be a one-time event and not recurring revenue that could address the structural deficit); increasing taxi regulatory fees; increasing taxi license fees to cover the full administrative costs; increasing Recreation Department user fees; instituting a fire service water charge for large buildings (this would benefit the Water and Sewer Enterprise Fund, rather than General Fund revenue); instituting local option taxes such as a meals tax (this will require state approval); taxing utility property (this will require state approval); continuing to pursue PILOTs (Payments in Lieu of Taxes) from non-profit property owners; pursuing additional economic development opportunities (the impact would be longer term -- an Economic Development Director was appointed by the Board of Selectmen on October 14, 2008).

increase parking revenues. These issues, as well as increases in hourly rates for parking, are within the purview of the Transportation Board and the Selectmen's Parking Committee chaired by Selectman Jesse Mermell.

- Additional parking revenue collections. Private companies that specialize in parking ticket administration and collection promise a higher collection rate (i.e., fewer unpaid and uncollected tickets) than is currently the case in Brookline. There may also be an opportunity within the Police Department to improve the collection rate.
- Pay-As-You-Throw charges for solid waste disposal. This issue is within the purview of the Selectmen's Pay-As-You-Throw Committee chaired by Selectman Jesse Mermell. The implementation of such charges could be revenue neutral or could be designed to close the gap between current refuse charges and actual costs. Such charges could also reduce the solid waste stream and increase recycling, thus reducing overall costs to Town residents by increasing recycling revenues (though the per ton payments received by the Town have recently fallen by 90% for paper due to the recession). The design of any Pay-As-You-Throw system would be a factor in any contracting out of solid waste collection.
- Increased fees to multi-unit buildings for fire alarm boxes.
- Increased fire inspection fees.
- Increased receipts from towing fees if the Police Chief reduces the number of unpaid tickets it takes for a vehicle to be towed.
- Assessing enterprise funds for the full cost of employees including OPEBs, which have not been included in the past.
- Shifting additional expenses to trust funds. At the end of FY08, the Cemetery Trust Funds totaled \$1.5 million, of which \$542,000 was expendable. The Library Trust Fund was approximately \$4 million, of which \$2.75 million was unrestricted.

1.6.2 Diversion of Capital Funds

It was suggested that one short-term solution would be to reduce capital spending, diverting amounts to the operating budget. The EIC has not pursued this avenue.

First, the approach (like any use of non-recurring revenue) does not address the structural deficit in Brookline's Town and School operating budget. Although the deficit is exacerbated by expected cuts in state aid, it is not a one-year phenomenon that will self-correct next year. The structural deficit must be addressed through a combination of operating cost reductions and reliable, recurring new revenue sources.

Second, diversion of capital funding was tried in the 1980's, when Proposition 2½ was first passed, and led to the "shabbification" of Brookline.

Third, capital needs cannot be avoided forever, and deferring capital investment ultimately leads to increased costs of repair and replacement. Short-changing capital needs led to the need to use a portion of override funds in 1994 and 2008 simply to catch up with deferred maintenance.

Fourth, the majority of Brookline's planned capital expenses are either legally mandated, supported by outside funding, or designed to preserve existing capital assets, reduce future costs or increase future revenues. The major capital items in the next few years include those that will prevent more costly structural damage or degradation of existing capital assets (e.g., the Town Hall and Pierce School parking garage; street, sidewalk and parking lot repair); use federal funds and/or private funds generated by commercial development (Village Square); take advantage of State cost-sharing (the Runkle and Devotion School rehabilitation projects); increase efficiencies and revenues or reduce costs (technology investments; parking meter replacements; storm drain improvements); or meet legal obligations (Newton Street Landfill closure and corrective action).

1.6.3 Broad-based Cost Savings

- The EIC recommends, as did the OSC in January, 2008, that the Town and Schools join the State health insurance program, the Group Insurance Commission (or GIC).
- The EIC recommends, as did the OSC, that the Town and the Schools fully utilize existing technologies and continue to pursue new technological applications that can improve services and reduce costs. Specific examples are identified in this report, but should not be considered an exhaustive list.

1.6.4 Property Tax Override

Although the ultimate decision to recommend that taxes be further increased through another Proposition 2½ override rests with the Board of Selectmen, the EIC has not assumed that a successful override would be likely. As was noted at the time of the 2008 override by its proponents, “both the Board of Selectmen and the School Committee have pledged to implement the OSC’s additional recommendations for long-term fiscal health so that future overrides may be avoided.” Particularly with the increased economic uncertainty faced by many Brookline residents,⁸ the EIC does not assume another override would succeed without a demonstration that Town and School cost savings and alternative revenue sources had already been fully exhausted. That is, however, a determination to be made in the political arena.

⁸ As noted in the OSC Report, 9.3% of Brookline population and 7.5% of its elderly population were below the poverty level at the time of the 2000 Census. Over 37% of households have family incomes below \$50,000. (OSC Report, p. 27.) More recently, Brookline’s unemployment rate, while still well below state and national figures, rose from 2.3% to 3.4% between November 2007 and November 2008, with about 1,100 unemployed individuals. See <http://www.mass.gov/Ador/docs/dls/mdmstuf/Socioeconomic/labr9008.xls>

Chapter 2. PRIVATIZATION/ OUTSOURCING RECOMMENDATIONS

2.1. INTRODUCTION

This chapter contains the Committee's findings and recommendations with regard to privatization and outsourcing. It is the result of numerous meetings, interviews with department and Town managers, analysis of data, a survey of 20 surrounding communities (Appendix 2A), and information learned during the public hearing of December 11, 2008.

The EIC has great respect for public employees and the work they do for the Town of Brookline. While oftentimes unglamorous, it is because of the efforts of these people that our Town looks as good as it does, our children's school buildings are so well maintained, and our household and yard waste is picked up at the curb. Town employees take great pride in the work they do – from school custodians, to those who pick up our trash, to the mechanics that take care of the Town's vehicle fleet, to the individuals who process parking tickets. This report is not in any way intended to convey anything other than the utmost respect and gratitude for their work.

However, Brookline, like all other cities and towns, is facing severe both short-term and long-term budget problems and must find solutions that preserve as many public services as possible. Every possible solution must be carefully examined. Privatization is one of those options that must be considered. Use of private companies can often create efficiencies; sometimes private companies are structured in such a way that they can react to cost pressures more quickly - in a way that governments may not be able to.

While some functions do not lend themselves to privatization, others may. It is also true that even when today's price is the same when performed by public versus private employees, by using private contractors there are no future health care or pension costs. These post-retirement financial obligations are an enormous debt looming large in the budgets that will confront the Town and Schools. It is therefore the responsibility of Town and School administrators, the Selectmen, the Advisory Committee and Town Meeting to weigh all factors -- quality, service levels, and cost -- when making service delivery and budget decisions of such vital importance and with such long-lasting impacts. These are not easy matters and force us to make choices we would rather not have to make. We came to this work with no preconceived ideas about the best options and it is with an understanding of all these considerations that this Committee has tried to provide our best thinking on the issues before us.

2.2 DEPARTMENT OF PUBLIC WORKS

2.2.1 Solid and Yard Waste Collection

2.2.1.1 Overview – Annual Costs

- Brookline budgets approximately \$1,004,000 (FY '09) for the in-house curbside collection of solid waste and yard waste by 12.2 FTEs. These figures include health benefits and other fringe benefits except for pension costs and OPEBs.⁹ Of the amount, \$787,000 is for solid waste collection; \$216,000 for yard waste collection. The “normal cost” of pensions and OPEBs would add at least \$6,700 per employee, or \$81,200. That amount will increase over time.
- Town employees collect all household solid waste and yard waste.
- Solid waste is transported by Town employees to the transfer station, where a private contractor loads, hauls, and disposes of it.
- Recycling is done by a private contractor. The Town gets revenue from paper recycling (was recently \$100/ton, currently \$10/ton due to the economic recession and drop in demand), none from plastic or bottles.
- Residential customers currently pay a \$200 annual trash fee. Various alternatives, including a Pay-As-You-Throw program, are currently being considered by a separate committee.
- DPW is looking to expand services to the Brookline Housing Authority (BHA). By having the BHA use the same contractor as the Town for recycling, the Town would receive revenue from their paper.
- The Commissioner stated that this is the fourth time that privatization has been examined and the Committee received copies of analyses showing the relative costs of contracting out as opposed to continuing to do the work in-house.

2.2.1.2 Contracting-out vs. In-house Services

- In response to earlier proposals to privatize solid waste collection, negotiations with AFSCME Local 1358 resulted in an agreement, beginning in FY08, to reduce 4 positions, 1 solid waste truck and 1 yard waste truck, resulting in DPW personnel budget savings of approximately \$170,000 and total savings of approximately \$224,000. As noted, the budget now reflects 12.2 FTEs.
- Comparisons (done when contracting out was last considered) show a difference of only \$11 for the current fiscal year between the price of doing curbside collection in-house versus contracting out on an approximately \$787,000 budget (not including pensions or OPEBs).
- The current union contract expires on June 30, 2009 and therefore is up for renegotiation.

⁹ Pension costs are not included in the budgeted cost of performing solid waste and yard waste collection in house, because they were not included in the most recent comparison (done approximately a year ago) of contracting out versus in-house services. Fleet maintenance has on average 31.5% fringe benefits which include pension costs. For all other services, the budget analysis has been done as part of the Committee's work and pension costs have been included. Because OPEBs are not being funded by the Town or Schools at the present time, they are not part of any current budget. The average “normal cost” provides a proxy for the real post-retirement health care costs accruing each year for each employee.

- According to the cost analyses received by the Committee, based on prior bids, Brookline could save at least
 - \$183,000 over seven years, excluding pension costs and OPEBs, if it contracted out only solid waste collection.
 - \$567,000 over seven years, excluding pension costs and OPEBs, if it contracted out yard waste (assuming the same vendor had both contracts, the price per ton would be reduced).
 - This represents a cumulative savings of approximately \$750,000 over seven years, or an annual average of \$107,143, plus the added savings of pension costs and OPEB liabilities, of both solid waste and yard waste were contracted out.
 - Including the current average “normal cost” of pension and OPEB liabilities, the savings from privatization would be approximately \$190,000 per year.
- There is a significant potential for the automation of solid waste collection, using wheeled, lidded barrels of several different possible sizes: e.g., 35 gallon, 65 gallon, or 95 gallon. Newton’s experience with an automated system is that one employee on a truck can complete a route faster than two employees manually picking up trash.
- Trash collection is obviously a labor intensive job that sometimes results in injuries over the course of an employee’s career. Contracting out would eliminate Workers’ Compensation issues. It would also help to avoid potential accidental disability retirements, which are costly and put additional pressure on the retirement system. The cost of Workers’ Compensation insurance is approximately \$4,500 per employee per year. Automation would be expected to reduce Worker’s Compensation costs.
- The collection of leaves goes on into December. After that, yard waste employees are used throughout the system on everyday litter control assignments.

2.2.1.3. Service Delivery Quality and Flexibility

- DPW Commissioner Thomas DeMaio is satisfied with work of contractors but it always needs fine-tuning. The two contracts presently in place (one for loading, hauling and disposal; the other for recycling collection and disposal) are both working out well.
- Commissioner DeMaio is also pleased with the quality and productivity of in-house collection and believes employees have been flexible.
- The Commissioner likes the flexibility of having staff to deploy as needed, for example, to help with snow removal.
- There is some sentiment that contracting out of all services would put the Town at the mercy of contractors at the time of contract renewal and may result in higher costs in “out” years.
- Qualitative evaluation tools should be in place to measure the quality of solid and yard waste collection, whether provided in-house or by a contractor.

2.2.1.4. Survey of Other Communities

Of the 17 communities that responded to this question in Brookline’s survey:

- 14 contract out all solid waste collection
- 2 utilize in-house solid waste collection
- 1 has a combination of in-house workers and outside contractors.
- All 15 communities that utilize outside contractors have a favorable view of their service (14 that use only outside contractors; 1 that has a combination of contracted and in-house service delivery).

- The 2 communities that use in-house collection methods did not respond to the quality question.

Newton has recently evaluated solid waste collection:

- At the end of a 20-year contract, Newton recently reevaluated bringing solid waste collection back in-house and priced out the option of doing so. After an analysis of both capital costs and benefit expenses, including Workers' Compensation costs, and their positive experiences with their private contractor, Newton chose to continue contracting out this service.
- As part of the new contract, Newton is testing automated solid waste collection at 4,700 households, so far with good results.

2.2.1.5. Conclusions

- We recognize that even if Town employees can do solid waste and yard waste collection for identical prices in terms of current wages and benefits, contracting out would still be cheaper because of pensions and other post-retirement costs such as health care.
- We also recognize that Town employees take great pride in their work and may also be able to be more flexible in delivering service than a contractor. However, the survey data shows communities that use private contractors universally have a favorable view of the services provided, proof that those employees also take pride in their job.

2.2.1.6. Recommendations - Privatization

- Solicit bids for collection of solid waste and yard waste by private vendors. The Town should expect some economies of scale when contracting out solid and yard waste collection together. Solicitations should also include the possibility of automation of solid waste collection in some or all portions of the Town where feasible and cost-effective.
- If both solid waste and yard waste collection are contracted out, the contracts should be managed within the existing management structure that includes the Director of Highway and Sanitation, the Operations Manager, and the Environmental Health Supervisor.
- Union agreements are up for renegotiation in FY09. The committee encourages the Town to allow unions to bid on the contract too and, if the price is competitive, consider keeping the service or a portion of the service in-house. The Town costs used in any comparative evaluation should include the cost of benefits including health care and Workers' Compensation, pensions and OPEBs, as well as capital costs (including acquisition and maintenance).
- Any benefits from the flexibility afforded by Town employees as opposed to privatized services should likewise be quantified by DPW and included in any analysis.
- Any cost-benefit analysis of the bids should include an examination of built-in cost escalators in later years. Any subsequent contracts should include language that would allow the Town to bring curbside collection back in-house with sufficient notice.

2.2.1.7. Recommendations – Other

- Review ways to increase recycling and therefore revenues, and ways to decrease the amount of solid waste collected and therefore costs.
- Any privatized contracts should be consistent with, and permit the implementation of, the recommendations of the Pay-As-You-Throw Committee.
- DPW should itself incorporate revenue and cost savings options by March 2009 that would be included in FY10 initiatives.

2.2.2. **Street Sweeping**

2.2.2.1. Overview – Annual Costs

- Brookline currently budgets approximately \$294,000 (FY09) in personnel costs for in-house street sweeping by five (5) Town employees – 4 Motor Equipment Operators II (MEO IIs) and 1 Working Foreman (W/F). These figures include current year health benefits, overtime, pay differentials, and other fringe benefits, including pension costs.
- In addition, the Town incurs non-personnel costs in excess of \$147,000 per year for street sweeping. The Town has a fleet of four street sweepers: three Elgin Pelicans and one Elgin Eagle. Using a five-year life cycle, an assumed trade-in value of \$30,000, and an average acquisition cost of approximately \$133,000, the annual vehicle acquisition cost per year for each of the four vehicles is slightly more than \$20,500, or a total of \$82,000. In addition, there are annual costs of approximately \$56,000 for maintenance and \$9,000 for fuel.
- In addition to the costs of the street sweepers, the W/F drives a truck that is used for hauling swept debris and for a number of other tasks as well.
- The total budgeted costs assigned to street sweeping are therefore in excess of \$441,000 per year. As noted below, however, the five individuals perform tasks other than street sweeping. Because “street sweeping” is not a separate line item in the DPW Highway Division budget, and because the workers do a variety of tasks, it is difficult to calculate precisely street sweeping costs by themselves.
- The foregoing costs do not include post-retirement health care costs that are not now being funded and therefore are not in the budget. OPEB “normal costs” increase the actual personnel costs to approximately \$321,000 per year and the total costs to approximately \$470,000 per year.

2.2.2.2 Overview – Work Responsibilities

- The current staffing for street sweeping, as noted above, consists of one Working Foreman Highway (W/F) and four Motor Equipment Operators II (MEO II).
- Two MEO II’s are assigned from 7 AM to 3:30 PM from Monday to Friday to South Brookline. One MEO II drives the sweeper; the other moves the truck to haul away swept debris.
- One MEO II and the W/F are assigned to North Brookline from 11 PM to 7 AM Monday to Friday; one MEO II is assigned to North Brookline from 11 PM to 7 AM from Wednesday to Sunday. The W/F moves the truck; the two MEO II’s drive the sweepers. On Saturday and Sunday, the single MEO II who is on duty dumps the swept debris into a roll-off dumpster, which is picked up after the weekend.

- The four street sweepers have meters that show the number of hours each was in use during the year. Last year, the three Elgin Pelicans were in use for 1,076 hours, 860 hours, and 505 hours, respectively. The Elgin Eagle was in use for 212 hours. The four sweepers were, therefore, in use for a total of 2,653 hours over the most recent one year period according to data provided by DPW.
- Street sweeping does not occur during 13.5 weeks of the year, the “snow season.” In addition, the DPW reports that there are approximately 10 to 12 days (or 2.5 weeks) during the year when it is raining too heavily to sweep. This leaves approximately 36 weeks per year when sweeping can occur (52 minus 13.5 minus 2.5). Assuming that each sweeper’s engine is shut down for cleaning at the end of the shift, we would expect the sweepers to be in service between 7 and 7.5 hours per shift. This would equate to at least 3,780 hours of operation (7 hours x 5 days x 3 sweepers x 36 weeks).
- The discrepancy between the 2,653 actual sweeper hours and the expected 3,780 hours of sweeper operation has not been explained. The DPW has indicated that the disparity may be due to absence of a working foreman due to injury and to personnel being lower than budget due to a hiring freeze, but these factors have not been quantified.
- The employees assigned to street sweeping also perform other tasks, the value of which should be taken into account. For 13.5 weeks of the year, the 5 employees are assigned to drive snow plows during snow events. The DPW estimates that this saves the Town \$75,000 per year (5 contractors, 12 snow events per year, 10 hours per snow event, \$125 per hour). Outside contractors, of course, provide equipment in addition to the driver; the \$75,000 saving would have to be reduced by the equipment expenses attributable to plowing by Town employees.
- The street sweeping crew has other miscellaneous tasks, primarily litter assignments on the 10 to 12 days per year when heavy rains require street sweeping routes to be cancelled. Other duties include:
 - Pressure washing litter barrels – 140 barrels, estimated 6 to 12 times per year
 - Picking up litter – particularly after specific events
 - Putting up barricades as needed, as at accident scenes
 - Hand sweeping traffic calming corners that cannot be reached by sweepers – every two weeks or so on average
 - Hand sweeping and using small blowers around parked cars in reservations and parking lots where overnight parking is allowed – primarily the W/F
 - Pressure washing sidewalks in Coolidge Corner and Village areas – 1 to 2 times per year
 - Surveying street lights for “lights out” – when heavy rain precludes sweeping
 - Removing dead animals on streets
 - Responding to police calls for bags, trash barrels, barricades
 - Autumn leaf clean-up -- sweeping and blowing sidewalks in downtown areas and behind parked cars
 - Transporting leaves and debris to transfer station.
- The information and data provided to the Committee does not explain the total budget allocated to sweeping. The 13.5 week snow season would account for \$76,212 of personnel costs while the 2.5 weeks of rain days would account for an additional \$14,113 of personnel costs, or a total of \$90,325. The remaining budgeted personnel costs of \$204,000 plus the non-personnel costs of \$147,000 yield an hourly cost of approximately \$132 for each of the 2,653 hours of reported sweeper operation, not including OPEBs.

2.2.2.3 Contracting-out vs. In-house Services

- Based on the numbers currently available, there is a substantial disparity between the hours actually spent sweeping streets and the hours for which employees assigned to street sweeping are paid. There is also a substantial disparity between the hours actually spent sweeping streets and the potential hours of sweeping.
- Before considering contracting out street sweeping services, it will be necessary to determine how the other tasks performed by MEO II's (snow plowing, litter removal, power washing trash barrels and sidewalks, etc.) would be covered if street sweeping were privatized, whether by an in-house employee or by an outside contractor.
- Commissioner DeMaio expressed satisfaction with the current method for sweeping streets and believes the flexibility to deploy these staff to a wide variety of other jobs is important to the Town. He was less enthusiastic about contracting out these functions.

2.2.2.4 Service Delivery Quality and Flexibility

- Commissioner DeMaio is satisfied with the quality of in-house street sweeping and, in particular, with the ability to use the personnel to drive plows during snow events.
- Brookline has never contracted out street sweeping.
- Commissioner DeMaio believes that contracting out of all services would put the Town at the mercy of the contractor and may result in higher costs in "out" years.

2.2.2.5 Survey of Other Communities

Of the 20 communities that responded to Brookline's survey:

- 14 do street sweeping in-house with city or town employees.
- 4 (Boston, Melrose, Revere, Saugus) contract out street sweeping.
- 2 (Needham, Winchester) have a combination of in-house workers and contractors.

Of the six communities that use outside contractors,

- 4 (Boston, Needham, Saugus, Winchester) have a favorable view of their service.
- 2 (Melrose, Revere) are neutral about their service.

2.2.2.6 Recommendations – Privatization

- Commissioner DeMaio should develop two scenarios for consideration by the Town Administrator and Board of Selectmen.
 - First, he should solicit bids from private contractors who might be interested in the Town's street sweeping business, and simultaneously develop a plan for how he would handle the additional duties performed by this crew. He should detail the quantity of work and how many employees would be necessary to do this work.
 - Second, he should develop a plan for continuing to do this work directly but with at least one less employee, necessitating working more efficiently.

2.2.2.7 Recommendations -- Other

- The DPW Commissioner should work with Town budget staff to develop more accurate methods of maintaining records of the actual cost of various functions performed by the street sweeping crew.
- The DPW commissioner should carefully examine the productivity of the street sweeping function to determine if there are management improvements that should be made.

2.2.3 **Grounds Maintenance**

2.2.3.1 Overview

- DPW is responsible for the maintenance of 500 acres of green space, including:
 - Schools grounds (10)
 - Parks
 - Play areas
 - Street trees
 - Libraries (3)
 - Town Hall
 - Sanctuaries
 - Cemeteries (2)
 - Traffic circles
 - Fire Stations (4 of 5 have green space)
 - Police Station
- The Town budget for grounds maintenance work is approximately \$2.969 million for FY09, of which approximately \$2.4 million is in personnel costs. These figures do not include OPEBs for Town employees. DPW has 33 full-time and 10 seasonal (4.79 FTEs) assigned to grounds maintenance work.
- The crews are divided into three zones, plus a specialized horticulture and athletic field crew (each has an overlay zone). A separate three-person crew is assigned to maintain the cemeteries and a South Brookline zone that includes the Putterham, Horace James and Baker traffic circles, Putterham Library and the Newton Street Center strip.

2.2.3.2 Schools

- In FY08 DPW expanded its use of contracted services for grounds maintenance at the schools from 4 schools to all 10 schools.
- The contractor performs specified tasks and is required to provide a set amount of visits per month and to accomplish specified tasks during those visits.
- The contractor also is now responsible for leaf removal – a new part of the contract and one viewed as very helpful to DPW. It has allowed DPW to reallocate Town staff in the fall to other Town grounds for leaf pick-up and maintenance.
- The contractor also does spring clean-up and a clean-up before the opening of school each year.
- DPW staff is responsible for all litter and trash removal at the schools, as well as for the care of trees, benches, masonry, playground equipment, athletic fields, and signage at all schools.

- The base contract for schools maintenance is approximately \$86,400 and resulted in the elimination of 2 gardener/laborer positions.
- Contracting out the school ground maintenance has resulted in approximately \$44,400 in annual savings, of which \$19,000 was reallocated to maintain a portion of Skyline Park (the remaining dollars for Skyline Park maintenance were included as part of the override package).

2.2.3.3 Other Green Spaces, Athletic Fields and Parks

- Athletic fields are not contracted out but are maintained by DPW employees.
- The crew for each zone has a mix of skills so that they can fully care for the grounds in their area. The work is supervised by a General Foreman over all the zones and an Operations Manager within the Parks and Open Space Division of DPW.

2.2.3.4 Contracting-out vs. In-house Services

- DPW believes contracting works best where contracts can be very specific about requirements, for example how tall grass can grow before being mowed, number of visits per month per school. It is also important to conduct site visits to monitor the quality of work.
- DPW believes that in-house staffing provides the Town greater flexibility than contractors, including greater ability to deal with changing needs or problems due to weather conditions, use of athletic fields or other reasons. For example, a supervisor may see that a ball field needs new lines drawn and can utilize in-house staff to do this more quickly than a contractor would be able to. In addition, in the winter grounds crews regularly remove snow and ice from around parks, school grounds, and Town buildings.
- DPW may call in contracted crews for large projects as needed.
- There is a need for flexibility in caring for public lands while at the same time the possibility of generating short- and long- term savings by contracting out more routine or specific functions.
- The Committee endorses the concept that the Town benefits from a combination of in-house and contracted services. The combination helps meet Town needs in the most effective and efficient way and enables the Town to move its resources to the places that need them most.

2.2.3.5 Service Delivery Quality and Flexibility

- DPW believes that service quality between the in-house crews that formerly maintained school grounds, and the current contracted crews, is comparable. DPW also believes that contracting out for well-defined services has enabled DPW to better focus the work of the Town's own employees. DPW responded to a question about how they assess satisfaction by stating that the key is school principal feedback. They believe principals are satisfied with the way grounds are currently being maintained and have not seen a diminution of quality since the service was contracted out. In addition the sites are regularly inspected.
- The Committee also commends the department on the excellent job it does caring for public spaces.

- It was also recognized that there are instances where contracting out may result in poorer quality. Putterham Golf Course is an example of where contracting out did not work and the work was brought back in-house with better results.

2.2.3.6 Survey of Other Communities

Of the 20 communities that responded to Brookline's survey:

- 13 use a combination of contractors and in-house employees for grounds maintenance; 6 do it all in-house and 1 contracts for all services.
- All but one community reported a favorable view of their grounds-keeping services. That one community (one of the 13 using both contracted and in-house services) said it was "neutral."

2.2.3.7 Recommendations – Privatization

- We endorse the combination of in-house staff and contractors used by the Department and encourage the DPW to continue monitoring the balance between the two.
- The Town should continue contracting-out initiatives that have improved efficiency and lowered costs, including:
 - Maintenance of the Beacon Street Median
 - Weeding and pruning in specified areas
 - Fence work (currently with projected costs of \$100,000 per year)
- Grass cutting on all public areas would be a straight-forward place to contract out. It would be relatively straight-forward to develop specifications for an RFP for this service and to compare costs with (a) continuing to do it in-house or (b) combining it with some school maintenance contracts for even greater savings. This should be done expeditiously.

2.2.3.8 Recommendations – Other

- The Committee encourages the DPW to move forward with some of its initiatives to improve efficiency, including:
 - Adding another Department of Correction crew to work on the Emerald Necklace (supervision from 8 a.m. – 2 p.m. must be carefully considered and cost estimates developed first)
 - Instituting a parks recyclables program
 - Working with school principals to reduce litter on school grounds
 - Exploring expansion of the Adopt-A-Space program

2.2.4 Forestry

2.2.4.1 Overview

- Forestry functions include preserving and maintaining over 50,000 shade trees along public ways, parks, school grounds, cemeteries, and all other public grounds.
- Forestry services have 3 FTEs and a FY09 budget of approximately \$507,000. These figures do not include OPEBs for Town employees.

- This program uses a hybrid of both in-house and contracted staff. Contracted crews perform most big removals as they have heavy equipment for the task. In-house crews do most routine work, the most delicate tasks, and also respond to 24-hour emergencies.

2.2.4.1 Contracting-out vs. In-house Services

- DPW has used a mix of in-house employees and outside contractors for many years with varying degrees of success. Currently contractors help with big tree removals and during the pruning cycle. The Town calls them in whenever heavy equipment, like a crane/log loader, is needed. In addition, the Town will call in contractors for additional help during an emergency, or if extra help is needed.
- In the past, tree planting was contracted out and the contract amounts increased annually; DPW, however, was dissatisfied with the quality of the work and brought the work back in-house.
- In-house staff also handles such tasks as vine removal on the high school, Christmas tree collection and chipping, and park pruning.
- In-house staff can more quickly respond to situations such as the need for additional spraying (Hemlock Woolly Adelgid or Winter Moth would be examples), treating catch basins, and responding to bee and hornet nest situations. They also handle all watering, which, according to DPW staff, can cause staff to fall behind on special pruning.
- DPW managers advocate for the need to have both in-house and contracted capabilities as they do now.

2.2.4.2 Service Delivery Quality and Flexibility

- DPW believes that in-house staff takes greater pride in their work with tree planting and pruning than has historically been the case with contractors.
- In-house staff provides the Town with greater flexibility to handle spraying, ornamental pruning, hand climbing, treating catch basins, and emergency situations.
- Using contractors for their heavy equipment and for specialized services makes sense and saves the Town the cost of purchasing and maintaining this equipment. The ability to use contractors to back-up Town employees and to augment their work is effective and results in good service delivery, as well as flexibility.

2.2.4.3 Survey of Other Communities

Of the 19 communities that responded to this question in Brookline's survey:

- 11 perform these functions using in-house public employees, 7 have a mix of contracted and in-house services, and 1 community contracts everything out.
- Only 10 communities responded to the question about their view of these services and 9 of those had a "favorable" view while one (which uses both in-house and contracted services) was "neutral." The 9 communities with "favorable" experiences included 2 that use exclusively in-house employees, 6 that use both public and contracted services, and the one community that contracts out all forestry work.

2.2.4.4 Recommendations – Privatization

- The Town should maintain forestry services in-house but continue to use contractors as needed.
- The Town should examine the possibility of contracting out watering and weeding and pruning in specified areas.

2.2.5. **Catch Basin Cleaning**

2.2.5.1 Overview

- Catch basin cleaning is an 8-month per year operation to remove sediments from all Town catch basins. Brookline is under an EPA consent decree that dictates how often catch basins must be cleaned.
- There are 2,350 catch basins that require annual cleaning and 1,014 arterial basins that should be cleaned twice a year. It is common for most cities and towns to have difficulty meeting the EPA standard.
- Catch basin cleaning costs the Town approximately \$109,000 and there is a 0.77 FTE assigned to this task.
- If the Town elects to solicit private bids for this service, the bid would need to have the EPA requirements in the bid.

2.2.5.2 Contracting-out vs. In-house Services

- This service is performed entirely by Town employees.

2.2.5.3 Service Delivery Quality and Flexibility

- The primary issue is that the Town, like most cities and towns, has difficulty meeting EPA standards.

2.2.5.4 Survey of Other Communities

- Catch basin cleaning was not included in the survey of other communities.

2.2.5.5 Recommendations

- The Town should not consider privatizing this service. It is a fairly low cost task. The Town should be prepared to devote slightly more resources to this task should that be required by the EPA in the future.

2.2.6 Fleet Maintenance

2.2.6.1 Overview

- The Town has three separate fleet maintenance facilities: DPW, Water & Sewer, and Fire Department. These facilities are staffed by a budgeted 16 FTEs of which 12 are equipment mechanics. The total Town FY09 budget for maintenance is \$1,969,991 including fringe benefits, but not including pension costs or OPEBs.
- The DPW maintenance facility with 8 budgeted mechanics (including working foremen) and 4 support/supervisory personnel services 283 pieces of equipment including cars, vans, pick-ups, large trucks, tractors, street sweepers, and a variety of special use motorized equipment. The main facility operates two work shifts and provides emergency road service during normal shifts and snowstorms. Specialty services including transmission and engine repairs, large tire mounting, and collision repairs are outsourced and included in the budget figures above. Small engine equipment for park and forestry work is serviced off-site at Larz Anderson Park by DPW mechanics.
- The Water and Sewer facility maintains 33 pieces of equipment some of which is unique to water and sewer work at a separate facility with two mechanics (one of whom is a working foreman).
- The Fire Department maintains 29 vehicles including 12 fire trucks with two mechanics (one of whom is a foreman) at their own facility.
- The exact numbers for pieces of equipment are subject to some variation, depending on the number of smaller pieces of equipment included in the counts.
- The cost per piece of equipment maintained varies widely between the three facilities with the DPW being the lowest at \$5,120, Water and Sewer next at \$7,303 and Fire being the highest at \$9,653. The Water and Sewer Department and Fire Department argue that the complexity of the equipment maintained by each facility may explain some of this variation. Critical mass is also a factor since a minimum of two mechanics per facility is deemed necessary for safety reasons. Therefore the two smaller facilities, both with two mechanics each, maintain proportionately fewer pieces of equipment.

2.2.6.2 Contracting-out vs. In-house Services

- The Town has received and is reviewing an unsolicited proposal from the Penske Company to perform all the maintenance tasks presently done by the Town's three facilities at the present DPW facility.
- Penske estimates that all maintenance tasks can be done by five mechanics and one supervisor who would be selected from existing Town employees.
- Penske will rent the Town's DPW facility for \$1 per year.
- Outsourced specialty services will be billed at Penske invoiced costs. Parts and supplies such as tires and lubricants will be billed at Penske's burdened cost plus 20%.
- The Penske proposal projects an annual cost of the maintenance function to be \$1,049,846. This does not include the Town's cost of the Fleet Supervisor and a Welder not included in the Penske proposal which would add \$180,000 annually. Therefore, the Penske proposal is \$740,000 less than the current FY '09 budget (even without accounting for pension costs and OPEBs).
- The Penske proposal needs further refinement. In particular, Penske's ability to use 5 mechanics to perform the tasks presently done by 12 Town mechanics is open to

question. The present proposal does not specify the amount of outsourced repairs which could increase significantly if 5 mechanics turn out to be insufficient.

- Preliminary research by this Committee using industry standards for maintenance requirements of equipment of varying sizes and complexity indicates that a reasonable number of mechanics is likely to be halfway between 5 and 12 mechanics. Increasing the number of mechanics to 8.5 would reduce the advantage of outsourcing by \$230,000.
- The DPW has done its own analysis using industry standards and concluded that a reasonable number of mechanics is 10.8.
- The difference between the Committee's figures and DPW's is based on the assumption of the amount of the work done in-house. The DPW used a figure based on industry-wide assumptions; the Committee used a figure based on Brookline's budgets for contracting out vs. in-house work.
- There is also a question as to whether the cost of parts and supplies would increase under the Penske proposal which would charge purchased materials at Penske's burdened expense plus 20%. Penske's numbers have not been validated.

2.2.6.3 Service delivery quality and flexibility

- Any outside contractor will need to provide a reasonable assurance that it will have the technical capabilities to service the more complex equipment of the Water & Sewer department and the Fire Department. There are specific skill sets required for particular types of Town equipment.
- For example, the Fire Department mechanics have particular expertise for fire truck apparatus such as ladders, pumps and so on. In addition, the Fire Department mechanics service the emergency breathing apparatus used by Fire Fighters.
- The Fire Department is particularly concerned over the availability of repair services during nighttime and weekend emergencies. Currently Fire Department mechanics respond to multiple alarm fires of which there were two last year. Both mechanics are assigned a take-home Town vehicle to enable them to respond to emergencies.
- The Fire Department also notes that all removable equipment would have to be off-loaded when any truck leaves the Department's control, and then reloaded when the truck is returned.
- The DPW requires extra maintenance during snowstorms which is performed at overtime rates.

2.2.6.4 Survey of Other Communities

- Locally, the City of Chelsea employs Penske for the maintenance of their fleet.
- Nationally, a number of municipalities outsource their maintenance, including the Sheriff's Department of Los Angeles County.

2.2.6.5 Recommendations – Privatization

- The potential for cost saving between \$500,000 and \$740,000 per year through outsourcing of fleet maintenance is large enough to merit a full investigation starting with a request for firm quotes from several suppliers as required by law.
- An initial investigation of the Penske bid has posed several important questions which will need to be resolved by tailoring the request for proposals from all bidders in order to ensure that all bids are "all in" and comparable. In particular, there should be a detailed

listing of every piece of equipment covered by the contract, specification of services provided, a specified maximum percentage of work subcontracted to outside vendors resulting in incremental cost to the Town, specification of the manner in which parts and supplies will be billed, and identification of any contingencies that could increase the bid price.

- A maintenance contract would also have to be evaluated to determine whether it assured acceptable response times during emergencies such as snowstorms and multiple alarm fires.

2.2.6.6 Recommendations – Other

- If Fleet Maintenance is not contracted out, the Town must ensure that its costs are justified. For example, both the Committee's and the DPW's analyses of industry maintenance standards suggest that the number of mechanics could be reduced.
- The supervisors of both the Water & Sewer and the Fire Department facilities have stated that the equipment they maintain is more complex which justifies their higher maintenance costs. Although there is a difference in complexity, the entire disparity does not appear to be supported by industry standards for maintenance requirements of equipment of varying sizes and complexity, particularly where, for example, the Fire Department subcontracts out major maintenance work on its large fire trucks.
- At least some of the disparity in costs is likely due to the use of three separate maintenance facilities. The Town should give careful consideration to consolidating one or more of its three maintenance facilities. Currently the DPW services 35 vehicles per working mechanic whereas Water & Sewer services 16 vehicles, and Fire only 15 vehicles per mechanic. There is a difference in vehicle complexity, but also both smaller facilities require a minimum of two mechanics for safety reasons to service a smaller number of vehicles. Consolidation could allow a more optimal ratio of vehicles per mechanic and reduce overhead and supervisory costs.

2.3 **BUILDING DEPARTMENT**

2.3.1 **Custodial Services**

2.3.1.1 Overview

- The Town employs approximately 15 FTEs to clean Town Hall, the Health and Public Safety buildings, the Senior Center, libraries, and recreation facilities. The budgeted amount for custodial services is approximately \$885,000 for FY09. This figure does not include OPEBs for Town employees.
- The Town uses a mix of in-house staff and contracted staff and with the move back to Town Hall more house-workers will be hired, working less than 19 hours/week, and contracted services will be reduced. Managers feel that this is more cost-effective and also results in higher quality work and more ownership/pride in keeping the buildings clean.
- Contracted cleaners are primarily used for heavy duty and night cleaning.

2.3.1.2 Contracting-out vs. In-house Services

- Town management personnel meet with the contracted cleaning company monthly to address performance concerns. They believe a mix of staff and contracted cleaning works best for the Town. They stated that there have been performance concerns about contracted staff necessitating additional meetings to address issues.

2.3.1.3 Service Delivery Quality and Flexibility

- The combination of in-house staff and contracted staff gives the Town the flexibility to augment routine cleaning with the capacity to do heavier, less routine work and to supplement staff where there may be shortages or vacancies.
- Managers also indicate that a combination provides a healthy competitive balance.

2.3.1.4 Survey of Other Communities

Of the 20 communities that responded to Brookline's survey:

- 15 indicated that they used only in-house staff for custodial jobs (both school and non-school buildings) while 5 indicated they used both in-house staff and contractors.
- 7 communities responded to the question about their opinion of custodial services. Of the 5 that used both in-house staff and contractors, 3 were "favorable" and two were "neutral." Of the 2 respondents that used only in-house staff, 1 was "favorable" and 1 was "not favorable."

2.3.1.5 Recommendations

- We see no compelling reason to change the way custodial services are provided.
- We endorse the continued use of employees working 19 hours per week.

2.4 POLICE DEPARTMENT

2.4.1 Parking Meter Collections

2.4.1.1 Overview

- This unit of the Police Department consists of two Officers and 0.6 of a clerical FTE with a budget of approximately \$234,000 (not including OPEBs) handling \$2.5 million of coins collected from 2,400 parking meters. The Officers also serve as crossing guards for one hour each school day. They collect coins at the street meters and bring them back to Police Headquarters to be counted and turned over to the parking ticket administrators for deposit.
- Parking meters are maintained by the DPW.
- Over the past few years, the Department has tried to encourage acceptance of a dedicated card (like the Charlie Card) that can be recharged at the Public Safety Building and used in existing meters instead of coins. It would reduce the time spent collecting and counting coins. The program has not reached the masses the Town had expected, perhaps because of the inconvenience of having only one machine located in one location at which the cards can be recharged.

- A better approach, which the Police Chief favors, is to continue the installation of multi-space meters that take ordinary credit cards and dollar bills and cover 8-10 parking spaces. These meters are presently being used in the municipal lots at Kent St. / Webster St. and Babcock St. / John St. The new meters cost \$15K but replace 8-10 old meters that require more maintenance and have more down time. The multi-space meters, unlike the old meters, also send a radio signal identifying the need for service and can be centrally programmed to charge different rates on different days or different times of the day. They are expected to increase revenues and to reduce maintenance expenses.

2.4.1.2 Contracting-out vs. In-house Services

- While there has been some indication that a contractor is interested in bidding on this work, initial discussions point to their costs being greater than the current in-house costs. Furthermore, the Chief would have problems letting civilians whom he had not hired into sensitive areas of the Police Headquarters, where they might come into contact with prisoners or overhear confidential discussions about cases. This problem could be resolved by having a contractor conduct the entire operation outside of the Police Headquarters, as they do in other communities, but this would raise issues of whether employees handling large amounts of money for the Town were being adequately supervised.
- The Chief was asked whether it would be possible to substitute civilian Town employees for the two Officers doing meter collections, with a potential savings of \$62,000 - \$72,000 annually, and he replied that it was possible but would be subject to collective bargaining.

2.4.1.3 Service Delivery Quality

- The Police Chief was happy with the quality of the service rendered by the present parking meter collections unit.
- To improve meter collections and reduce expense he would recommend further installation of multi-space meters as noted above.

2.4.1.4 Survey of Other Communities

- A survey of 20 Greater Boston communities showed that only one had contracted out parking meter collections and the results were unfavorable.

2.4.1.5 Recommendations – Privatization

- We do not recommend that parking meter collections be privatized.
- We do, however, recommend that the two Officers in this unit be replaced with less expensive civilian employees screened and hired by the Police Chief when permitted by collective bargaining and that the two Officers be reassigned to perform other police duties, thereby reducing the number of sworn Officers by two.

2.4.1.6 Recommendations – Other

- We support the Chief's recommendation that the Town continue to replace existing parking meters with multi-space meters in order to enhance revenues and reduce expenses.
- During the period the Town continues to use parking meter cards, it should develop additional avenues for selling parking meter cards at locations throughout Brookline.
- In FY10 and FY11 the Town should review whether or not the use of multi-space meters will enable the Town to reduce the number of FTEs assigned to parking meter collections.

2.4.2 **Parking Ticket Administration**

2.4.2.1 Overview

- The budget for parking ticket administration by the Police Department is approximately \$239,000 (not including OPEBs), covering 3.15 civilian FTEs who process 160,000 parking tickets per year and collect \$4.5 million annually. This represents an overall collection rate of 85.4%.
- Approximately one-third of the parking ticket revenues come from meter violations, approximately one-third from violations of the overnight parking ban, approximately 15% from violations of the two-hour limit, and the balance from a variety of other violations.
- Approximately half of the tickets are written by Police Officers and half by Parking Control Officers. Police Officers enforce the two-hour limit in their assigned areas, 13 (9 full-time, 4 part-time) Parking Control Officers concentrate on parking meters and also serve as school crossing guards, and the Department recently hired two part time employees to enforce the two-hour limit. Parking Control Officers were recently given authority to write tickets for two-hour violations, which has resulted in an increase in revenues.
- The Town collects about 90% of the fines owed by Massachusetts residents (license and registration renewals can be suspended for unpaid fines) but only 65% of the fines owed by non-residents (primarily students). The police tow vehicles if more than 7 tickets are overdue (5 tickets in the case of non-residents).
- Parking violations and policies are the biggest source of complaints handled by the Police Department. Most complaints seek more vigorous enforcement of the two-hour limit. There has been an increase in appeals of two-hour violations since enforcement of this rule picked up. Last year there were 6,000 hearings on traffic and parking tickets issued by the Police Department.

2.4.2.2 Contracting-out vs. In-house Service

- A private contractor submitted an unsolicited bid to take over Brookline parking ticket administration at a cost of \$1.75 per ticket, estimated at \$380,000 per year, including the costs of furnishing hand-held devices for writing tickets to significantly reduce manual entry of tickets. When compared to current costs, this is \$141,000 more. However, the contractor claims to be able to increase revenues by approximately \$400,000 by

increasing the collection rate to 93.5%. If the higher collection rate were in fact realized, there would be an increase of net revenues in excess of \$250,000 per year.

- Hand-held devices were tried in the late-1990s, but the devices did not work properly and the project was abandoned. It is reasonable to assume that the reliability of hand-held devices has significantly improved over the past decade. The use of hand-held devices when tickets are written would reduce the data entry that is now required with hand-written tickets.
- Other companies have also recently contacted the Town about bidding on this work.

2.4.2.3 Service Delivery Quality

- The Police Chief is satisfied with the productivity and quality of the services now rendered by the division. In addition to administration of parking tickets, the staff is an important interface with citizens aggrieved by traffic or parking violations, and they also process a large volume of mail received at Police Headquarters, process payments, and deal with hearings.
- However to improve the productivity of the division he would recommend that
 - More tickets be written for two-hour violations in order to increase revenues and reduce complaints; and
 - The Department should resume the use of hand-held ticketing devices to reduce paperwork.

2.4.2.4 Survey of Other Communities

- A survey of 20 Greater Boston communities indicated that 8 had contracted out all of parking ticket administration and 2 had contracted out part of the operation.
- Seven of these 10 reported that the results of contracting out were favorable, 2 were neutral on the topic, and one did not evaluate the service.

2.4.2.5 Recommendations – Privatization

- We recommend that the Town solicit proposals on the privatization of parking ticket administration to see if this would substantially increase the net revenues from this operation.
- Consideration should also be given to whether privatization could have the negative effect of increasing ticketing complaints or require extra supervision expense if the contractor were not able to handle inquiries and complaints in the same professional manner as the present staff.
- It is not clear that the higher collection rates touted by private contractors could be realized in Brookline, given the large number of students and other out-of-state plates. The Committee therefore recommends that the RFP specifications request proposals that include collection guarantees and/or profit-sharing incentive arrangements, so that the Town is protected if the contractor does not increase collections as claimed.
- Concurrently with soliciting proposals, the Town should explore ways to increase the collection rate and to reduce costs without privatization. For example, we recommend reviewing and reducing the number of tickets that must be overdue before cars are towed, whether they have in-state or out-of-state plates. We also support the Chief's recommendation that the Town acquire hand-held ticketing devices to increase efficiency

and reduce paperwork. The EIC believes the use of hand-held devices should result in the reduction of at least 1 FTE (at savings in excess of \$50,000) in this function.

- We urge the Town to move quickly to develop an RFP and to solicit bids, and to simultaneously cost out the Chief's efficiency proposals so that if this function isn't contracted out, steps can be quickly taken to increase collections and to reduce costs.

2.4.2.6 Recommendations – Other

- The Committee supports the Chief's goal of writing more tickets.
- We encourage the Chief to analyze additional ways to further improve the collection rate.
- We recommend reviewing the number of unpaid tickets before a car is towed and consider lowering it for both out-of-state and in-state plates.
- We urge the Chief to further investigate the use of hand-held ticketing devices and other technological changes (e.g., dedicated parking control vehicles) to improve efficiencies.

2.5 SCHOOL DEPARTMENT

2.5.1 School Lunch Program

2.5.1.1 Overview - Budget

- The School Department's food service budget for FY08 was approximately \$1.655 million and for FY09 is approximately \$1.672 million.
- The food services budget includes 28.10 FTE employees. Every employee (with one exception by choice of the employee) is scheduled to work 4 or more hours per day, or 20 or more hours per week, and thus is eligible for pensions and health benefits.
- The line item for the food services budget does not include fringe benefits.
- In addition, the food services budget does not include OPEBs. The "normal cost" of OPEBs for 27.10 employees is approximately \$146,000.
- In FY08, the school lunch program reported a loss of \$145,000, on revenues of \$1,451,448 and expenses of \$1,596,828. The Schools paid for this operating loss out of other School funds, a practice the Schools began in FY05.
- While the FY08 line item expenses were approximately \$60,000 below budget, they did not, as noted above, include employee fringe benefits (which are paid out of other school accounts), nor did they include OPEBs (which are not accounted for at all).
- With the inclusion of employee fringe benefits and OPEBs, the actual operating loss for FY08 of the school lunch program was in excess of \$500,000.

2.5.1.2 Overview – Impact on Town Budget

- Although the school lunch program is a School Department budget item under the School Committee's control, it does impact the Town budget.
- The school lunch program's year-end negative fund balance reduces the Town's "free cash," thereby sapping funds that could otherwise be used to fund Town or School capital programs. Accumulated deficits from prior years are reported in Fund Account SE25 (School Lunch). Because of deficits from prior years, the year-end negative fund balance

was \$630,000 at the end of FY01. The Schools have used other School funds to reduce that negative fund balance over time, so that it was \$275,000 at the end of FY08. That negative fund balance at the end of the fiscal year will reduce the Town's "free cash" that can be used for capital projects in FY10 by an equivalent amount.

- In addition, although not creating an immediate budget impact because they are not being funded, OPEBs will inevitably have to be paid and will reduce the amounts available for Town and School operations in the future.

2.5.1.3 Overview – Program

- The School Committee raised prices in FY09 in order to recover some costs and to reduce losses. It should be recognized, however, that the total cost of the program includes fringe benefits that reduce amounts available for other School programs. In addition, the real cost of the program includes OPEBs that will reduce the amount available for School programs in the future.
- The School Committee realizes that additional measures must be taken to bring the school lunch budget under control, and agrees it must look at the costs and benefits of contracting out some aspects of the food service program and better managing labor costs.
- Fringe benefits and OPEB costs should be included in any calculation of the relative pros and cons of contracting out services.
- In recent years, schools have moved to provide "healthier" lunches using more fresh products, whole grains, fruits and vegetables. Schools are also preparing more meals on-site at schools as opposed to buying already prepared foods. These foods tend to cost more, as does on-site food preparation.
- The days the most meals are purchased by students, however, are days when pizza is served, or on special days like those to commemorate the Red Sox successful season and hot dogs and ice cream are sold.
- District-wide participation has hovered between 33% and 35% between FY06 to FY09 year-to-date.

2.5.1.4 Recommendations

- Since FY04 the Schools have covered annual operating deficits in the school lunch program out of other School funds and used other School funds to reduce the accumulated negative fund balance from prior years in Fund SE25 to its current level of \$275,000. Those fiscally responsible practices should continue, with the goal of eliminating the negative fund balance so that those amounts can be used for capital projects.
- The delivery of school lunches should be reviewed so that there is no annual operating deficit, including fringe benefits, that saps other School funds.
- In reviewing the school lunch program, the Schools should account for the cost of fringe benefits as well as the cost of OPEBs (which will have to be paid in the future).
- Improving the financial picture of the school lunch program is inextricably linked to producing a product that consumers (students in this case) want to buy. The laudable attempts to use fresher products and produce lunches on-site at the schools has also apparently resulted in giving students lunches that approximately 2/3 of the students do not buy, thereby reducing participation rates and increasing operating losses, especially in

some elementary schools. There must be a way to both make the food appealing and nutritious.

- In developing recommendations for the school lunch program, the School Committee should do the following:
 - Survey other communities to glean ideas about cost-saving strategies
 - Survey parents and students about their views of the school lunch program
 - Develop a plan to decrease employee costs, including greater use of 19-hour employees (who would not receive benefits or pensions), contracting out services and decreasing the overall number of employees in this program area
 - Create an RFI or RFP that contract companies can respond to in order to compare costs and quality and then make a reasoned decision about whether it makes sense to use a contractor, to continue having school lunch program staff, or to use a combination of both.

2.5.2 School Custodians

2.5.2.1 Overview – Budget

- The School building services budget is approximately \$3.4 million for FY09. This includes more than \$2.5 million for 41.33 FTEs, which does not include other OPEB expenses that will ultimately have to be paid, reducing funds for Town and School services in the future. The current budget does reflect a decrease of 3 FTEs from FY08 and an increase of approximately \$50,000 in contracted services at the elementary schools, bringing the total contracted services level to \$395,000 (elementary schools and high school).

2.5.2.2 Overview – Program

- Each school building has a senior custodian who typically works the first shift. The senior custodian works closely with the school's principal and also supervises contracted staff.
- School custodians generally do not rotate between buildings because the relationship between the custodian, principal, administrators and teachers in each school is the key to maintaining a building at a high standard.
- Feedback from principals is an important factor in assessing custodial performance.
- The School Department supports having a mix of contracted and staff custodians and feels that the "creative tension" usually works well. In addition, contracted staff performs some of the heavier cleaning jobs -- like stripping and waxing floors -- that need to be done during the year, while the staff custodians do all daily cleaning.
- Contracted work has drawn "mixed reviews" in the past that have been dealt with by contract managers.
- Concerns have been raised about the need to ensure that all contracted staff has been CORI-checked prior to being assigned to school buildings.
- Schools need a more extensive custodial staffing model than other public buildings because of the daily wear and tear by children and adolescents.

2.5.2.3 Recommendations

- We recommend no change in the current way that school custodial services operate but the School Department should continue to keep on top of this issue.
- Specifically, the School Department should include all costs, including all fringe benefits and OPEBs, in evaluating the relative costs and benefits of outside contractors as opposed to in-house employees.

CHAPTER 3. PUBLIC SAFETY RECOMMENDATIONS

3.1 INTRODUCTION

The Public Safety Subcommittee had the responsibility of addressing two Town departments that are properly viewed as critical to the welfare of the Town's residents: the Police Department and the Fire Department.

The men and women employed in both departments hold a unique distinction among Town employees. They have voluntarily undertaken professions where they put their health and their lives at risk to ensure the safety of others. Any discussion of "essential" Town services rightly begins with these two departments.

These departments, also, interface with citizens under emotionally charged and stressful situations, whether the citizens are involved in domestic disturbances, are victims of other crimes, or are affected by a medical emergency, accident or fire. The training, professionalism, courage and judgment of the men and women in these departments are called upon on a daily basis.

Despite the critical position of the Police and Fire Departments, the EIC was charged with examining all areas of the Town budget for potential efficiencies. We found that the amount that the Town is investing in each department is substantially greater than is the case in the Town's peer suburban communities. For example, various studies have concluded that the Town's per capita police costs are approximately 45% greater than variously defined groups of peer communities, while the Town's per capita fire costs are between 27% and 37% greater than other suburban communities, depending on the group chosen. (See Sections 3.2.1.3, 3.3.1.2 below.)

In all of its work, the EIC has rejected the idea of standardized across-the-board cuts in response to financial shortfalls. Stated otherwise, the Committee would not recommend that all departments cut their budgets by 5% if there were a 5% deficit. Rather, the Committee has sought to go behind the numbers, looking at the specifics of costs and service delivery.

For example, despite the fact that the Town's per capita police costs exceed peer community costs by a greater margin than its fire fighting costs, the Committee has recommended larger reductions in the Fire Department. This is because Brookline's proximity to Boston affects policing needs in a way that is not true of fire suppression. That proximity drives crime rates in Brookline, manifested by such data as the high number of crimes (and particularly crimes of violence) in Brookline as opposed to its suburban counterparts, and by the fact that more Boston residents than Brookline residents are arrested for committing crimes in Brookline. (See Sections 3.2.1.1, 3.2.1.3 below.)

Conversely, there is no evidence of a similar "Boston Effect" with respect to fire fighting requirements. In fact, the data indicates that reductions in the minimum manning or in the per capita amounts spent on fire fighting (within the limits reflected by neighboring communities) do not have a demonstrable impact on outcomes such as the number of multiple alarm fires, deaths and injuries from fires, or ratings for insurance purposes. The Committee has not recommended a change in the 4-per-truck manning requirement at this time, though continued financial shortfalls may necessitate consideration of additional reductions in all departments the future.

The Committee has recommended that the Fire Department budget be reduced by the equivalent of 20 fire fighters, with the precise method of accomplishing that within the judgment of the Chief.

Ultimately, the precise reductions within Town and School departments will be the result of the political process. While it is almost always true that "more is better" in terms of investment in police, fire and other services, the data indicate that savings do not inevitably result in significant, measurable adverse effects. The Committee's role was to gather information and to make recommendations, with the ultimate decisions in the hands of the political process.

3.2 POLICE DEPARTMENT

3.2.1 Police Department Staffing

3.2.1.1 Overview

- The Police Department budget of \$14.8 million covers 179 FTEs, including the Chief and Superintendent, 138 uniformed officers, 16 civilian dispatchers, 11.5 parking control officers who also serve as crossing guards, 9 civilian administrators and 2.2 park security officers. Over the past decade, four additional police officers were added to the force as a result of a federal COPS grant (a three-year grant that the Town then absorbed). In addition, due to combining and civilianizing dispatch operations, the equivalent of 6 police officers were put back onto the street.
- Over the past 10 years the total recorded number of crimes in Brookline has leveled off at about 1,200-1,300 per year, after starting at about 1,700 per year. In 2007 there were no homicides, 151 violent crimes (rape, robbery, and aggravated assault), 167 burglaries, 40 auto thefts, and 939 larcenies (of which about 300 were from autos). (Appendix 3A)
- Brookline is surrounded on three sides by Boston where the crime rates are substantially higher. Total property crimes in Boston during 2007 were 5 times the Brookline figure and violent crimes were 6 times the Brookline figure, with many of the Boston crimes occurring within one mile of Brookline's borders in Allston, Brighton, the Fenway, the South End, Roxbury, Mission Hill and Jamaica Plain. Crime rates in West Roxbury were somewhat higher than in Brookline. Crime rates in Newton, the other abutting community, were substantially below Brookline's, particularly for violent crimes. (Appendix 3A)
- Approximately 75% of the arrests made by Brookline police involve persons who do not live in Brookline. More Boston residents than Brookline residents were arrested in both 2007 and 2008. One-third of arrests in Brookline were of Boston residents in 2007, and 28% in 2008. (Appendix 3B)
- Police officers are assigned for long periods to patrol certain sectors of Brookline so that they become familiar with their sector. More officers are assigned to sectors which border high crime areas of Boston.
- The Brookline and Boston police work together on a daily basis and share resources and intelligence. Brookline, Boston and Newton police are allowed to pursue criminals within 500 yards of each other's borders.
- Police cadets for Brookline are trained at a state-run facility, and the Town pays for their salaries and clothing while they are in training, a total of about \$25,000 per cadet.

3.2.1.2 Service Delivery Quality

- The Police Chief is proud that Brookline has been able to maintain relatively low crime rates compared to most of the Boston police districts that it borders, particularly with respect to violent crimes and burglaries of dwellings or businesses. He attributes this success to the training, professionalism and staffing levels of the Brookline police. Due to its location, Brookline is a potentially high crime area and requires greater police presence than other suburban communities.
- Brookline has a high volume of traffic passing through it to various Boston locations, and Boston-bound commuters looking for parking places in Brookline are a continual problem. The Police Department receives more complaints about traffic and parking problems than any other matter. As a result, Brookline has relatively more officers in its Traffic Division than other neighboring communities. It also has more Community Service programs. It pays a great deal of attention to racial profiling in its detentions and to diversity in its hiring practices. If the Department were able to add officers, the Chief would prefer to put them into Traffic, Detectives and the Last-Half platoon [the overnight shift].
- Brookline does its own criminal investigations, fingerprinting and other CID work instead of waiting for the State Police to perform these tasks, as do many other municipalities. As a result, Brookline is able to complete investigations and apprehend criminals more quickly.

3.2.1.3 Surveys of Other Communities

A variety of analyses have measured Brookline's police expenditures relative to other communities. The analyses differ slightly due to different data sources and budget years, but the bottom line is clear: Brookline's investment in police coverage is greater than that of most suburban communities, but significantly less than that of Boston:

- A recent comparison of 14 communities in the Greater Boston area, including Boston itself, indicates that Brookline ranks third in number of uniformed officers per 1000 population (2.5 officers), slightly behind Braintree (2.7 officers) and substantially behind Boston (3.8). (Appendix 3C).
- Of the 14 communities, Brookline ranks fifth in number of officers per square mile (20.3 officers), behind Malden (21.7), Somerville (31.1) and Cambridge (39.3) and less than one-half the coverage of Boston (46.15 officers per square mile). (Appendix 3C)
- The Override Study Committee in January 2008 using 2006 data showed Brookline ranked second in police cost per capita in a group of 9 communities that included Boston and Cambridge. Brookline's per capita cost of \$236 was 45% higher than the average per capita cost of \$163 if Boston is excluded from the computation of peer communities. However, Boston's cost of \$415 per capita was 75% higher than Brookline's per capita cost. (OSC Report, p. III-8)¹⁰
- Brookline's per capita cost of \$236 as reported by the OSC fell between Boston's per capita cost of \$415 and Newton's of \$168. (OSC Report, p. III-8).

¹⁰ The OSC Report may be found at http://www.brooklinema.gov/index.php?option=com_content&view=article&id=584&Itemid=911

- A recent Newton benchmarking study (Newton Report) that excluded Boston and Cambridge showed similar results using 2007 data. Brookline ranked first out of 9 core benchmarking communities in police cost per capita (\$239 vs. an average of \$164, or 45% more) and first in uniformed police personnel per 1,000 citizens (2.5 uniformed police officers per 1,000 citizens versus an average of 1.8/1,000 for the core benchmarking communities, or, conversely, 394 citizens per uniformed police employee versus an average of 562). (Newton Report, Table 9, p. 38 and Table 10, p. 39)¹¹
- The Brookline Police Department budget is 13% of the Town budget, ranking Brookline first of 9 core benchmark communities surveyed in the Newton study. The Newton Police Department budget was 10.9% of the city's budget. The average of all 9 communities studied, including Brookline, was 10.4%. (Newton Report, Table 9, p. 38)

Brookline's crime rates (including particularly violent crime rates) are substantially higher than those of other west suburban communities, but significantly less than Boston crime rates:

- The Newton survey, using 2005 data, and excluding Boston and Cambridge, ranked Brookline third in crimes per capita (2.3/100), behind Framingham (2.7/100) and Natick (2.6/100). Crime rates in Framingham and Natick were boosted primarily by property crimes, while the violent crime rate in Brookline (rapes, robberies, and aggravated assaults) exceeded the rates in Framingham and Natick. (Newton Report, Table 11, p. 40)
- Brookline adjoins two other municipalities, Boston and Newton. Both the crime rate and the police coverage in Brookline fall between levels in those two communities. In 2007, Brookline had 2.4 crimes per 100 persons; the Boston police districts abutting Brookline had rates of between 2.7 and 7.7 per 100 persons; Newton had a rate of 1.6 per 100 persons. (Appendix 3A)
- Significantly, Newton had only 78 violent crimes (murder, rape, robbery, aggravated assault) in 2007, as opposed to 151 in Brookline. Newton's violent crime rate (0.9 per thousand) was about one-third of Brookline's (2.8 per thousand). (Appendix 3A)

Brookline's level of officers assigned to patrols is in accord with levels in the most similar police district in Boston:

- On day shifts, the number of officers assigned to patrols in Brookline falls within in the ranges of officers deployed in neighboring Boston police districts. (Appendix 3A) In comparison to West Roxbury in particular (the Boston police district most like Brookline in population, geographical size and crime rate), Brookline's day shift minimum complement is slightly larger and its maximum complement somewhat smaller.
- With respect to First-Half (evening) patrols, Brookline's manning is at the low end of the range of manning in neighboring Boston districts.
- With respect to Last-Half (overnight) patrols, Brookline manning is in the middle of the range of neighboring Boston districts. Brookline assigns a few more officers than are assigned in West Roxbury.
- The Boston numbers in Appendix 3A, it should be noted, understate the available police presence in each district, since they do not include district drug units, nor do they include specialized citywide units that can be deployed in any Boston police district. Also, the Boston numbers do not include uniformed officers assigned to the Central Boston Police Administration.

¹¹ The Newton Report may be found at

<http://www.ci.newton.ma.us/CitizenAdvisoryGroup/reports/2008/10082008-CAGBenchmarkingReport.pdf>

3.2.1.4 Recommendations

- We do not recommend any reduction in the Patrol Division in Brookline at this time. The department seems well-managed and staffed at levels that are responsive to the Town's proximity to Boston and resultant policing needs. The fact that the vast majority of arrests in Brookline are of non-Brookline residents, and the fact that more Boston than Brookline residents are arrested, indicates that Brookline's particular proximity to Boston does in fact have an impact on policing needs.
- Comparison of the property crime rate and, in particular, the violent crime rate, shows that Brookline cannot be compared directly to its other immediate neighbor, Newton, or to other west suburban communities. Brookline's Patrol Division staffing, for example, does not appear excessive in comparison to West Roxbury, the area of Boston most akin to Brookline, even without including specialized Boston units in the West Roxbury manning numbers.
- We would support Chief O'Leary's judgment that any budget reductions required due to the economic downturn should focus on non-patrol areas, including the Traffic Services Division, the Community Service Division, and Animal Control.
- Reductions in the particular areas identified by Chief O'Leary would, in his view, do the least damage to the effectiveness of the police force, though they could have an impact on various programs. For example, the Traffic Division is responsible for focused enforcement in response to neighborhood complaints of speeding, illegal turns, and wrong way violations, as well as for focused school area enforcement of traffic and parking laws during drop-off and pick-up times. The Animal Control Officer has primary responsibility for enforcing "green dog" regulations and leash laws in Brookline's parks and public places.
- On the other hand, it is expected that the recently bargained ability of Parking Control Officers to enforce the two-hour parking limitation will enhance the effectiveness of parking enforcement, as could technological improvements discussed in Chapter 2.
- We do recommend the conversion, which the Police Chief indicated that he would support, of two officers doing IT work and one doing crime analysis into civilian employees, with a potential saving of approximately \$136,000, when this is feasible as a result of collective bargaining and transfers or retirements. This would reduce the number of sworn officers by the same amount.
- Note that recommendations with regard to Privatization include the conversion of meter collection staff from sworn officers to civilians and the reassignment of those officers with the net effect of reducing the number of uniformed officers, as well as the possible privatization of parking ticket administration.

3.2.2 Police Details

3.2.2.1 Overview

- Police details involve the assignment of uniformed officers to direct traffic around construction sites or at public events or large private parties.
- In calendar 2007, 116 officers worked 72,000 hours of details and earned \$2,820,000 extra pay.

- The five highest paid officers earned an average of \$60,000 in detail pay working on average approximately 30 hours extra per week. The five lowest paid officers earned an average of \$1,500 in detail pay working on average approximately ¼ an hour extra per week.
- Officers are paid as independent contractors for their detail work and therefore their detail compensation does not affect pension or other benefit costs incurred by the Town. In the first half of 2007, Patrol Officers received \$37.50 per hour which was increased to \$40.00 per hour in the second half of the year. In November 2008, Patrol Officer detail pay was raised to \$42.00 per hour. The corresponding pay for Sergeants when they serve in a supervisory capacity was \$42, raised to \$45, and is presently \$47 per hour. When higher ranking officers are not serving in a supervisory capacity, their detail rate is the same as that of Patrol Officers. The increases over time were the result of negotiated changes to the officers' collective bargaining agreement.
- Approximately 95% of details are filled by Patrol Officers or higher ranking officers acting in a non-supervisory capacity; the remaining 5% are filled by Sergeants, and in rare instances, Lieutenants and Captains, acting in a supervisory capacity. The grade of officer assigned to a detail is determined by the number of officers on the detail as specified by Chief O'Leary. If no officers are available for a detail, the Chief may allow it to proceed without a detail, or he may require postponement of the project.
- The Town pays for the details required for its projects performed by third party contractors (mainly CIP projects). Over the past eight years the Town has spent on average \$258,000 per year on police details. In FY08, the Town spent \$157,724. (Appendix 3D)
- When Town projects are performed by Town employees using Town equipment (mainly DPW projects), police supervision is provided by Brookline police officers paid at overtime rates (time and a half) funded from the Police Department's overtime budget. The pay rate depends on the rank of officer and does not affect pension or benefit costs to the Town. The overtime rates for Patrol Officers range between \$25 and \$30 per hour. The proportion of these projects is small in relation to Town projects performed by third party contractors.
- The Town surcharges third parties 10% of officer's detail compensation to cover administrative expenses. The surcharge, however, is not applied when Town or State monies are used to fund the project.
- The recently executed collective bargaining agreement with Brookline Police Union Local 1959 gives the Chief or his designee absolute discretion to determine whether a uniformed detail is required on public ways or for public functions. The determination is not subject to grievance or arbitration by members of the union.

3.2.2.2 Service Delivery Quality – Police Officers vs. Civilian Flaggers

Use of uniformed police details has certain advantages:

- Police officers have more capabilities than civilian flagmen: they can unclog traffic congestion at intersections, wave traffic through red lights, more effectively control traffic, communicate directly with police dispatch by two way radio, and respond to emergencies and crimes if detail relief is available.
- Utilizing police details results in increased uniformed police officer presence on the streets which may act as a crime deterrent.
- Chief O'Leary believes the availability of additional compensation from details helps recruit new officers.

Use of civilian flaggers has certain advantages:

- Use of civilian flaggers would result in some cost savings (see below).
- Use of civilian flaggers avoids the possibility of police fatigue on regular duty after working long details.
- Use of civilian flaggers eliminates the possibility of increased sick leave and injuries of officers incurred as a result of detail work.

3.2.2.3 Survey of Other Communities

None of the surveyed communities employ civilian flaggers. However, the Legislature of the Commonwealth of Massachusetts in August, 2008 approved the use of civilian flaggers for state projects on roads with speed limits below 45 MPH (the change is less significant than might appear, since less than 1/3 of state roads are actually affected). This highly controversial action opens the possibility of civilian flaggers on State projects within Brookline, such as Route 9 repaving.

3.2.2.4 Discussion and Analysis

- By law, civilian flaggers must be paid the prevailing wage scale on public construction projects.
- The prevailing wage for civilian flaggers, set by the State, has recently been reduced. The rate for the metro Boston zone applicable to Brookline was \$35.90 prior to 12/1/07; \$37.00 from 12/1/07 to 5/30/08; was originally scheduled to go to \$37.50 on 5/31/08, but was reset at \$34.85 on 6/1/08.¹² This compares with a current rate of \$42.00 for Patrol officers and non-supervisory higher ranking officers and \$47.00 for Sergeants acting in a supervisory role.
- It is customary that third-party contractors build detail costs into their bids when doing work for the Town. At an average rate of approximately \$36.50 over the period covered by FY08, when the police detail rate was \$40.00, civilian flaggers would have resulted in a savings of \$3.50 per hour in FY08 and reduced the Town's third party contractor detail costs by approximately \$14,000.
- In the future, if the Town's expenditures on projects are closer to the average of the past eight fiscal years, and if Patrol officers are paid at the higher rate of \$42 and civilian flaggers would be paid at a lower prevailing wage of \$34.85, the direct savings for the Town could be as much as \$48,300 per year.
- This estimate does not include any savings to Town residents that might come from lower detail costs paid by other contractors, organizations, and individuals requiring detail services. For example, in calendar 2007, assuming approximately a \$2.75 difference between police details and civilian flaggers, contractors doing non-Town work for residents and businesses could have saved about \$78,000; churches and schools about \$14,000 and merchants about \$10,000.¹³ It follows that in future years these savings would be about 2.6 times as large, assuming a \$42 police detail rate and a \$34.85 civilian flagger rate, or a difference of \$7.15 per hour.

¹² See <http://www.eot.state.ma.us/downloads/PoliceDetail/CostReport090908.pdf>

¹³ The \$2.75 difference is based on a calendar year 2007 weighted average of \$38.75 for police details and about \$36.00 for civilian flaggers.

- The greatest savings in calendar year 2007 would have accrued to the State government, who paid for details during the renovation of Beacon Street (\$76,000), and to the utilities (\$40,000). These savings, likewise, would now be 2.6 times as large, based on the current greater police detail and lower civilian flagger rates. It could be argued that only a small percentage of these last two savings would eventually benefit Brookline residents through slightly lower increases in state taxes and public utility rates, i.e., that such police details are largely paid tax and utility rates paid by many entities beyond Brookline.

3.2.2.5 Recommendations – Use of Police Details

- Given the higher cost of civilian flaggers in comparison to the overtime rate paid to sworn officers when working details on direct contracts to the Town, Chief O’Leary’s strong preference for maintaining the use of sworn officers on details, and the ability of uniformed details to more effectively control traffic, the Committee does not recommend compelling the use of civilian flaggers at this time.
- The Chief should, however, continue to be cognizant of the visibility of this issue, and to continue to use his contractual discretion to ensure that police details are required only where necessary for traffic control purposes, not just when the costs are paid by the Town but especially where the costs are paid by individuals and organizations in Brookline.
- The November 2008 detail pay rate increase, the decrease in the prevailing wage rate for civilian flaggers, and the prospect of the number of details approaching or exceeding historical averages puts this Committee much closer to the edge of recommending civilian flaggers. Furthermore, the argument that we should consider only the details costs paid by the Town on its own projects is suspect given the high probability that non-Town detail costs will find their way to Brookline residents and property owners. Therefore the Selectmen and Town Meeting should not be lulled into granting further disproportionate pay increases to detail officers, particularly given the decrease in the prevailing rate for civilian flaggers.
- This issue should continue to be closely monitored and if the total expense of police details substantially increases, as a result of greater use of details and/or the greater differential between police detail and civilian flagger rates, the matter should be reopened for discussion.

3.2.2.6 Analysis and Recommendations – Other

- The administration of the detail system must be examined closely for opportunities to reduce expenses.
- The assignment of officers to each detail when it is posted is handled by a mathematical assignment system consisting of defined priority groups and rules designed to assure fairness in spreading the opportunity to work details among all officers. The system is fully computerized and has operated smoothly for many years with no grievances filed by the officers. The operation of the system is overseen by the Detail Sergeant who devotes his full time to the task. He is paid a total salary, excluding any overtime, of approximately \$85,000, with benefits of approximately \$27,200 making an annual administrative cost of \$112,200, not including OPEBs. The computerized system also keeps track of the detail hours worked by each officer.
- The business office should assume responsibility for the administration of the assignment system combining it with their present billing and payment function. The Detail Sergeant would thus be responsible as the Chief’s designee only for posting the sites at which

details are required on a given day, and would be freed from the detailed administrative responsibilities of determining which officers should be assigned to those details and of keeping track of detail hours. This might have the disadvantage of eliminating the Detail Sergeant from the chain of command, which in the past may have kept detail assignment complaints from developing into grievances. However, it is reported that the computerized detail assignment system has been well accepted and operating smoothly.

- Relieving the Detail Sergeant of substantial routine administrative tasks would allow him to be assigned other sworn officer duties, allowing a reduction in sworn officer headcount through attrition. The net annual savings would be somewhere between \$59,000 and \$112,000 depending on how much extra clerical staff would be needed at the business office. There might also be onetime software expenses to achieve compatibility between the computers of the police and the business office. However these expenses are probably justifiable solely for the sake of efficiency and to eliminate errors in billing and payments.

3.3 FIRE DEPARTMENT

3.3.1. Fire Suppression Staffing

3.3.1.1 Overview

- The Brookline Fire Department has a budget of \$11.6 million that covers 168 FTEs, 158 of which are sworn firefighters (121 firefighters, 23 lieutenants, 8 captains, and 6 deputy chiefs). For fire suppression, 147 fire fighters (FFs) are deployed in 24 hour shifts to operate 7 companies (5 engines and 2 ladders) at five firehouses. Eight (8) civilian employees handle a wide variety of other work for the Department, including administrative tasks, call box maintenance, and fleet maintenance.
- By labor contract, each company must be manned by a minimum of 4 persons at all times. Because of contractual time off (vacation, personal days, and sick leave), there is a staffing factor that results in the need to budget 1.26 firefighters for each required firefighter slot in suppression, i.e., 5 firefighters for each 4-person crew.
- Brookline sends 5 companies (20 Firefighters) to each dwelling fire, and there is a long list of duties for the 20 to perform when sent to a fire. According to the Fire Chief, this is more manpower than most cities or towns have even at second alarms.
- Changing to 3-person manning in Brookline would reduce the department by 36 FTEs and would save about \$2.7 million annually.
- Eliminating a company would reduce the Department by 20 FTEs and save about \$1.4 million annually.
- Fires are heavily concentrated in North Brookline compared to South Brookline.
- In 2007, Brookline had 7,761 calls for assistance (911 and firebox calls), of which 36 were “building” fires (i.e. fires in which the building structure itself ignited). Of the 36 building fires, 2 were multiple alarm fires. There were also 94 calls for suppression of other fires (dumpsters, autos, outdoor fires, etc.), and 163 calls for mutual aid at fires in other communities. Since 1976, the average number of calls for assistance has increased by 29%.

- The greatest increase is in calls for medical assistance, which now average 51% of the total calls. The Fire Department sends one company with 4 FFs and EMT equipment to respond to calls for medical assistance. Approximately 120 FFs are trained as EMTs.
- The Insurance Services Office (ISO) provides fire insurance ratings for communities. Brookline has an ISO fire insurance rating of 2 on a 1 to 10 scale with 1 being the best possible and 10 the worst. Among the Greater Boston communities, only Cambridge has a rating of 1. Boston, Newton and Somerville are also rated 2, and the rest are rated 3. The ratings are based on a variety of factors, including fire alarm systems, the status of equipment, the number of personnel on duty, number and distribution of companies, travel distance, training, water supply, hydrant types and distribution, not specifically on response time or minimum manning levels per company. While a change in any factor can eventually affect the Town's ISO rating, any effect can be offset by other factors, since the rating is a function of many different elements.
- A broker has advised that changes between Classes 2 and 3 have no effect on insurance premiums, and another has advised that insurance rates are not set on the basis of ISO classifications.
- Sick leave in Brookline periodically becomes a problem; it peaks on weekends and in summer months when it should not. The Chief been able to curb some abuse of sick leave, and sick leave use has dropped by 30% so far in FY09.

Various mandatory and recommended standards apply to manning levels.

- The National Fire Protection Association (NFPA) publishes standards that serve as recommendations, but do not have the force of law. In addition, the International Association of Firefighters (IAFF) has published a series of questions and answers based on NFPA standards (IAFF Q&A).¹⁴
- The NFPA standards state that ladder and truck companies shall be staffed with a minimum of 4 on-duty personnel. (NFPA 1710, par. 5.2.3.1.1; 5.2.3.2.1)
- The IAFF Q&A contemplates an initial full alarm assignment of between 14 and 17 FFs and officers (IAFF Q&A, pp. 13, 16, 19).
- The Occupational Safety and Health Administration (OSHA) contains the requirement that where there is an atmosphere immediately dangerous to life or health inside a building, the building may not be entered unless there are at least 4 FFs on site: at least 2 FFs to enter the building and remain in visual or voice contact and at least 2 FFs to remain outside. 29 C.F.R. 1910.134(g)(4)(i) and (ii).

Various recommended standards apply to response times:

- The total time to respond to an emergency is a function of dispatch time (the time for dispatch to get information and notify the station of the alarm) plus turnout time (the time between the station getting the alarm from dispatch and going out the door) plus travel time (identified as "response" time in NFPA 1710; the time en route, after going out the door, for the first company to arrive at the scene).
- The NFPA standards state that fire departments should have the following objectives:
 - 1-minute dispatch time on 95% of the occasions
 - 1-minute turnout time on 90% of occasions
 - 4-minute "travel" or "response" time on 90% of the occasions. (NFPA 1221; NFPA 1710, par. 4.1.2.2).

¹⁴ The NFPA codes and standards may be accessed by registering at the NFPA website: www.nfpa.org
The IAFF Q&A may be found at: <http://www.turlockfirefighters.org/docs/NFPA%201710%20Q&A.pdf>

- Brookline's response time averaged between 3 and 4 minutes during the first 8 months of 2008. For the two building fires during that time (fires where the building structure was involved), Brookline averaged 1 minute and 44 seconds (3 minutes 28 seconds divided by two).
- Brookline was within the 6 minute NFPA standard for total time more than 95% of the time.

3.3.1.2 Service Delivery Quality

- The Brookline Fire Department is rightly proud of its reputation for excellence. Other communities look to it as an example and some use our training facilities. Brookline's training offerings and delivery of "mutual aid" to other communities enhances its reputation in the state. Communities depend on Mutual Aid among departments. Brookline delivers much more Mutual Aid to other communities than it receives.
- Average first response time to calls for all types of fire assistance is excellent: 3 to 4 minutes for the first company. The arrival times of subsequent companies are not tracked.
- The number of FFs on the ground at building fires exceeds national recommendations, including those of the IAFF.
- There was no suggestion to the Committee that the present front-line equipment was inadequately maintained or was not in good condition.
- The Brookline's EMT service has a good reputation.
- Although technology has not improved upon using water to extinguish fires, it has improved prevention through use of better sprinkler systems and smoke detectors. Firefighter protective gear is more effective and lighter weight. Ladders and pumpers are better, and GPS and thermal detectors help operations and enable firefighters to get to fires more quickly.
- The Brookline Fire Department has not made good use of technology. It received a grant five years ago to install laptops in trucks to facilitate information acquisition and communications during an emergency but has not fully deployed the laptops. A Larimore operating system is available but is not fully implemented.
- When asked about data on the relative difference in injuries between 4-person and 3-person teams on each fire truck, Chief Skerry and union representatives mentioned Dallas Fire Department studies from the 1980s that showed that teams with more FFs, under experimental conditions, carried more equipment faster and with less injury than teams with fewer FFs. A similar 2000 study in Portsmouth, Virginia, "surprisingly" found no difference between 3-person and 4-person teams. These studies have not been validated by research on actual fires.

3.3.1.3 Comparison with Other Communities

Measured in a variety of ways, Brookline's investment in fire coverage is greater than that of most suburban communities and Brookline has more FFs per capita than Boston:

- In a recent comparison of 14 neighboring communities, including Boston itself, Brookline ranks number one in FFs per 1,000 population (2.89 vs. an average of 2.25) and ranks fourth in FFs/square mile (23.27), behind Cambridge, Somerville and Boston but greater than the average of 17.48. (Appendix 3E)
- The Override Study Committee in January 2008 using 2006 data showed Brookline ranked third in fire cost per capita in a group of 9 communities that included Boston and

Cambridge. Brookline's per capita cost of \$210 was 25% higher than the average per capita cost of \$168 including Boston; it was 37% higher than the average per capita cost of \$153 excluding Boston. Boston's cost of \$270 per capita was 29% higher than Brookline's per capita cost. (OSC Report, p. III-8.)

- A recent Newton benchmarking study that excluded Boston and Cambridge found Brookline ranked first in fire fighting expense out of 9 core benchmarking communities per capita at \$210, which is 27% more than the average expense of \$165. The other communities were 12-40% lower. (Newton Report, Table 13, p. 45)
- The Brookline Fire Department budget is 11.4% of the Town budget, ranking Brookline 3rd of 9 core benchmark communities surveyed in the Newton study. The average of all 9 communities studied, including Brookline, was 10.3%. (Newton Report, Table 13, p. 45)
- Unlike the effect of proximity to Boston on crime rates, there has been no suggestion that proximity to Boston has a substantial effect on fires or fire suppression costs.

Only Boston and Brookline have universal 4-person minimum manning:

- The only other nearby community in the Greater Boston area with 4-person minimum manning throughout the year is Boston. Cambridge, Newton, Needham and Waltham have 4-person manning on some vehicles and the others have minimum manning of 3 or less. Some communities have 4-person manning during higher risk parts of the year and 3-person manning during other months. (Appendix 3F)
- The Fire Chief is adamant that 4-person manning is vital to the safety of FFs and stated that he would rather eliminate one company than reduce minimum manning in the BFD.
- The unions also have a strong commitment to 4-person manning, and have asserted that a change in manning must be negotiated.

3.3.1.4 Conclusions

Although we did not receive much cooperation in attempting to survey 10 other local communities about specific data relating to fire suppression staffing, we believe that we have enough information to draw the following conclusions:

- Brookline has an excellent record in suppressing building fires and keeping them from turning into multiple alarm fires because of its quick response time, ability to put large numbers of FFs on the ground quickly to cover all aspects of fire suppression, and excellent training.
- Brookline has a relatively high level of resources for fighting fires as indicated by the unusually high manning level and cost per capita of fire services.
- Brookline has a lower than average rate of multiple alarm fires per population and per population per square mile than some of the other communities examined.
- This Committee spent a great deal of time analyzing data on many aspects of fire suppression manning in order to ensure that its recommendations were well founded. The Committee found no significant relationship between input measures such as manning levels, investment in fire fighting per capita, or number of FFs per population density, and outcome measures such as ISO ratings, death or injury rates, or the rates of multiple alarm fires. (See Appendix 3G).

3.3.1.5 Recommendations

- After carefully considering all data we could collect, and looking closely at 3-person versus 4-person manning on fire trucks, we recommend a reduction of at least \$1.4 million annually in the BFD suppression budget, beginning in the FY10 budget, with reductions in FY09 on a pro-rated basis, if needed to offset State Aid cuts.
- The recommended number is based on the equivalent cost of 20 FFs assigned to fire suppression activities in Brookline, based on the Chief's opinion that he would rather reduce one company than reduce minimum manning. It should be noted that the reduction of a company may not require closing a station house but rather a redeployment of companies and can be implemented more quickly than a change in minimum manning.
- How best to implement this reduction in force should be determined by the Fire Chief, Town Administration and others. This reduction amounts to more than 10 percent of the Department's staff so the Chief must be responsible for these determinations in order to minimize the impact on safety, response times (including for medical emergencies), the Town's ISO rating, and overall performance.
- Because 18 firefighters (12.2%) have more than 30 years of service, and another 49 FFs have between 20-29 years of service, it would seem that most of these reductions could be accomplished through retirements and natural attrition. It is worth noting that more than 25 FFs are over 55 years of age. (Appendix 1A)
- Although we have not recommended a change in minimum manning requirements at this time, we note that the issue of whether the Department should reduce its minimum manning to a figure closer to that of other Greater Boston communities is unlikely to disappear in the event of a prolonged period of fiscal restraint. We appreciate the excellent record of fire suppression by the Department but believe that in these financial times, the leadership of the Department must find ways to reduce the cost of its operations, and increase efficiency, to a level closer to what neighboring cities and towns budget without demonstrably impairing the effectiveness of their fire suppression activities.
- The Committee also recommends that as soon as is practical the Department implement the technology initiatives that have been under consideration for several years.

3.3.2 **Fire Department Training**

3.3.2.1 Overview

- Training in Brookline is done by 3 FFs (Deputy Chief, Captain, Lieutenant), with a \$362,000 budget. This Deputy Chief also goes to fires, the Lieutenant is the Department's medical officer, and the Captain is the drillmaster and sometimes works in a station on weekends on overtime (if staffing levels require).
- The Training Division operates 8AM-6PM M-F and trains 3 or 4 companies at a time on a long list of subjects, including 26 hours of EMT refresher training per FF each year, of which 50% is done free of charge by Fallon. Total training hours per FF are about 200 per year, for a total of about 32,000 hours of training each year. There are no data to support what the optimal number of training hours might be for each firefighter.
- Training is done at a facility behind the Hammond Street fire station and on site at the other stations.

- The Division trains approximately 10 recruits each year over one 8-week period (in addition to about 8 recruits from other communities without charge). The Chief said that training is improved by the inclusion of more trainees and that the other towns send instructors and other aid as well.
- Other communities, with the exception of Boston, train their recruits at Stow free of charge at a facility funded in the state budget and financed by the insurance industry. If Brookline were to send its recruits to Stow, depending on the number of vacancies and the time of year, there could be \$28,000 in overtime costs, and training might be delayed due to backlog at Stow.
- The NFPA has no specific standards on hours or content of training and Brookline does not appear to have any written training standards.
- It was stated that ISO considers whether a municipality has 300 hours of training per firefighter per year, including 240 hours of company training at fire stations.

3.3.2.2 Service Delivery Quality

The Fire Chief believed that the quality of training in the BFD is excellent, including the training of recruits. The fact that other communities take advantage of Brookline's training supports this view.

3.3.2.3 Survey of Other Communities

- Data from 12 neighboring communities, not including Boston or Cambridge, indicates that only Newton staffs its training division with 3 FFs; 2 others staff with 2; and the rest get the job done with 1 FF or less. (Appendix 3H) Note that none of these communities train their own recruits; however hours spent by staff training recruits in Brookline are less than 2% of total staff training hours.
- Note also that the BFD training staff also performs other duties.
- We were not able to obtain information regarding Fire Department training standards in other communities.

3.3.2.4 Recommendations

- We recommend that the BFD adopt written standards for training of its FFs that explain the reason for and the content of each course. The standards should be compared to the training programs in other fire departments in the Greater Boston area to establish whether or not the Brookline standards are reasonable and appropriate. The comparison should include the total number of training hours experienced by each FF each year.
- In the event that the comparison shows that the BFD training hours are excessive, one of the training staff should be reassigned to suppression in order to bring the training staff numbers more in line with those in comparable communities. This would have the effect of reducing firefighter staffing by one.
- We support the Chief's decision not to send BFD recruits to Stow for training. A change in procedure is unlikely to have a significant impact on efficiency since recruit training is less than 2% of the total training time and budget, an additional overtime cost is likely to be incurred, and the Town already owns the training facility and equipment.
- It would be counterproductive to try to charge fees for training recruits from other towns since they could choose to go to Stow, which is free, and the BFD could lose valuable goodwill in its relationships with neighboring fire departments.

3.3.3 Fire Prevention

3.3.3.1 Overview

- The Department conducts about 1,740 multiple dwelling unit inspections and smoke alarm inspections (when homes are sold) each year by firefighters on fully manned fire trucks, generating \$198,000 in fees. Although it might seem more efficient to have this done by civilians in a less costly vehicle, the Department notes that the FFs are already being paid and, because fully manned trucks are deployed for inspections, the trucks are ready to drop everything and go to a fire instantly should they receive a call.
- The Department also states that it obtains useful information on the interior of inspected buildings. It is not clear, however, how the Department preserves for further use the information it obtains during inspections.
- Another 430 inspections and 925 permit grants are handled by 4 FFs (Deputy Chief, Lieutenant, and 2 FFs) in an office at headquarters with a \$416,000 budget that generates \$108,000 in fees. The Deputy Chief in charge of the office also does investigations and the FFs sometimes work in a station on weekends on overtime (if staffing levels require). The office also schedules the multiple dwelling unit and smoke alarm inspections performed by FFs on fire trucks.

3.3.3.2 Service Delivery Quality

- We were not able to obtain information regarding the quality of the services performed by the BFD Fire Prevention Unit.
- We note, however, that 1,355 inspections and permits were handled annually by 4 persons working in the Unit's office, slightly more than one inspection or permit grant per person per day.
- There do not appear to be any productivity criteria for this office and there is a large discrepancy between the cost of the office and the \$108,000 in fees generated by the inspections and permit grants actually performed by individuals in the office.

3.3.3.3 Survey of Other Communities

A recent survey of 12 neighboring communities, not including Boston and Cambridge, showed that the BFD staffing of fire prevention was slightly higher than average: two other communities had staffs of 5, one 4, one 3 and the rest 2 or 1. Three used civilians for some inspections and scheduling. (Appendix 3H)

3.3.3.4 Recommendations

- Although it would seem much more efficient to have smoke alarm inspections done by a trained civilian employee using a small vehicle, thereby releasing FFs for more urgent activities and reducing use of the fire trucks, it seems to be an accepted practice to use a full complement of FFs on a fully equipped fire truck. This issue could be revisited if the impact of other recommendations increased the efficient use of Department FFs in suppressing fires and responding to other emergency calls to the point where it would make sense to relieve them of smoke alarm inspections.

- We recommend that Fire Prevention unit staff be reorganized to include the Deputy Chief, one FF and civilian clerical support to staff the desk and to handle scheduling of inspections. This would have the effect of reducing firefighter staffing by two and overall staffing by one. The existing Public Safety Business Manager could be responsible for setting productivity criteria and the administration of the office. Cost savings from this reorganization and personnel reduction would be approximately \$100,000 annually, in addition to the approximately \$1.4 million recommended in fire suppression.
- We recommend that the Fire Prevention unit consider whether it can increase its permitting and inspection fees without going out of line with similar fees charged by other communities in order to further reduce the net cost of this unit.

CHAPTER 4: CONSOLIDATION / COST REDUCTIONS RECOMMENDATIONS

4.1 INTRODUCTION

The Consolidation/Cost Reductions Subcommittee was charged with the responsibility of considering issues that cut across departments and that touch on both the Town budget and the School budget, with the ultimate responsibility of determining whether efficiencies could be realized by the consolidation of functions now performed by more than one department or through cost reductions. The Subcommittee did not focus on specific departments, unlike the Public Safety Subcommittee, which focused on the Police and Fire Departments, nor did it focus on a single tool for realizing efficiencies, as did the Privatization Subcommittee, which focused on outsourcing of functions.

The first four sections that follow focus on potential staff reductions in four areas of Town government: the Building Department (Section 4.2), Human Services (Section 4.3), the Libraries (Section 4.4), and the Planning Department (Section 4.5).

Although the EIC was not charged with the responsibility of examining the School Department's budget, it did examine situations where deficits in School activities directly affect the Town's budget (e.g., Section 2.5.1, School Lunch Program) and where there is potential consolidation of Town and School activities, or potential savings in functions shared by the Town and Schools. For example, this chapter considers Town/School Help Desk functions (Section 4.6); Town/School accounts receivable, accounts payable and purchase order functions (Section 4.7); Town/School Human Resources functions (Section 4.8); Town/School time, attendance and payroll management (Section 4.9); and Town/School trust fund management issues (Section 4.10).

Finally, this chapter examines three independent questions that had been posed to the Committee. Section 4.11 examines the Town's continuing use of hard-wired street emergency call boxes and multiple-unit residence alarm boxes. The growth of middle management positions in the Town is examined in Section 4.12. Section 4.13 considers the use of take-home vehicles and automobile stipends in the Town and Schools. The last section of this Chapter, Section 4.14, briefly raises the question of the management of the Robert Lynch Golf Course at Putterham Meadows.

All potential savings reported in this Chapter do not include OPEBs.

4.2 BUILDING DEPARTMENT STAFFING LEVELS

4.2.1 Overview

4.2.1.1 Issues

- In light of the new permitting system, can the Building Department reduce clerical or other staffing?

4.2.1.2 Current Clerical Staffing Levels

- 4.4 support staff
- Senior clerk typist soon to retire

4.2.1.3 Summary information from meeting with Building Commissioner

- The new Building Commissioner seeks to improve service including doing a better job on current responsibilities, including the number of inspections.
- Proposals for a new permitting system are being evaluated. Under the new permit system, among other things, permit applicants will enter information that is now entered by Building Department staff.
- The Town received \$2.78 million in permit fees in FY08 from 6,700 permits that were issued. These include 1,100 each for wiring and plumbing permits.
- Each inspector does 7-10 inspections a day in 3.5 hours. Inspectors must be in the office during the morning hours when contractors visit to obtain permits. In the afternoon inspectors return to the office to complete recordkeeping activities that, with the new permitting system, would be completed on-line at the time of an inspection.
- The new permitting system was discussed to determine whether it would make more time available for inspections and/or lessen the requirements for clerical support.
- A senior clerk typist will be retiring; the Building Commissioner wishes to replace the position with an office manager.
- The impact of the Runkle School project was discussed as this project will be managed in-house and will require administrative/clerical support.

4.2.2 **Discussion**

- The information provided by the Building Commissioner led the discussion to turn from a focus on clerical staffing levels to consideration of the impact of the new permitting system on general staffing requirements.
- The new permitting system is designed to have permit applicants directly enter data that is now entered by Town employees. It was agreed that the new permitting system will have a major impact on efficiencies within the Department. The system should give inspectors more time to do inspections (up from the current 3.5 hours a day) by requiring less time in the office updating records. It should also affect clerical staffing since some support staff time is also required to maintain the permitting/inspection records.

4.2.3 **Recommendations**

- The benefits of the new permitting system described above should be reflected in the 2011 or 2012 budget cycle (depending on when the permitting system is fully operational).
- With the expectation that the new permitting system will create efficiencies, the Building Department should reduce its staff by at least one (1) FTE beginning in the fiscal years 2011 or 2012.
- The Town should review whether the Building Department requires a Plans Review Inspector and a Deputy Commissioner.

- The estimated short term savings including benefits are approximately \$55,000 per year if a clerical position can be eliminated and \$86,000 per year if an inspector can be eliminated.

4.3 HUMAN SERVICES STAFFING LEVELS

4.3.1 Overview

4.3.1.1 Issue

- Can the Public Health, Veterans Services and Human Relations Department share secretarial support and reduce clerical staffing?

4.3.1.2 Current Staffing Levels

- The various human services departments have the following clerical staffing levels:
 - Public Health – 3 (including one .67 FTE funded by an outside source)
 - Veterans Services – 1
 - Human Relations – 1
 - Council on Aging – 1 (located in the Senior Center)
- The Human Service organization chart and clerical job descriptions are set forth in Appendix 4A.

4.3.1.3 Clerical Functions

- Department heads provided the following summary information:
 - The Veterans Department reports into Public Health, and Human Relations is independent.
 - Human Relations – one secretary performs general administrative duties such as answering phone calls from the public, keeping department records, ordering supplies, etc. and works with Human Relations Commission members on special projects such as “Faces of Brookline.”
 - Veterans – one secretary performs general administrative tasks such as compiling documents to support veterans’ claims, keeping financial records and inventories, and counseling veterans when the Director is not available (on the phone and in person).
 - Public Health - three clerical staff support the administrative needs of the department – answering phone calls and in-person requests, processing licenses and permits, logging citizen complaints, transcribing records, maintaining financial records, etc.

4.3.2 Discussion

- Information provided by the three department heads was reviewed. This included position descriptions, organization charts and information learned in discussions.
- Some of the factors considered in determining an appropriate recommendation included:
 - Clerical staff position descriptions to determine overlaps/differences in responsibilities

- Number of clerical staff relative to the size of the department
- Specialized skills required for each clerical position
- Town priorities, i.e., trade-offs for reducing staffing levels elsewhere
- Cost savings including short-term and long-term benefits
- Service levels
- Three departments (Public Health, Veterans Services, and Human Relations) are in the same building and both Veterans Services and Human Relations have only two staff – the director and a support person.
- These one-to-one staffing relationships seem generous in today’s world, given the availability of technology and particularly given the Town’s financial position. A pooling of support across all three departments might be more appropriate.
- In addition, one of the departments was able to get by with support staff available only 80% of the time. How this was accomplished may provide guidance on how the Town might utilize support staff in the three departments more efficiently.
- To ensure service levels remain at their current levels, there may be opportunities to pool support staff in Human Services and to reassign some responsibilities to other departments.
- A related discussion about the mission of each department arose. There were questions about what is required by statute, what is vitally important to the Town, and what is “nice to have.” The thought was that there might be better ways to get certain things done and there might be projects that the Town, in this environment, is willing to live without.

4.3.3 Recommendations

- The Public Health Department, Veterans Services Department and Human Relations Department should reduce their total clerical staffing by one FTE (note: this should not be the .67 FTE funded by an outside source) or justify why this should not be the case. The short-term savings including benefits is estimated at between \$50,000 and \$60,000 per year, including benefits.
- The Town should review each department’s mission, what is required by statute, what is very important to the community and what is a “nice to have”. Based on this information, there may be savings from reorganizing or eliminating some less vital activities.
- The Committee does not recommend any staffing reduction with regard to the Council on Aging, given the separate location of its offices.

4.4 LIBRARY SERVICES STAFFING LEVELS

4.4.1 Overview

4.4.1.1 Issue

- Will implementing the RFID system enable the libraries to maintain hours and services with fewer employees?

4.4.1.2 Current Situation

- There are currently 41 full-time staff in the libraries, several part-time and a number of volunteer staff members working at Brookline’s 3 libraries.

- In 2007 the number of items processed per FTE was 22,891 making Brookline the 3rd highest in number of items per FTE when compared to Massachusetts libraries serving populations of 50,000 or more. (Boston and Newton were higher)
- While library circulation has increased, the increase has been in non-print materials (e.g., CDs, DVDs) that now represent 40% of the library's circulation.
- Town Meeting appropriated \$465,000 for the installation of radio frequency identification (RFID) technology that would allow up to 10 items to be checked out simultaneously, would allow patrons to check out materials by themselves, and would sort returned materials into separate categories for shelving.
- Approximately 12% of library circulation is of books borrowed from other libraries. These items would not be tagged with the RFID system unless they come from communities that use RFID.
- When asked where expenses in the library might be reduced, the Town Librarian responded that his first choice would be the book acquisition budget but he acknowledged that this would likely not be a large enough number to meet the Town's needs.
- With respect to the RFID, the Town Librarian expects to begin tagging materials in mid-April and complete much of this work in late summer or early fall of 2009, that is, in the first half of FY10.

4.4.2 Discussion

- Discussion centered on the RFID system and the need to recognize efficiencies from this significant investment.
- Possible retirements in the library system were also discussed.

4.4.3 Recommendation

- Reduce full-time library staffing by one FTE in mid-FY10 and potentially another position by FY11 based on full implementation of the RFID system.
- The estimated savings from the reduction of each position including benefits would be approximately \$57,000 annually including benefits.
- It was hoped that these positions could be eliminated through retirement. By making the timeframe for the initial staff reductions mid-year, library staff should have time to make the RFID system operational and educate library goers on how to use it.

4.5 PLANNING AND COMMUNITY DEVELOPMENT DEPARTMENT

4.5.1 Overview

4.5.1.1 Issues

- With the hiring of a new Building Commissioner, can the position of Zoning Administrator be permanently eliminated?
- Given current economic realities, can the Town find alternative ways to meet the needs of the commercial areas other than retaining a full-time employee?

4.5.2 Discussion and Recommendations

- Based on discussions with the Planning and Community Development Director and Building Commissioner, it was concluded that the Zoning Administrator position was unnecessary and the Committee recommends that it be permanently eliminated.
- While it is important to support the Town's commercial areas, the Committee recommends that in the current economy alternatives be found to support this group other than a full-time employee. For example, First Light could be managed either by another group within the Town or outsourced to an events planner. Liaison with the Town for commercial interests could be provided elsewhere as a portion of someone's job within the Planning Department.
- The elimination of the Zoning Administrator position would be expected to save \$100,000 annually including benefits, and the elimination of the Commercial Areas Coordinator position would be expected to save \$90,000 annually including benefits (less \$15,000 to \$20,000 if First Light were retained and outsourced to an events planner).

4.6 TOWN/SCHOOL HELP DESK

4.6.1 Overview

4.6.1.1 Issues

- The collective group has a staff of 6 including a manager. Is this number high because of split responsibilities?
- How do we determine what the right number of staff should be?
- Can IT be more efficiently run if all headcount and responsibility are centrally managed from a single budget?
- Should the School Help Desk be outsourced like the Town Help Desk is?

4.6.1.2 Current Staffing

- There are 2,000 Macs in the schools (1:3 ratio computers to students) and 250-300 PCs in Town offices.
- Currently, one Manager and 5 FTEs support the School users. One contractor, who reports to the Town/School CIO, supports the Town users.
- Schools have the budget for the Manager and 5 Help Desk people. The Town Help Desk Contractor is part of the IT Services master contract which is part of the Town's IT Department budget.

4.6.1.3 Comments of the Deputy School Superintendent and Town/School CIO

- The Deputy School Superintendent believes the current system works well because he works closely with the Town/School CIO to ensure School Help Desk efficiency
- Both department heads recognize the differences between servicing Mac equipment and PC equipment. In addition, the dynamic associated with supporting classroom-based technology is much different from supporting line departments and individual users.
- The five School (Mac) Help Desk employees have stipends for cars (\$720/year each)
- The greatest demand for the School (Mac) Help Desk support is not during the school year, but rather during switchovers of equipment prior to the school year.

4.6.2 Discussion

- Information provided by the Town/School CIO and Deputy School Superintendent and the discussions that took place in the public meetings on help desk support were reviewed.
- In searching for the most effective way to gain efficiencies and cost savings while maintaining service levels, it was determined that in addition to considering the 2001 Town mandate to consolidate technology the Town should look at a uniform support model that includes outsourcing School user support as it has done with Town user support.

4.6.3 Recommendations

- The Town should review its commitment to centralizing IT as proposed in the 2001 Town Strategic Plan and determine whether the goals have been fully realized. Based on this decision the Town can determine the appropriate budgetary/reporting relationships for a consolidated IT help desk support model.
- Mac Help Desk and break/fix support should be put out for bid. This should be accomplished in FY10.
- As an alternative, based on the timing of demand for Mac support, the reduction of Mac Help Desk personnel should be considered, with Mac contractors used to meet increased demand during the summer switchover period.
- Any requests for outsourcing bids could be for both Macs and PCs, or for each operating platform separately.
- According to the Town/School CIO, an outsourced on-site help desk contractor will cost approximately \$80,000 - \$100,000 per person per year. Savings can only be determined by having the bidders state how many people would be required, and for how many weeks during the year, compared to how the Schools currently staff the Mac Help Desk. Contractors could also offer flexibility and lower cost by providing staffing on only an as-needed basis during peak summer demand times, rather than year round.

4.7 TOWN-SCHOOL AP/AR/PO FUNCTIONS

4.7.1 Overview

4.7.1.1 Issue

- Processing of accounts receivable, accounts payable and purchase orders is decentralized in the Town, but accounts payable functions are centralized in the Schools requiring an additional support staff FTE to perform the centralized tasks.
- Is this approach appropriate or should the functions be fully decentralized as they are in the Town? (Note: all of the financial transactions generated by the Schools and the Town are ultimately reviewed by the Comptroller's Office and, when appropriate, by the Purchasing Office and others.)

4.7.1.2 Current Situation

- The Town uses a decentralized approach to approving and recording AP/AR/PO functions.
- The schools use a combination of centralized and decentralized AP/AR/PO functions. Ordering goods and services is decentralized (in each school or School department) while bill paying is centralized.
- The centralized approach in the Schools improves timeliness of bill paying by not relying on individual schools or School departments to complete paperwork as these departments are education, not business focused.
- The centralized FTE in the Schools inputs information into centralized accounting/recordkeeping systems and follows through with Town Finance (similar to the Town side) to complete the administrative cycle

4.7.2 **Discussion**

- The information provided by the Deputy School Superintendent and by the Town Comptroller was reviewed. Both agreed that the current hybrid system worked well in the Schools resulting in timely bill payment and the receipt of any discounts available to the Town for timely payment.
- In addition to the timing benefit, the educational as opposed to business focus of the various schools and School departments creates the need for extra effort to ensure timely and accurate financial recordkeeping on the part of the School Department.

4.7.3 **Recommendation**

- Continue bill processing in the Schools using the current decentralized approach to purchasing and centralized approach to payment of bills.

4.8 **TOWN/ SCHOOL HUMAN RESOURCE FUNCTIONS**

4.8.1 **Overview**

4.8.1.1 Issue

- The Schools and the Town each have a head of Human Resources. Can these two functions be consolidated?

4.8.2 **Discussion**

- Based on a previous review of this subject that took place when the Town's Human Resources Director departed in September 2005 it was determined that the two functions are different.
- While both deal with employees, unions and bargaining, the School HR Director deals with professional development and accreditation of teachers, while the Town HR Director is responsible for Town employee HR issues while also administering benefits for both Town and School employees.

- The discussion did not encompass the number of employees required to perform HR-related functions in the Town or the Schools.

4.8.3 Recommendation

- The two HR functions should remain separated.
- However, integration of associated administrative functions should continue to be encouraged. For example, the administrative functions with regard to group health and workers compensation have been consolidated for quite some time. Steps that are already underway to consolidate payroll functions should be completed, with the goal of personnel reductions.

4.9 TOWN/SCHOOL TIME, ATTENDANCE AND PAYROLL MANAGEMENT

4.9.1 Overview

4.9.1.1 Issue

- Can the Town and Schools save money by becoming more efficient in their policies and practices for time, attendance and payroll management?

4.9.1.2 Current Situation

- Currently the Schools pay academic staff bi-weekly but pay clerical and custodial staff weekly.
- Currently the Town pays all employees weekly.
- Some payments are direct deposit, some are by physical check and sometimes Payroll issues more than one check to one person (for example, if the employee requests one check for regular pay and another check for overtime).
- The Town/Schools use a single payroll system called Millennium. Inputs to this system are decentralized within departments and reviewed and fully processed centrally.
- The Town/Schools use an outside vendor that matches their data to Millennium, calculates payments and cuts checks that are delivered to the Town Treasury Department.
- Savings from consolidating final payroll processing into the Town have already resulted in the elimination of one position in the Schools. The resulting benefit to the Schools and increased responsibility for the Town should be accounted for in the Town-School Partnership.
- Labor unions have been reluctant to change the way things are currently done (multiple checks, physical checks, etc.). There is concern that lower-level employees would be impacted by going to a bi-weekly payroll.

4.9.2 Discussion

- Information provided by the Payroll Manager and received from the Town's payroll vendor indicates that there could be savings from changing Town/School payroll policies.
- Most of the external cost of payroll processing is tied to the number of transactions processed. This amount is \$1.07 per transaction.

- In addition, there is a cost of \$0.11 per direct deposit transaction and a cost of \$0.07 per check. However, the use of checks leads to lost checks and checks that are not claimed or cashed in a timely fashion (“tailings”), which require Finance Department staff time for resolution. There were, for example, 353 unclaimed checks in Calendar 2007 (more than 1% of checks).
- The estimated annual savings from going to a bi-weekly payroll and reducing the number of transactions is \$30,384.
- Going to direct deposit on a bi-weekly basis may generate efficiencies in payroll processing within the Finance Department as the need to replace lost checks and to track down current and former employees where checks are unclaimed or not cashed would be eliminated.

4.9.3. Recommendations

- Go to bi-weekly payroll to realize annual savings of approximately \$30,000, and eliminate extra checks for an additional savings. Collective bargaining would be required.
- Further investigate savings from direct deposit including a review of the impact on internal Town efficiencies.
- Account for the Town’s assumption of functions previously performed by the Schools in the Town-School Partnership allocations.

4.10 TOWN/SCHOOL TRUST FUND MANAGEMENT

4.10.1 Overview

4.10.1.1 Issue

- The processing of small trusts, which have primarily been received by the Schools to fund scholarships, can be cumbersome. Is there a way to process these funds more efficiently?

4.10.1.2 Current Situation

- Information was provided by the Town Treasurer.
- The School Department keeps names of donors attached to gifts in order to recognize their contributions. It takes time to reconcile these accounts.
- There is a teacher who keeps track of these small trusts part-time.
- On the Town side only gifts equal to or greater than \$25,000 are placed in separate trusts.
- Further information provided by the Town Treasurer noted that currently and going forward small gifts to the Schools were going into the general scholarship fund and this has been working well. He did not feel there was any increased benefit to changing the process already in place for gifts received in the past.

4.10.2 Discussion

- Information was provided by the Town Treasurer and Alan Morse, an Efficiency Initiative Committee member representing the School Committee.

- Given the sensitivity of the Schools to recognizing their donors and the willingness of the Schools to provide support for the processing of the small trusts, it was not clear that changes would be beneficial or lead to greater efficiencies. They might even result in reduced contributions to the Schools.

4.10.3 Recommendations

- Based on information and discussion with the Town Treasurer there does not appear to be any benefit to changing the accounting for small trusts within the Treasurer's/Comptroller's office.
- It is, however, recommended that the Schools assess their own processes to determine if they are consistent with preferences for donor recognition and whether this requirement could be met more efficiently.

4.11 FIRE CALL BOXES

4.11.1 Overview

4.11.1.1 Issue

- Declining call box usage at street locations suggests that these call boxes may not be necessary. Can roadside call boxes be eliminated and staffing to support these call boxes reduced?

4.11.1.2 Current Situation

- There are about 530 hard-wired fire boxes in Brookline – 300 at street locations and 230 in multi-unit buildings (buildings with more than 12 units must have fire alarm boxes)
- There has been a decline in street fire box usage over the last 30 years. Most recently, this is likely due in large part to the increased use of cell phones.
- Over the period 2/26/08-9/16/08 there were 229 box alarms; of these only 21 were from street boxes, i.e., more than 90% of alarms were from alarm boxes in multi-unit buildings and less than 10% were from street boxes.
- The Fire Department has a staff of two to maintain the call boxes and wiring. These two individuals also perform other maintenance duties.
- The Fire Department says that the street and multi-unit building boxes are all wired together and, since multi-unit boxes are required, all wires would have to be maintained even if the street call boxes were disabled.

4.11.2 Discussion

- Extensive information on call box usage was provided by the Fire and Police Departments, both in documentary form and through discussions.
- The use of street based call boxes has declined to the point where they are no longer required.
- However, there is common wiring among the street call boxes and building-based alarm systems.

- In discussions with other towns, specifically Lexington and Springfield, we found that these communities have moved or are moving to wireless alarm systems. One of the benefits to these systems is that they do not require regular maintenance.
- In addition, we became aware that the Town already has a receiver for wireless signals and is in the process of acquiring another. These two would be sufficient to support the centralized requirements associated with the transfer to wireless alarming of multi-unit buildings.
- The Fire Department personnel have qualifications that would also be useful to in maintaining Town traffic systems and other Town electrical systems.

4.11.3 Recommendations

4.11.3.1 Short Term

- Transfer call box maintenance from the Fire Department into the Department of Public Works' Traffic Systems division reducing headcount by one FTE.
- Increase fees to buildings with alarms from the current \$400/year to approximately \$750/year to \$800/year; fees should cover 100% of costs, including all benefits.
- There would be \$69,000 in savings, including benefits, by reducing headcount by one position and approximately \$60,000 to \$65,000 in additional revenue by increasing fees (the increase in fees does not include Housing Authority buildings).

4.11.3.2 Long Term (2-5 years)

- Consider going to a wireless alarm system in buildings
 - Perform a cost/benefit analysis of transferring to a wireless system
 - The approximate cost per installation (all building over 12 units) is \$5,000 (incurred by the multi-unit building)
 - See if there is the potential to use CDBG funds to alarm Housing Authority buildings

4.12 MIDDLE MANAGEMENT

4.12.1 Overview

4.12.1.1 Issue

- Does the Town have too many management layers in its departments?

4.12.2 Discussion

- There are multiple definitions of the concept of “middle management.” The issue is complicated by the fact that labor union contracts create “career ladders” for employees, creating what appears on an organization chart to be a middle management layer but in reality may not be.
- A report prepared by the Town Administrator identified middle managers using the T-pay grade employee classification. The T-grade includes not only technical and professional employees but also employees who could be considered mid-management employees. By

applying criteria such as number of direct reports and the existence of reporting relationship to a department or division head, the Town Administrator identified approximately one-half of the 66 T- grade members as middle managers.

- There was substantial discussion with Town unions about the historical growth in mid-management accompanied by a decline in the number of union employees. As an example, it was pointed out that three unionized Working Foreman positions had been eliminated to provide funds in the budget for three non-union Operations Managers within the Water & Sewer, Highway and Parks divisions of the Department of Public Works.
- There was general agreement, however, that the role of Operations Manager had enhanced the performance of the three divisions. The new structure enables a Working Foreman to focus on execution of department day-to-day activities while an Operations Manager focuses on more long term planning, goal setting, contract negotiation, contract management and general management.
- It was also noted that union employees are eligible for promotion into management positions and have been promoted into mid-management positions. This represents an additional promotional opportunity that should be viewed positively.
- There is a general trend to reduce unionized positions and to increase non-union roles requiring management and technical skills not ordinarily associated with unionized positions. For example, in technology roles there are now often separate career paths for technically trained individuals who do not want management roles but whose education and training qualify them at the same pay grade as mid-management.

4.12.3 Recommendation

- While there has been a loss of unionized positions and their replacement by non-union middle management jobs, based on the information provided by both the unions and the Town Administrator and the discussions held with these groups, the revised organizational structures have improved performance and customer satisfaction by making departments more proactive and strategic. In addition, the creation of non-union management positions has increased career opportunities for unionized workers.
- The Committee does not recommend wholesale changes to the current middle management organization. Any staffing changes at the middle management level should be made on a case-by-case basis each for its own good reason.

4.13 TAKE-HOME AUTOMOBILES AND FLEET MANAGEMENT

4.13.1 Overview

4.13.1.1 Issues

- Do policies on take-home cars and transportation stipends in the Town and in the Schools sufficiently protect the Town and Schools and adequately define eligibility and reporting requirements for reimbursements and take-home cars?
- Can the number of cars being taken home by employees be reduced?
- Does Brookline manage its overall fleet in the most cost effective and efficient manner?

4.13.1.2 Current Situation

- Information was gathered from Chief of Police, the Fire Chief, the Commissioner of Public Works, the School Department, the Town Administrator and Town Counsel.
- There are 92 passenger vehicles in the Town/School fleet.
- Take-home usage of Town and School vehicles and reimbursements for vehicle use are shown in Appendix 4B.
- 39 vehicles go home with employees every night; an additional 5 go home during the winter months only. Of these, 42 are Town employees; 2 are School employees.
- 16 individuals receive reimbursements for vehicle usage. Of these, 1 is a Town employee; 15 are School employees.
- The current annual cost of take-home cars is approximately \$55,000 based on gas costs and mileage between home and work. This does not include any factor for depreciation or for insurance (the Town self insures).
- Generally, take-home cars are for individuals who are on 24-hour call.
- The Town pays for gas, maintenance and insurance (the Town is self-insured) as already mentioned above on these vehicles and adds \$3.00 dollars per day to employees' W-2.
- This \$3.00 is taxable but not pensionable and is an amount provided by the Federal government for tax purposes.
- The exception is for public safety officials who are not taxed on any amount.

4.13.2 **Discussion**

The subjects of take-home cars/ reimbursement and fleet management are two separate issues.

4.13.2.1 Take-home Cars/ Reimbursement

- The Selectmen directly control the Town's take-home car policies and practices. The School Committee does the same for the Schools. Hence there are two sets of policies and they are not the same. For example, the Town generally provides take-home vehicles rather than reimbursement; the Schools generally provide reimbursement rather than take-home vehicles.
- There has been a substantial growth in the number of take-home vehicles, increasing most recently by four in just the past three years.
- Vehicle use policies were collected from multiple communities outside of Brookline: Needham, Ashland, Concord, Weston and Newton. A summary comparing these policies is attached as Appendix 4C. Brookline's vehicle use policy, as set forth in a 1992 vote of the Board of Selectmen, is also included in Appendix 4C.
- The vehicle use policies in other cities and towns address such factors as the frequency of off-hours usage, the need to have immediately at hand specialized equipment that is permanently attached to the car, the user's responsibilities in the event of accidents, the use of mileage reimbursement versus take-home cars, reporting requirements, etc.
- The policies in other communities are generally more robust than either the Brookline Town policy or the Brookline School policy. For example, the Town does not keep records of the number of times an individual with a take-home vehicle has actually been required to return to work during off-hours, nor have mileage logs been kept for take-home cars as required by the Town's vehicle use policy. Estimates by various Police, Fire, DPW and School personnel are attached as Appendix 4D. It should be noted that not all off-hours events or evening meetings involved a return to the Town from home.

- As gas prices increase the cost of providing autos for take-home purposes rises and the possibility of providing mileage reimbursement as an alternative becomes more attractive. The current Federal guideline for mileage reimbursement is 40 cents/mile.
- The major variables for this decision include how far the car travels each day from home, how many times an employee actually comes back into Town on business during non-business hours (an employee may be required to come in for emergency or non-emergency reasons, such as a weekend meeting, or may simply stay in Town for an after-hours event or evening meeting), how much the car is used during business hours, and any State or Federal requirements.

4.13.2.2 Fleet Management

- Opportunities to manage the Town/School fleet more efficiently were discussed. Variables discussed included the numbers and types of cars and trucks, vehicle holding periods, and opportunities to “pool” vehicles resulting in an overall reduction in the fleet.
- However, the subject of overall fleet management was beyond the Committee’s current expertise, particularly given the time allotted for the completion of its report.

4.13.2.3 Recommendations

- Vehicle usage information and alternative compensation methods such as mileage reimbursement that are not pensionable should be reviewed, and there should be reductions in take-home car usage that can be reflected in the FY10 plan.
- The “all-in” costs of various take-home vehicles should be determined, including not only gas but also depreciation, additional maintenance and self-insurance/liability costs attributable to take-home usage.
- A coordinated School/Town vehicle use policy should be created. It should consider factors such as service quality; take-home costs vs. mileage reimbursement; frequency of emergency or required off-hours usage, distinguishing between evening meetings or other events at the end of the workday and events that require the individual to come in from home; usage of vehicles during business hours; reporting requirements; need for specialized equipment; accident coverage; potential liability; ridership; etc.
- Strengthen and enforce usage reporting requirements for take-home cars and reimbursed travel expenses.
- Based on these policies, further reduce the number of take-home cars and potentially the number of Town vehicles. Where possible and economically desirable replace take-home car privileges with non-pensionable mileage reimbursements (not vehicle stipends, but reimbursement for the actual necessary use of a personal vehicle for Town business).
- Conduct a fleet survey to determine the correct number, type and pooling opportunities for Town vehicles. This review should include a mapping of vehicles to functions and a recommendation regarding the potential consolidation of fleet maintenance and management with respect to DPW, Water & Sewer and the Fire Department.
- Annual savings will be based on the eventual take-home car and fleet management decisions.

4.14 ROBERT LYNCH GOLF COURSE AT PUTTERHAM

4.14.1 Overview

- The Committee did not have enough time to review the business model for the golf course. However, we are aware of management models that vary substantially from Brookline's and that may provide more revenue and reduced costs to the Town.

4.14.2 Recommendation

- The Recreation Director is reviewing options for managing the golf course including outsourcing some or all services, etc.
- This work should be concluded and the results presented to the Board of Selectmen during Calendar Year 2009.

TOWN OF BROOKLINE

EFFICIENCY INITIATIVE COMMITTEE



Appendices

To support the findings and recommendations of the main report, the following Appendices are provided:

Appendix 1 – Introduction

Appendix 1A – Workforce Planning Analysis

Appendix 1B – Post-Retirement Health Care Benefits (OPEB's)

Appendix 2 – Privatization

Appendix 2A – Privatization survey

Appendix 2B – Fleet services analysis

Appendix 3 – Public Safety

Appendix 3A – Police manning and crime rates (Brookline, Boston, Newton)

Appendix 3B – Brookline crime rates

Appendix 3C – Police staffing comparison

Appendix 3D – Police details (Town costs)

Appendix 3E – Fire staffing comparison

Appendix 3F – Fire manning comparison

Appendix 3G – Fire outcome variables comparison

Appendix 3H – Fire Prevention and Fire Training staffing comparison

Appendix 4 – Consolidation / Cost Reductions

Appendix 4A – Health and Human Services organization chart and clerical job descriptions

Appendix 4B – Take home vehicles

Appendix 4C – Take home vehicle policy comparison

Appendix 4D – Take home vehicle use statistics

APPENDIX 1A

OFFICE OF SELECTMEN
MEMORANDUM

TO: Efficiency Initiative Committee

FROM: Sean Cronin, Deputy Town Administrator

RE: **Workforce Planning Analysis -- Age / Years of Service Retirement Profile of Town Employees**

DATE: October 1, 2008

I was asked to prepare an analysis that shows the potential future retirements of town staff. This was requested to ascertain what possibilities exist for attriting out positions as part of our workforce planning efforts. Before I summarize the analysis, I want to explain how this study was undertaken and what assumptions were made.

PENSIONS

The Massachusetts retirement system allows for employees to receive a pension based on a formula that weighs both age and years of service. Employees become vested after 10 years of service and can retire with health insurance at age 55. They can also retire at any age after 20 years of service. However, in those cases, the actual pension would be minimal because of how the age / years of service factor works. The factors below are for the Town's two largest employee groups -- Group 1 (non-public safety) and Group 4 (public safety):

AGE	FACTOR	
	Group 1	Group 4
45	0.5	1.5
47	0.7	1.7
49	0.9	1.9
51	1.1	2.1
53	1.3	2.3
55	1.5	2.5
57	1.7	2.5
59	1.9	2.5
61	2.1	2.5
63	2.3	2.5
65	2.5	2.5

Maximum pension for both groups in 80%, meaning at "max", an employee's pension is equal to 80% of the average of the highest three years of pensionable earnings. To

calculate an employee's pension¹, you multiply that wage amount by the age/years of service factor. For example, a Group 1 employee who is 61 years old with 30 years of service with the average highest three years of earnings of \$40,000 would receive a pension of \$25,200. The math behind this is as follows:

$$30 \text{ years of service} \times 2.1 = 63\% \times \$40,000 = \$25,200$$

For a police officer or firefighter with the same characteristics, the pension would be \$30,000:

$$30 \text{ years of service} \times 2.5 = 75\% \times \$40,000 = \$30,000$$

With that as way of background, the first assumption I made was that all employees will retire when they reach 80%. While it is true that most employees retire once they hit max, it is not the case 100% of the time. In fact, some employees retire well before they reach max while others continue to work long after they do. (Police officers and firefighters must retire at age 65.) I am comfortable using the assumption that the majority of employees will retire shortly after reaching 80%.

The data I used accounted solely for Brookline service. As a result, for those employees who have time in the system from another employer (e.g., the State, another Massachusetts municipality), they may be closer to retirement than my analysis shows. This is not of great concern to me, however, since the great majority of current employees have spent most, if not all, of their careers in Brookline. In fact, there are very few police officers, firefighters, or DPW employees who carry time from another employer.

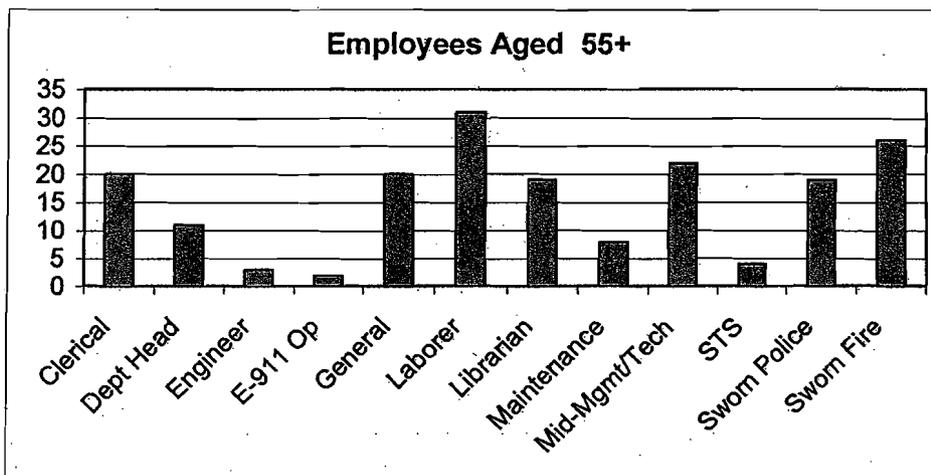
RETIREMENT ESTIMATES

The table below breaks out employees who work at least 20 hours per week by employee type and age. As you can see, more than 25% of the employees are at least 55 years old.

Employee Type	Total # of EE's	Age < 25	Age 25-34	Age 35-44	Age 45-49	Age 50-54	Age 55-59	Age 60+	% 55-60+	
									Total	Comprise of Total EE's
Clerical	57	1	10	10	8	8	5	15	20	35.1%
Engineer	11	1	3	3	1	0	2	1	3	27.3%
General	59	2	13	10	6	8	9	11	20	33.9%
Librarian	33	0	5	3	1	5	9	10	19	57.6%
Mid-Mgmt/Tech	70	0	5	14	13	16	9	13	22	31.4%
Sworn Police	130	4	28	38	22	19	11	8	19	14.6%

¹ For purposes of simplicity, I avoid issues such as disability retirement, the annuity portion of the retirement allowance, military service, and survivor beneficiary options, all of which impact an employee's actual pension.

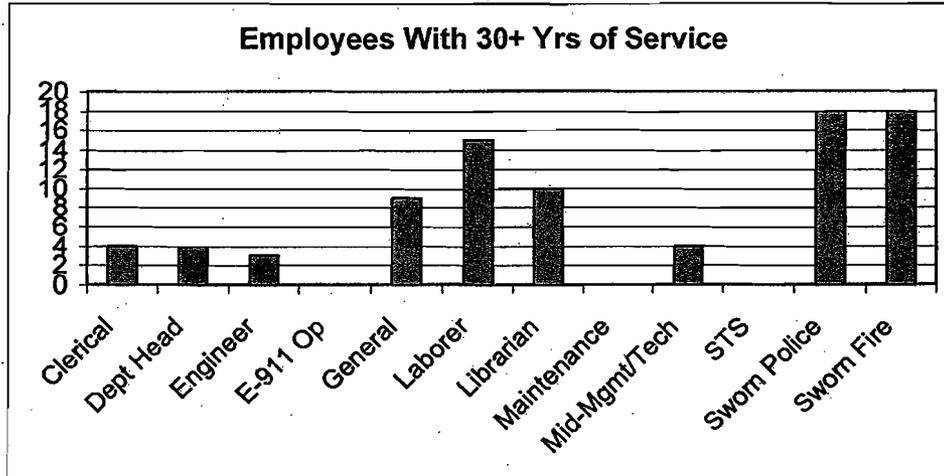
The graph below shows that the segments of the workforce with the largest number of employees over 55 years of age are laborers (DPW), firefighters, and mid-management / technical.



In terms of years of service, the table below shows that 12% of the employees have more than 30 years of service, with just 49 coming from non-public safety positions.

Employee Type	YEARS OF SERVICE					% 30+ EE's of Total EE's
	Total # of EE's	< 10	10-19	20-29	30+	
Clerical	57	24	16	13	4	7.0%
Engineer	11	4	4	0	3	27.3%
General	61	29	11	12	9	14.8%
Librarian	33	8	11	4	10	30.3%
Mid-Mgmt/Tech	68	33	22	9	4	5.9%
Sworn Police	130	37	39	36	18	13.8%
TOTAL	359	135	99	74	61	12.2%

The graph on the following page shows that the groups of the workforce with the largest number of employees having 30+ years of service are police officers, firefighters, and laborers (DPW).



When run through the pension formula, there are 35 employees currently working who are at 80% and another 57 more who will reach 80% over the next five years. The table below shows the 35 current employees at max plus the number that will reach max in each of the following five years:

TOWN EMPLOYEES AT 80% - ANN. GROWTH

	<u>Non-Pub Saf</u>	<u>Pub Saf</u>	<u>TOTAL</u>
Now *	13	22	35
In 1 Year	7	12	19
In 2 Years	8	2	10
In 3 Years	8	0	8
In 4 Years	4	11	15
In 5 Years	5	0	5

* These represent those employees who are currently at 80%.

Of the 92 potential retirements over the next five years, 45 are Group 1 employees (non-public safety) and 47 are Group 4 (public safety). The composition of the 45 Group 1 employees is shown below:

<u>@ Max:</u>	<u>Clerical</u>	<u>Dept Head</u>	<u>Engineer</u>	<u>General</u>	<u>Laborer</u>	<u>Librarian</u>	<u>Mid-Mgmt/Tech</u>	<u>TOTAL</u>
Now	1	1	1	4	1	3	2	13
In 2 Yrs	1	1	1		4	1		8
In 4 Yrs					2	1	1	4
TOTAL	3	4	3	7	15	8	5	45

COST IMPLICATIONS

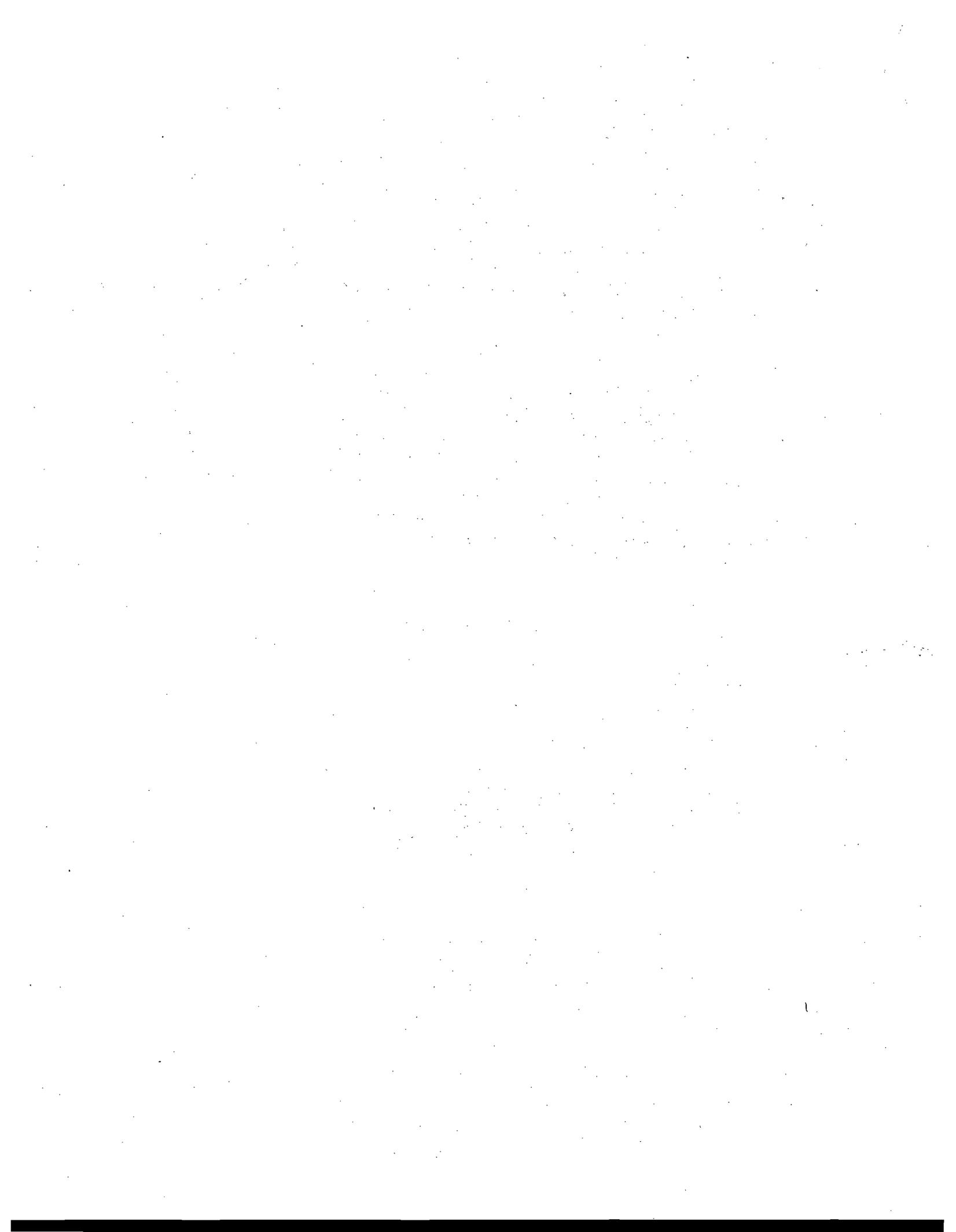
As noted at the start of this memo, the purpose of preparing this analysis is to develop an estimate of possible positions that could be eliminated via attrition as part of our workforce planning efforts. The primary reason for looking at consolidation and privatization possibilities is maintaining services to the extent possible while controlling the growth in long-term personnel costs. While the pension system is being funded annually per the schedule approved by the State (it will be fully-funded by 2025), the Town's OPEB liability is not being funded. Retiree health insurance is a major financial issue not just for Brookline, but for all governmental entities across the country. One way to reduce that liability is reduce future retirees, which is why consolidation possibilities and privatization should be explored further.

Even if OPEB's were not an issue, the current costs of retiree health insurance pose a challenge for the Town. Using the estimate arrived at above of 92 potential retirements over the next 5 years, if all of these positions were backfilled with new employees, the additional cost to insure those employees in year five would be approximately \$1.2 million². The cumulative cost of providing health insurance during that time period would be approximately \$4.5 million. Clearly the Town needs to determine what options exist to not backfill these positions. Obviously, simply eliminating these positions from the budget would yield both payroll and benefit savings, but services could well be reduced as a result. Consolidation and privatization, however, are two ways positions could be attrited out without impacting services to the extent that otherwise might be the case.

If you have any questions on this data and / or would like to see additional data, please do not hesitate to contact me.

cc Richard J. Kelliher, Town Administrator
Melissa Goff, Assistant Town Administrator
Sandra DeBow, Director of Human Resources

² Assumptions used: (1) current average cost of health insurance for an active employee of \$9,800 with an annual premium increase of 10%, bringing the average per employee cost of health insurance to \$15,800; (2) 85% of new employees enroll in health insurance.



APPENDIX 1B
POST-RETIREMENT HEALTH CARE BENEFITS (OPEBs)

a. The Unfunded Liability from the Past -- \$200 to \$300+ Million

Any employee who has worked for the Town or Schools (or other public employer) for 10 years and participated in the pension plan is entitled to health insurance for life beginning at the age of 55. Benefits are extended to spouses and certain dependents. These health care benefits for retirees are in addition to their pensions and are known as Other Post-Employment Benefits, or OPEBs.

Because Brookline (like the State and almost all municipalities) has made only minimal efforts to set aside money for OPEBs, it must pay health insurance costs on a "pay-as-you-go" basis for employees who have already retired. Of the \$23 million in group health payments in FY09, approximately \$7.5 million (or about 1/3) was for retired employees and their dependents. The Town's actuary has projected that by 2038 Brookline will be obligated to pay \$48.5 million *annually* in health insurance benefits *just for retirees and their dependents*. Brookline has set aside only a small amount to address that liability. *The current unfunded value in today's dollars of the already-accrued OPEB liability for Brookline Town and School retirees is \$200 to \$300+ million.*¹

Government Accounting Standards Board (GASB) standards require only that the unfunded OPEB liability be *reported*. Unlike pension obligations, however, there is no requirement that OPEB liabilities actually be *funded*, although it is likely that the extent of funding efforts will affect municipalities' bond ratings in the future.

After some initial steps by the Town beginning in FY 2000 to fund its OPEB liability, a Fiscal Policy Review Committee (2004 FPAC) released a report that acknowledged "the severity and importance" of the OPEB issue but nevertheless recommended that the Town suspend funding efforts. The committee reasoned that funding was not required and concluded that it "could not justify voluntarily setting aside resources for such a long-term, outlying obligation" in the face of "immediate pressures on the operating budget." (2004 FPAC Report, p. 20). Since then, only a one-time \$1 million contribution has been made toward OPEB funding when an old health insurance fund was closed out in FY09, and as a result, the unfunded OPEB liability has at least doubled, if not nearly tripled, from the amount of \$118 million at which it stood in 2001 (2004 FPAC Report, p. 19).

¹ The Town's actuary, The Segal Company, found in an October 1, 2008 Report (Segal Report) that the unfunded liability as of June 30, 2009 would be \$338 million if the Town were entirely on a pay-as-you-go basis, and \$214 million if the Town were pre-funding the liability (since amounts set aside would appreciate to meet future liabilities). The Town has no regular pre-funding plan in place, but it has set aside between \$5 and \$6 million, which would somewhat reduce the \$338 million unfunded liability. The precise reduction has, as of the writing of this report, not been calculated by the actuary.

b. Annual Additions to the Unfunded Liability – The “Normal Cost”

The \$200 to \$300+ million in current unfunded liabilities reflects the fact that the Town and Schools had in prior fiscal years made promises to employees without setting aside any monies to fund those promises. In essence, those making decisions in FY08 and before have “passed the buck” down to the current generation for that amount.

The Town and Schools, moreover, are incurring additional post-retirement obligations to current, active employees. An employee working for the Town or Schools at this time adds even more to the unfunded liability, because he or she has (like current retirees) been promised health insurance benefits after retirement. Because the Town is not funding that future liability, but rather is operating on a “pay-as-you-go” basis, there is no immediate, current-year budget impact from the additional accrued OPEB liability. However, the additional accrued OPEB liability will result in significantly greater payment obligations in the future that will drastically reduce the ability of the Town and Schools to provide services.

That increase in unfunded liability for future obligations can be measured. The “normal cost” is the actuarial term for the amount by which the unfunded OPEB liability increases in one year as a result of current, active employees being on the payroll and accruing additional OPEB benefits:

- The OPEB “normal cost” on an unfunded basis (the current practice) will be \$7.8 million in FY10 if no changes are made. (Segal Report, p. 8). This is the amount of additional liability incurred by the Town and Schools “staying in business” for an additional year, making OPEB commitments to active employees without funding those liabilities. This amount is approximately \$5,400 per year per employee (\$7.8 million divided by 1,444 eligible Town and School employees). The amount will increase in future years.
- The “normal cost” could be reduced substantially were the Town to fund the liability. It would be \$3.5 million in FY10, because it is assumed that if \$3.5 million were invested now, the invested amount would appreciate over time before current active employees eventually retired and drew OPEB benefits. (Segal Report, p. 7).
- In calculating the “real cost” of a Town or School employee in FY10, the average OPEB “normal cost” of \$5,400 per employee is a conservative measure of the actual OPEB cost attributable to an average current employee, because it measures the present value of commitments being made to active employees that will eventually have to be paid by the Town. It measures the additional accrued OPEB liability, on average, resulting from an employee working for an additional year.²

² The amount could theoretically be “fine tuned” based on factors such as individual employee tenure. In addition, a reduction of the number of employees could also somewhat reduce the existing unfunded liability accrued in the past, if an employee had not already accrued 10 years of service.

c. The Future Impact of the Failure to Fund

If the Town and Schools continue in a “pay-as-you-go” mode, rather than funding OPEB liabilities, the amount that will have to be paid to Town and School employees out of annual budgets will increase dramatically over time:

- As of July 1, 2008, there were already more retired employees and dependents covered for medical benefits (1,523) than there were active employees currently working for the Town and Schools (1,444). (Segal Report, p. 14)
- The amount the Town is already paying out of current operating funds just for retiree health insurance (\$7.5 million) is almost half the amount it is paying for health insurance for active employees (\$15.5 million).
- The annual “pay-as-you-go” cost for just for *retiree* health care is projected to rise to \$20.2 million in FY20 and to \$48.5 million in FY38, as retirees and their dependents live longer and the number of retirees increases. The amount will continue to increase beyond 2038.
- If the Town and Schools continue on a “pay-as-you-go” basis, the projected out-of-pocket OPEB payments will rise to 7.8% of the Town and School appropriated operating budget in 2020, and to 11% in 2038, even if overall budgets grow at 3% per year. Thus, more than 10% of available operating funds would be required just for *retiree* health care.

Past decision makers in the Town and Schools have, in effect, “passed the buck” down to us, rather than setting aside money to pay the ultimate cost of services from which they benefited in prior fiscal years. The \$7.5 million paid just for retiree health benefits in FY09 is the amount that the Town’s current residents (through taxes) and employees (through diversion of funds that could otherwise go to current employee wages and benefits) are paying for services rendered in the past, by individuals who are now retired, without money being set aside at the time to cover the ultimate cost of those services.

Without a responsible, disciplined commitment to fund OPEBs, the Town and Schools will pass on an even more onerous obligation to future generations.³ In addition to liabilities incurred in the past, the Town and Schools would be passing on over \$7 million of *additional* liabilities they are incurring but not funding each year (the “normal cost”). If the current generation continues to “pass the buck” down to future generations, expecting them to pay for services rendered by yesterday’s and today’s employees, an ever-increasing and ultimately crippling portion of future budgets would have to be diverted to paying for retiree health costs rather than for employees who are actually in the workforce.

³ The methods for funding OPEBs are not within the purview of the EIC, but rather that of the OPEB Task Force, which has discussed a number of methods that in combination could reduce OPEB costs and fund OPEB liabilities, thereby avoiding crippling future budget shortfalls and ensuring that promises made to employees can be honored.

d. OPEBs Are a Real Cost

Thus, for the purposes of the EIC, the issue of OPEBs has three implications:

- The projected increases in OPEB obligations (as well as other benefits) mean that the amounts that will have to be diverted from the operating budget in future years will be even greater than is now the case if the Town and Schools remain on a “pay-as-you-go” basis.
- Funding OPEBs will help to ensure that the Town and Schools will be able to honor commitments they are making to employees and on which employees have relied.
- OPEB obligations are a real cost of employing Town and School personnel. Although OPEBs have not been included in the budget (because the Town and Schools have not been funding the obligations), the annual OPEB impact of current employees can be measured by the “normal cost” calculated by the Town’s actuaries. This “normal cost” of \$5,400 per employee on average (for FY10; greater in future years), along with other benefit costs, should be included when comparing the cost of privatization to the cost of performing functions with Town and School employees.⁴

⁴ Unlike OPEBs, the Town is currently funding its pension plan over a 40-year period. (School teachers participate in a state-wide plan for which the Town has no liability.) The Town’s pension funding obligations are recalculated only periodically, so there would be a slight lag before reductions in the number of employees had an impact on the Town’s pension funding obligations. On average, however, the reduction of an employee would reduce the Town’s pension funding obligations upon recalculation by approximately \$1,300 per year, which is the pension “normal cost” based on current actuarial assumptions, in addition to the \$5,400 per year in OPEB “normal cost.”

If the numbers of employees are not reduced, the Town’s pension funding obligations are expected to increase in FY12 to account for current pension fund market losses. This will have an adverse effect on funds available for other operating purposes.

Question 1	Function									
Community	Street Sweeping (DPW)	Solid Waste Collection (DPW)	Fleet Maint (DPW)	Meter Collection (Pol)	Parking Ticket Administration (Pol)	Forestry (DPW)	Snow Removal	Grounds Maint (DPW)	Custodial Services (Bldg/Sch)	
Lexington	In House	Contracted out	In House	In House	In House	Both	Both	Both	Both	
Saugus	Contracted out	Contracted out	In House	In House	In House	In House	Both	In House	In House	
Quincy	In House	Contracted out	In House	In House	Contracted out	In House	In House	In House	In House	
Belmont	In House	Contracted out	In House	In House	In House	Both	Both	Both	Both	
Somerville	In House	Contracted out	In House	In House	Contracted out	In House	In House	Both	In House	
Weston	In House	N/A	In House	N/A	In House	In House	Both	In House	In House	
Arlington	In House	Contracted out	In House	In House	In House	In House	Both	Both	In House	
Newton	In House	Contracted out	In House	In House	Both	Contracted Out	Both	Both	In House	
Wellesley	In House	N/A	In House	Contracted out	Contracted out	In House	In House	In House	In House	
Waltham	In House	Contracted out	In House	In House	Contracted out	In House	Both	Both	In House	
Dedham	In House	Contracted out	In House	In House	Contracted out	Both	Both	Both	In House	
Milton	In House	Contracted out	In House	N/A	Contracted out	In House	In House	In House	In House	
Frammingham	In House	Both	In House	In House	In House	Both	Both	Both	In House	
Revere	Contracted out	Contracted out	Both	In House	Contracted out	Both	Both	Both	Both	
Braintree	In House	Contracted out	Both	N/A	In House	In House	Both	In House	In House	
Malden	In House	Contracted out	Both	In House	In House	In House	In House	Both	In House	
Boston	Contracted out	Contracted out	Both	In House	Contracted out	Both	Both	Both	Both	
Needham	Both	In House	Both	In House	In House	Both	Both	Both	Both	
Winchester	Both	N/A	In House	In House	Both	Both	Both	Both	In House	
Melrose	Contracted out	In House	In House	In House	In House	In House	Both	Contracted out	In House	

	Street Sweeping (DPW)	Solid Waste Collection (DPW)	Fleet Maint (DPW)	Meter Collection (Pol)	Parking Ticket Administration (Pol)	Forestry (DPW)	Snow Removal	Grounds Maint (DPW)	Custodial Services (Bldg/Sch)	
In House	14	2	15	16	10	11	5	6	15	
Contracted Out	4	14	0	1	8	1	0	1	0	
Both	2	1	5	0	2	7	15	13	5	
N/A	0	3	0	3	0	0	0	0	0	

Question 2	Favorable/not Favorable/neutral									
Community	Street Sweeping (DPW)	Solid Waste Collection (DPW)	Fleet Maint (DPW)	Meter Collection (Pol)	Parking Ticket Administration (Pol)	Forestry (DPW)	Snow Removal	Grounds Maint (DPW)	Custodial Services (Bldg/Sch)	
Lexington	N/A	Favorable	N/A	N/A	N/A	Favorable	Favorable	Favorable	Neutral	
Saugus	Favorable	Favorable	Favorable	Favorable	Favorable	Favorable	Favorable	Favorable	Favorable	
Quincy	N/A	Favorable	N/A	N/A	Neutral	N/A	N/A	N/A	N/A	
Belmont	N/A	Favorable	Neutral	N/A	N/A	Neutral	Neutral	Neutral	Neutral	
Somerville	N/A	Favorable	N/A	N/A	Favorable	N/A	N/A	Favorable	N/A	
Weston	N/A	N/A	N/A	N/A	N/A	N/A	Favorable	N/A	N/A	
Arlington	N/A	Favorable	N/A	N/A	N/A	N/A	Favorable	Favorable	N/A	
Newton	N/A	Favorable	N/A	N/A	N/A	Favorable	Favorable	Favorable	N/A	
Wellesley	N/A	N/A	N/A	Not Favorable	Favorable	N/A	N/A	N/A	N/A	
Waltham	N/A	Favorable	N/A	N/A	Favorable	N/A	Favorable	Favorable	N/A	
Dedham	N/A	Favorable	N/A	N/A	Favorable	Favorable	Favorable	Favorable	N/A	
Milton	N/A	Favorable	N/A	N/A	Favorable	N/A	N/A	N/A	N/A	
Frammingham	N/A	Favorable	N/A	N/A	N/A	Favorable	Favorable	Favorable	N/A	
Revere	Neutral	Favorable	Favorable	N/A	Favorable	Favorable	Favorable	Favorable	Favorable	
Braintree	N/A	Favorable	Favorable	N/A	N/A	N/A	Favorable	N/A	N/A	
Malden	Favorable	Favorable	Favorable	Favorable	Favorable	Favorable	Neutral	Neutral	Not Favorable	
Boston	Favorable	Favorable	Favorable	N/A	Favorable	Favorable	Favorable	Favorable	Favorable	
Needham	Favorable	N/A	N/A	N/A	N/A	Favorable	Favorable	Favorable	Favorable	
Winchester	Favorable	N/A	N/A	N/A	Neutral	N/A	Favorable	Favorable	N/A	
Melrose	Neutral	N/A	N/A	N/A	N/A	N/A	Neutral	Favorable	N/A	

	Street Sweeping (DPW)	Solid Waste Collection (DPW)	Fleet Maint (DPW)	Meter Collection (Pol)	Parking Ticket Administration (Pol)	Forestry (DPW)	Snow Removal	Grounds Maint (DPW)	Custodial Services (Bldg/Sch)	
Favorable	5	15	5	2	9	9	13	13	4	
Not Favorable	0	0	0	1	0	0	0	0	1	
Neutral	2	0	1	0	2	1	3	2	2	
N/A	13	5	14	17	9	9	4	5	13	

	In House	In House %	Contracted Out	Contracted Out %	Both	N/A
Street Sweeping (DPW)	14	70%	4	20%	2	0
Solid Waste Collection (DPW)	2	10%	14	70%	1	3
Fleet Maint (DPW)	15	75%	0	0%	5	0
Meter Collection (Pol)	16	80%	1	5%	0	3
Parking Ticket Administration (Pol)	10	50%	8	40%	2	0
Forestry (DPW)	11	55%	1	5%	7	0
Snow Removal	5	25%	0	0%	15	0
Grounds Maint (DPW)	6	30%	1	5%	13	0
Custodial Services (Bldg/Sch)	15	75%	0	0%	5	0
Total respondents	20					

This exercise is to determine the number of hours 1 mechanic is available in a 1 year period

Annual hours = 40 hours per week multiplied by 52 weeks per year

#1 Vacation, Holiday and Sick hours are the product of an estimated 21 (8 Hour Shift) days

#2 Break and Clean up hours are determined by subtracting the 21 vacation, holiday and sick days from the 260 (2080 hours / 8 hours per day) total work days and multiplying that number by 1/2 hour

#3 Misc indirect time consists of parts chasing, training etc.

Direct hours Available = annual hours less # 1,2,3

	Estimated Mechanic Hours		
	Hours/year		
Annual Hours	2080		
Less #1 Vacation, Holiday, Sick Hours	168	6 Holiday	5 sick 10 vacation
Less#2 Break and Cleanup	119.5	239 days X .5 hours	
Less#3 Misc indirect time	230		
Direct Hours Available per Mechanic	1562.5		

This exercise approximates the number of mechanics needed to maintain our fleet.

The factor of 1 = 20 hours of maintenance per year.

*If we use the APWA # of 23 hours of maintenance per year the # of mechanics needed increases to 12.47

The number of vehicles in each class is multiplied by the maintenance factor to determine the # of Maintenance Repair Units (MRU's)

I estimate that we perform 95% of maintenance in house.

In house MRU's = MRU total multiplied by 95%

Direct hours = In House MRU's multiplied by 20 (annual hours of maintenance)

The number of mechanics needed is determined by dividing the direct hours by 1562.5 (direct hours available for 1 mechanic)

Vehicle Class	Number	Factor	Equivalents	Adj. Number	Adj. Factor	Adj. Equivalent
Sedans	49	1	49	49	1	49
Pickups	42	1.5	63	42	1.3	54.6
Vans	37	1.5	55.5	37	1.5	55.5
Patrol Cars	45	2.5	112.5	45	2.5	112.5
**Dump Trucks	91	5	455			0
Truck-Non Dump				61	3.5	213.5
Medium Dump Truck				8	4.1	32.8
Large Dump Truck				10	5.4	54
Fire Trucks				12	5.4	64.8
Backhoes/Loaders	8	3	24	8	4.1	32.8
***Misc Equipment	113	1	113	113	1	113
trailers	28	0.7	19.6	28	0.25	7
Total	413		891.6	413		789.5
Percent in House			95%			87%
In House MRU's			847.02			688.84
Direct hours			* 16940.4			13776.775
Mechanics Needed			10.84533			8.82

** The Dump truck category consist of Dump Trucks, Vactors and Heavy Fire Equipment
All equipment requiring similar maintenance to a large Dump truck.

*** Misc Equipment consists of all equipment that doesn't fall in a specific category and requiring similar maintenance to a sedan

POLICE MANNING AND CRIME RATES
BROOKLINE, BOSTON, NEWTON

	Pop.	Sq.Mi.	Capt	Lieut	Sgt/DetSgt	Det PO	PO	Patrol PO Days	Patrol PO 1stHlf	Patrol PO 2ndHlf	PO to Capt per 1K pop	PO to Capt per sq. mi.
BROOKLINE	54,718	6.8	4	10	16	13	95 (73Patrol Div)	10Sun;11Sat;11 M-FNoSchl; 13to18M-FSchl	12to15	11to14	2.52	20.3
BOSTON ABUTTING												
Roxbury - B-2*	64,055	4.3	1	4	16	20	165	17to41	23to55	17to18	3.21	47.9
Fenway - D-4*	74,561	2.7	1	3	13+	10+	126	17to27	22to34	15to16	2.05+	56.7+
Jamaica Plain - E-13*	32,376	3	1	3	13	10	86	10to20	14to27	9	3.49	37.6
Allston-Brighton - D-14*	66,510	4.8	1	3	12	10	89	14to24	14to17	12	1.73	24
West Roxbury - E-5*	50,141	6.9	1	3	12	10	81	10to23	13to19	9to10	2.14	15.5
NEWTON**	82,819	18.1	6	9	20	12	87	11to16	12to14	8to14	1.62	7.4

	Pop.	Sq.Mi.	Murder	Rape	Robbery	AggAsslt	Burglary	Larceny	MVTheft	Total	Total% (Total/100)
BROOKLINE	54,718	6.8	0	6	40	105	167	939	40	1,297	2.4%
BOSTON ALL	591,855	89.6	65	263	2,242	4,267	3,810	17,351	3,418	31,416	5.3%
BOSTON ABUTTING											
Roxbury - B-2	64,055	4.3	21	42	436	834	471	1,885	539	4,228	6.6%
Fenway - D-4	74,561	2.7	2	25	313	404	498	4,006	470	5,718	7.7%
Jamaica Plain - E-13	32,376	3	3	13	138	215	320	892	215	1,796	5.5%
Allston-Brighton - D-14	66,510	4.8	0	22	83	181	418	1,385	191	2,280	3.4%
West Roxbury - E-5	50,141	6.9	1	7	77	139	171	778	189	1,362	2.7%
NEWTON	82,819	18.1	0	8	13	57	184	1,079	43	1,309	1.6%

*Notes: Boston Data does not include district drug units (one DetSgt and 4 to 6 POs in each district); Central Administration; or citywide police units (e.g., gang, sexual assault, domestic violence, special operations, motorcycle, homicide, special investigations).

**Newton, in addition, may assign the 10 most junior officers to First Half or Last Half Shift depending on need.

Brookline Data excludes only Chief and Superintendent.

2007 FBI Crime Data.

Boston Manning from Boston Police Dept.; Newton shift manning from Newton Police Dept.; Newton total personnel from budget data.

	Arrests -2007	2007 Percents	Arrests -2008	2008 Percents
Arrest total for year	761		708	
Brookline	213	28%	175	25%
Total Non-Brookline Residents	548	72%	533	75%
Total All Boston	246	32%	199	28%
Total All Other	302	40%	334	47%

Source: Brookline Police Department

POLICE DEPT. COMPARISON: DENSITY AND SQ MILE

MUNICIPALITY	2006 POP	SQ MI	DENSITY (POP/SQ MI)	UNIFORMED PERSONNEL	UNIFORMED PERSONNEL / SQ MI	RANK	UNIFORMED PERSONNEL PER 1,000 POP	RANK	UNIFORMED PERSONNEL / POP PER SQ MI	INDEX (X 100)	RANK
Arlington	41,075	5.18	7,930	57	11.0039	8	1.3877	14	0.0072	0.7188	13
Boston	590,763	48.43	12,198	2,235	46.1491	1	3.7832	1	0.1832	18.3222	1
Braintree	34,185	13.90	2,459	92	6.6187	11	2.6912	2	0.0374	3.7408	3
Brookline	54,718	6.79	8,059	138	20.3240	5	2.5220	3	0.0171	1.7125	8
Cambridge	101,365	6.43	15,764	253	39.3468	2	2.4959	4	0.0160	1.6049	9
Framingham	64,762	25.12	2,578	105	4.1799	13	1.6213	13	0.0407	4.0728	2
Malden	55,595	5.07	10,965	110	21.6963	4	1.9786	7	0.0100	1.0031	10
Melrose	26,666	4.69	5,686	51	10.8742	9	1.9125	8	0.0090	0.8970	12
Needham	28,368	12.61	2,250	47	3.7272	14	1.6568	12	0.0209	2.0892	7
Newton	82,819	18.05	4,588	149	8.2548	10	1.7991	10	0.0325	3.2474	5
Quincy	91,058	16.78	5,427	202	12.0381	7	2.2184	6	0.0372	3.7224	4
Somerville	74,554	4.11	18,140	128	31.1436	3	1.7169	11	0.0071	0.7056	14
Watertown	32,165	4.11	7,826	73	17.7616	6	2.2695	5	0.0093	0.9328	11
Weymouth	53,606	17.01	3,151	101	5.9377	12	1.8841	9	0.0320	3.2049	6
AVERAGE	95,121	13.45	7,644	267	17.0754		2.1384			3.2839	
MEDIAN	55,157	9.70	6,756	108	11.5210		1.9456			1.9008	

APPENDIX 3D

Printed by: Sean Cronin
 Tuesday, September 23, 2008 2:11:10 PM

Title: DETAILS : Brookline E-Mail System



Tuesday, September 02, 2008 12:28:32 PM

Message

From: Sean Cronin
 Subject: DETAILS
 To: Efficiency-PubSaf SubCm
 Cc: Melissa Goff

A number of questions were raised regarding private details. We are in the process of gathering that information. One piece I can provide you with now is how much the Town pays annually for police details. This is shown below for FY01-FY08:

FY	TOTAL	OP BGT		CIP		OTHER FUNDS	
FY01	\$331,141	\$896	0.3%	\$329,989	99.7%	\$256	0.1%
FY02	\$194,772	\$5,364	2.8%	\$188,640	96.9%	\$768	0.4%
FY03	\$178,450	\$13,735	7.7%	\$164,715	92.3%	\$0	0.0%
FY04	\$346,311	\$18,817	5.4%	\$326,790	94.4%	\$704	0.2%
FY05	\$409,727	\$14,912	3.6%	\$393,523	96.0%	\$1,292	0.3%
FY06	\$169,352	\$20,024	11.8%	\$145,756	86.1%	\$3,572	2.1%
FY07	\$275,682	\$8,658	3.1%	\$240,046	87.1%	\$26,978	9.8%
FY08	\$157,724	\$0	0.0%	\$145,934	92.5%	\$11,790	7.5%
TOTAL	\$2,063,159	\$82,406	4.0%	\$1,935,393	93.8%	\$45,360	2.2%

As i explained at the last meeting, the vast majority of the costs impact the Town's CIP (Capital Improvements Program). If you have any questions on this data, please let me know.

 Sean Cronin, Deputy Town Administrator
 Town Hall, 6th Floor
 333 Washington St.
 Brookline, MA 02445
 (617) 730-2206 (617) 730-2054 (fax)
www.townofbrooklinemass.com

FIRE DEPT. COMPARISON: DENSITY AND SQ MILE

MUNICIPALITY	2006		DENSITY (POP/SQ MI)	UNIFORMED PERSONNEL	UNIFORMED PERSONNEL / SQ MI		UNIFORMED PERSONNEL PER 1,000 POP		UNIFORMED PERSONNEL / POP PER SQ MI		INDEX (X 100)	RANK
	POP	SQ MI			RANK	RANK	RANK	RANK				
Arlington	41,075	5.18	7,930	70	13.5135	7	1.7042	13	0.0088	0.8828	12	
Boston	590,763	48.43	12,198	1,530	31.5920	3	2.5899	4	0.1254	12.5427	1	
Braintree	34,185	13.90	2,459	88	6.3309	11	2.5742	5	0.0358	3.5782	5	
Brookline	54,718	6.79	8,059	158	23.2695	4	2.8875	1	0.0196	1.9606	8	
Cambridge	101,365	6.43	15,764	275	42.7683	1	2.7130	3	0.0174	1.7444	9	
Framingham	64,762	25.12	2,578	140	5.5732	13	2.1618	8	0.0543	5.4303	2	
Malden	55,595	5.07	10,965	116	22.8797	5	2.0865	10	0.0106	1.0579	11	
Melrose	26,666	4.69	5,686	41	8.7420	10	1.5375	14	0.0072	0.7211	14	
Needham	28,368	12.61	2,250	64	5.0753	14	2.2561	7	0.0284	2.8449	7	
Newton	82,819	18.05	4,588	174	9.6399	9	2.1010	9	0.0379	3.7922	4	
Quincy	91,058	16.78	5,427	206	12.2765	8	2.2623	6	0.0380	3.7961	3	
Somerville	74,554	4.11	18,140	143	34.7932	2	1.9181	12	0.0079	0.7883	13	
Watertown	32,165	4.11	7,826	91	22.1411	6	2.8292	2	0.0116	1.1628	10	
Weymouth	53,606	17.01	3,151	105	6.1728	12	1.9587	11	0.0333	3.3318	6	
AVERAGE	95,121	13.45	7,644	229	17.4834		2.2557			3.1167		
MEDIAN	55,157	9.70	6,756	128	12.8950		2.2089			2.4028		

**APPENDIX 3F
MANNING LEVELS**

Community	Minimum Manning per Engine	Minimum Manning per Ladder Truck	Manning Level for Analysis
Arlington	3	3	1
Boston	4	4	3
Brookline	4	4	3
Cambridge	3	3	2
Dedham	3	2	1
Malden	3	3	1
Medford	3	3	1
Needham	4	2	1
Newton	3 (4 in January to March)	4	2
Somerville	3	3	1
Waltham	3 or 4	3 or 4	2
Watertown	3	3	1
Wellesley	3	3	1

Sources: Information provided to Chief Skerry by other departments; survey by EIC.
Cambridge reports 4 on some vehicles.

Manning Level for Analysis: 1= Manning of 3 or less; 2 = Manning between 3 and 4;
3 = Manning of 4 on all

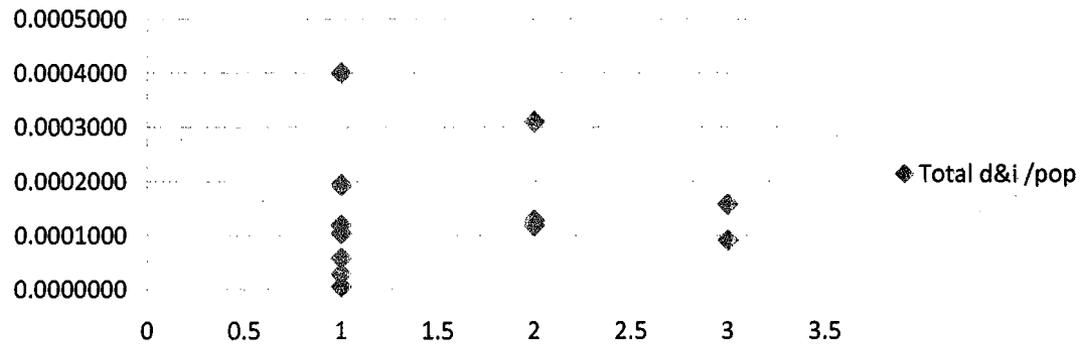
These scatter diagrams show the relationships between investments in firefighting resources and outcomes.

Each spot on the diagram represents a municipality. The diagram is way of picturing the same data that is in the tables.

When data is incomplete, no spot appears.

	Manning level	Total d&i /pop
Arlington	1	0.0000049
Boston	3	0.0000907
Braintree		0.0001463
Brookline	3	0.0001572
Cambridge	2	0.0003098
Dedham	1	0.0000580
Framingham		0.0002378
Malden	1	0.0001943
Medford	1	0.0001188
Melrose		0.0001350
Needham	1	0.0000282
Newton	2	0.0001183
Quincy		0.0003229
Somerville	1	0.0003997
Waltham	2	0.0001280
Watertown	1	0.0001928
Wellesley	1	0.0001038
Weymouth		0.0002537

1. Total deaths and injuries /pop by Manning



Manning levels per fire company:

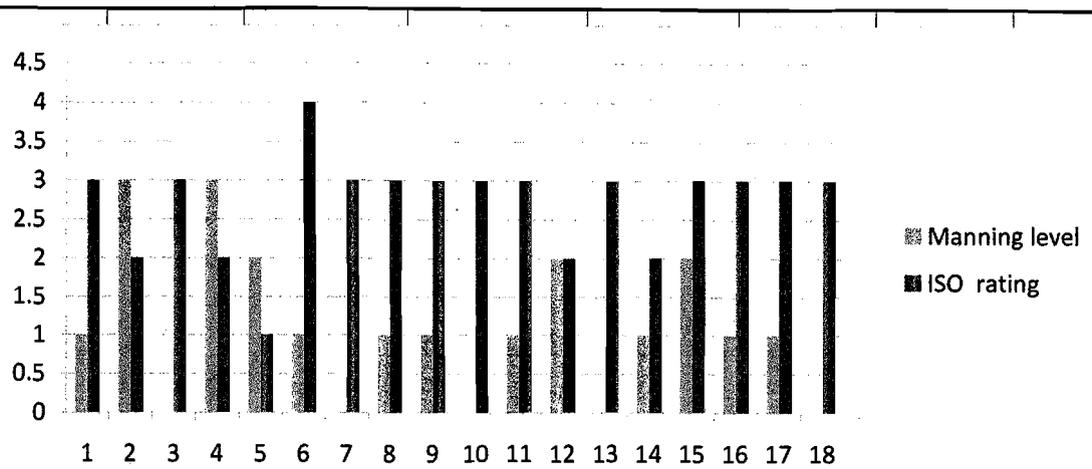
- 1=Manning of 3 or less
- 2=Manning between 3 and 4
- 3=Manning of 4

There is no significant relationship between rates of deaths and injuries per population and manning levels.

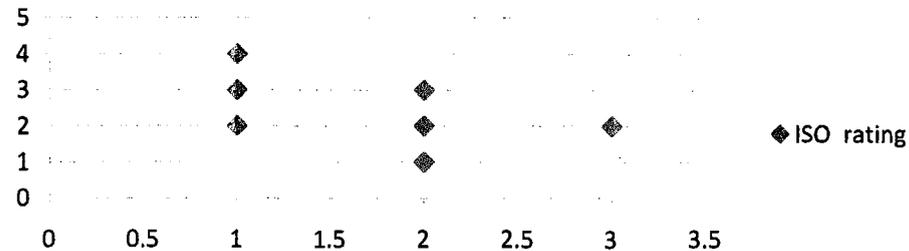
Municipalities with the lowest manning levels have both the lowest and highest rates of deaths and injuries per population.

	Rank re	Total d&i																		
	UP/Pop/Sq/pop																			
Arlington	14	0.0000049																		
Boston	1	0.0000907																		
Braintree	6	0.0001463																		
Brookline	10	0.0001572																		
Cambridge	11	0.0003098																		
Dedham		0.0000580																		
Framingham	2	0.0002378																		
Malden	13	0.0001943																		
Medford		0.0001188																		
Melrose	16	0.0001350																		
Needham	8	0.0000282																		
Newton	5	0.0001183																		
Quincy	4	0.0003229																		
Somerville	15	0.0003997																		
Waltham	3	0.0001280																		
Watertown	12	0.0001928																		
Wellesley	9	0.0001038																		
Weymouth	7	0.0002537																		
<p style="text-align: center;">3. Total d&i /pop by FF/pop/sq m</p> <p style="text-align: center;">Rank in Number of Uniform Personnel per Population Density (1 represents the highest number of personnel)</p>																				
<p>There is no significant relationship between rates of deaths and injuries per population density and rank in number of uniform personnel per population density.</p>																				

	Manning level	ISO rating
Arlington	1	3
Boston	3	2
Braintree		3
Brookline	3	2
Cambridge	2	1
Dedham	1	4
Framingham		3
Malden	1	3
Medford	1	3
Melrose		3
Needham	1	3
Newton	2	2
Quincy		3
Somerville	1	2
Waltham	2	3
Watertown	1	3
Wellesley	1	3
Weymouth		3



4. ISO rating (1 is best) by Manning



Manning levels per fire company:

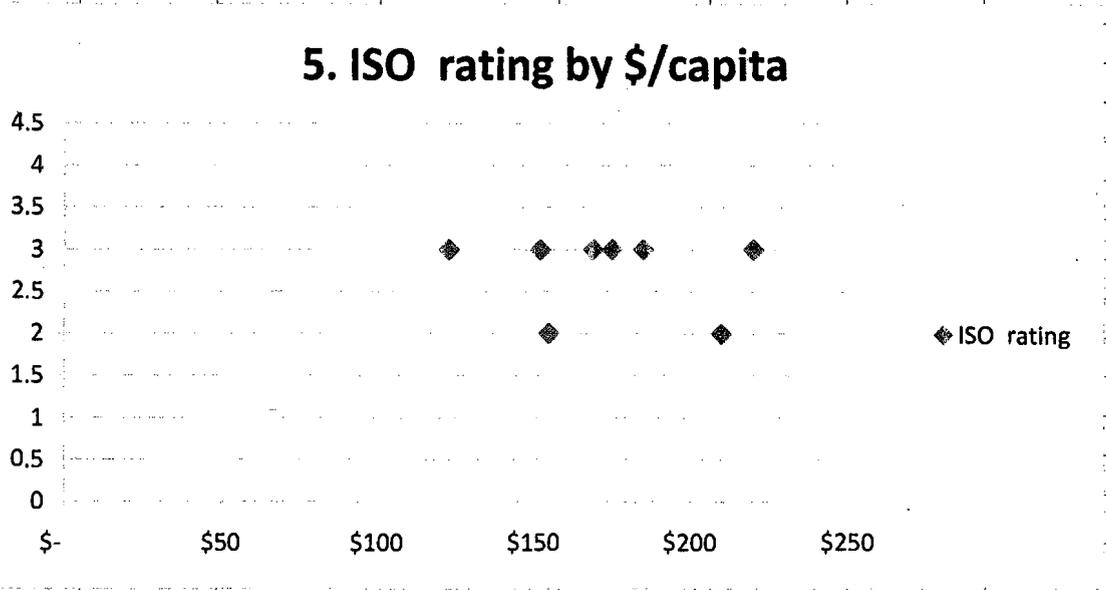
- 1=Manning of 3 or less
- 2=Manning between 3 and 4
- 3=Manning of 4

There is no significant relationship between ISO ratings and manning levels.

Because so many of the spots in the scatter diagram overlap, the data are also shown in a bar graph.

	Fire Cost Per capita	ISO rating	
Arlington	\$ 123	3	
Boston		2	
Braintree		3	
Brookline	\$ 210	2	4.5
Cambridge		1	4
Dedham		4	3.5
Framingham	\$ 169	3	3
Malden		3	2.5
Medford		3	2
Melrose		3	1.5
Needham	\$ 185	3	1
Newton	\$ 155	2	0.5
Quincy	\$ 175	3	0
Somerville		2	\$-
Waltham	\$ 220	3	\$50
Watertown		3	\$100
Wellesley	\$ 152	3	\$150
Weymouth		3	\$200
Average	\$ 174		\$250

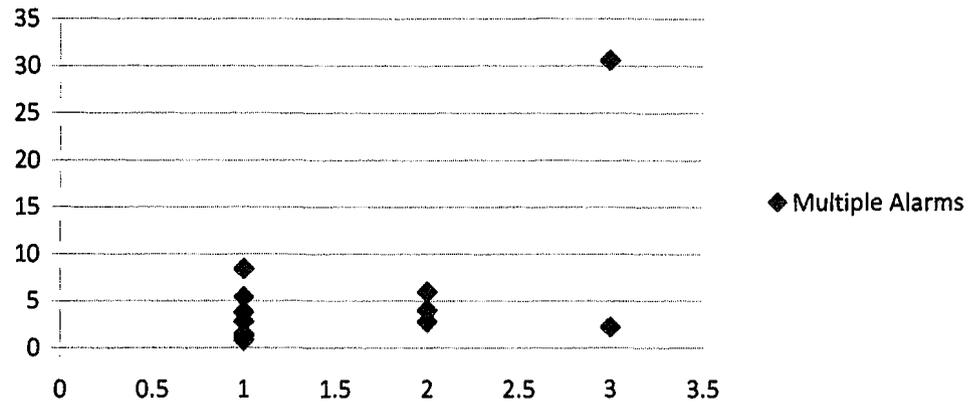
5. ISO rating by \$/capita



There is no significant relationship between ISO ratings and fire investment per capita.

	Manning level	Multiple Alarms
Arlington	1	1.4
Boston	3	30.6
Braintree		6.4
Brookline	3	2.2
Cambridge	2	6
Dedham	1	0.8
Framingham		0
Malden	1	5.4
Medford	1	3.8
Melrose		3
Needham	1	0.8
Newton	2	4
Quincy		5.6
Somerville	1	8.4
Waltham	2	2.8
Watertown	1	2.8
Wellesley	1	1.2
Weymouth		4.2

7. Multiple Alarms by Manning



Manning levels per fire company:

1=Manning of 3 or less

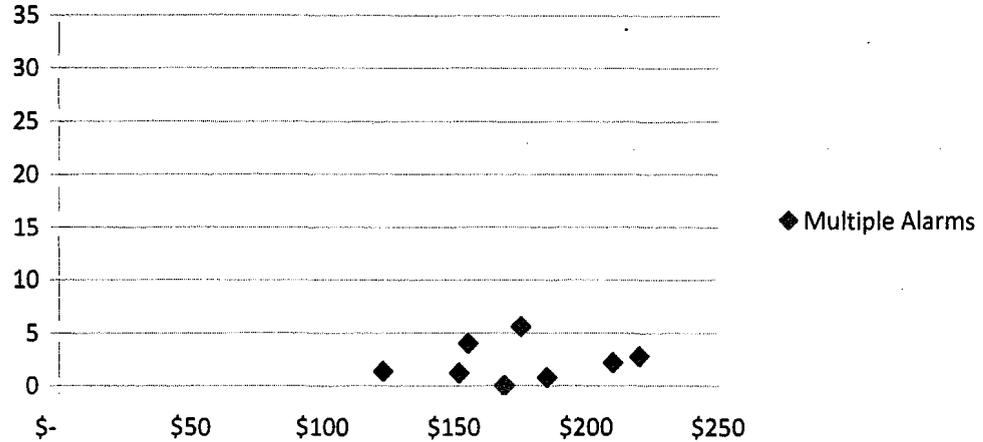
2=Manning between 3 and 4

3=Manning of 4

There is no significant relationship between number of multiple alarm fires and manning levels.

8. Multiple Alarms by \$/capita

	Fire Cost Per capita	Multiple Alarms
Arlington	\$ 123	1.4
Boston		30.6
Braintree		6.4
Brookline	\$ 210	2.2
Cambridge		6
Dedham		0.8
Framingham	\$ 169	0
Malden		5.4
Medford		3.8
Melrose		3
Needham	\$ 185	0.8
Newton	\$ 155	4
Quincy	\$ 175	5.6
Somerville		8.4
Waltham	\$ 220	2.8
Watertown		2.8
Wellesley	\$ 152	1.2
Weymouth		4.2
Average	\$ 174	

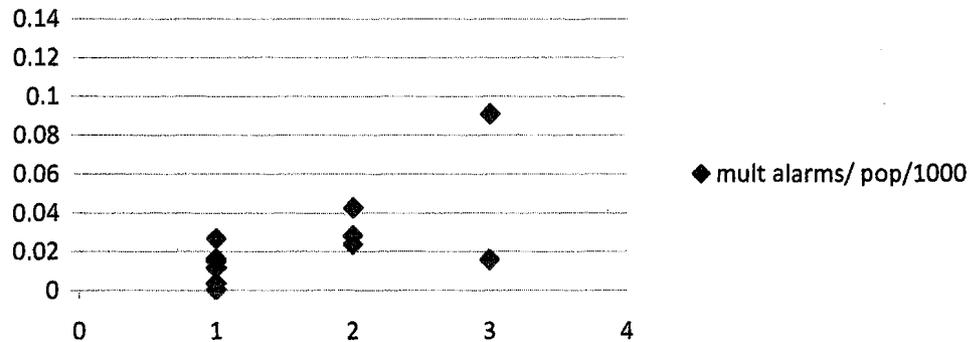


Fire Investment per Capita

There is no significant relationship between number of multiple alarm fires and fire investment per capita.

	Manning level	mult alarms/ pop/1000
Arlington	1	0.000347796
Boston	3	0.090730124
Braintree		0.024377163
Brookline	3	0.015716949
Cambridge	2	0.028161056
Dedham	1	
Framingham		0.118896884
Malden	1	0.014943236
Medford	1	
Melrose		0.008437711
Needham	1	0.003525099
Newton	2	0.023666067
Quincy		0.080717784
Somerville	1	0.026647352
Waltham	2	0.042683201
Watertown	1	0.016063008
Wellesley	1	0.011528184
Weymouth		0.036243278

10. Multiple alarms/ pop by Manning Level

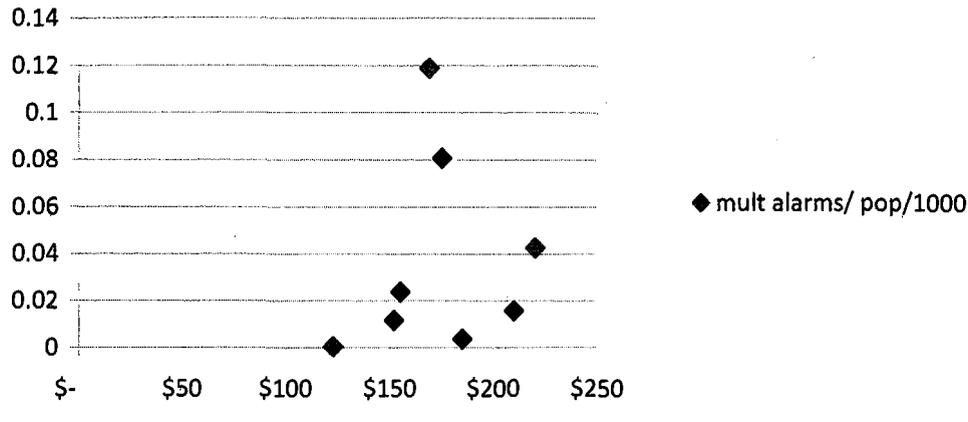


Manning levels per fire company:
 1=Manning of 3 or less
 2=Manning between 3 and 4
 3=Manning of 4

There is no significant relationship between number of multiple alarm fires/population and manning levels.

	Fire Cost Per capita	mult alarms/ pop/1000																			
Arlington	\$ 123	0.000347796																			
Boston		0.090730124																			
Braintree		0.024377163																			
Brookline	\$ 210	0.015716949																			
Cambridge		0.028161056																			
Dedham																					
Framingham	\$ 169	0.118896884																			
Malden		0.014943236																			
Medford																					
Melrose		0.008437711																			
Needham	\$ 185	0.003525099																			
Newton	\$ 155	0.023666067																			
Quincy	\$ 175	0.080717784																			
Somerville		0.026647352																			
Waltham	\$ 220	0.042683201																			
Watertown		0.016063008																			
Wellesley	\$ 152	0.011528184																			
Weymouth		0.036243278																			
Average	\$ 174																				
There is no significant relationship between number of multiple alarm fires/population and fire investment per capita.																					

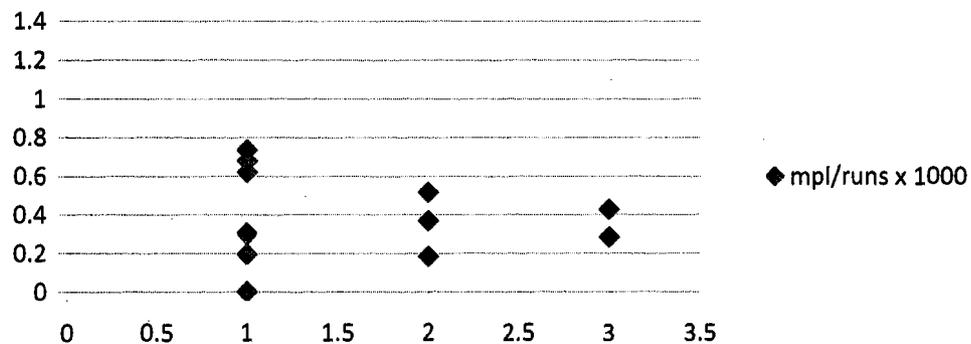
11. Multiple Alarms/pop by \$/cap



Fire Investment per Capita

	Manning level	mpl/runs x 1000
Arlington	1	0.304679
Boston	3	0.427195
Braintree		1.19985
Brookline	3	0.283469
Cambridge	2	0.182548
Dedham	1	0.194128
Framingham		
Malden	1	0.622335
Medford	1	0.000432
Melrose		0.888626
Needham	1	
Newton	2	0.514668
Quincy		0.583576
Somerville	1	0.735487
Waltham	2	0.367502
Watertown	1	0.679447
Wellesley	1	0.297324
Weymouth		0.601633
Average		0.519628

13. Multi. alarms/runs by Manning Level



Manning levels per fire company:

1=Manning of 3 or less

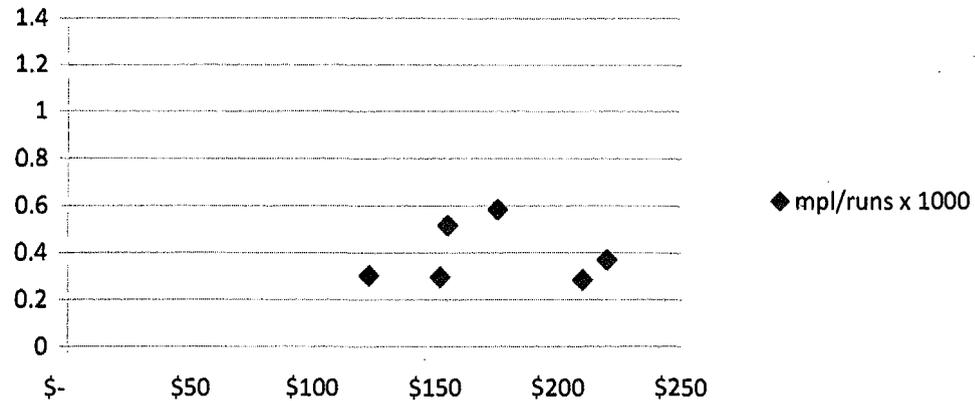
2=Manning between 3 and 4

3=Manning of 4

There is no significant relationship between number of multiple alarm fires/runs and manning levels.

	Fire Cost Per capita	mpl/runs x 1000
Arlington	\$ 123	0.304679
Boston		0.427195
Braintree		1.19985
Brookline	\$ 210	0.283469
Cambridge		0.182548
Dedham		0.194128
Framingham	\$ 169	
Malden		0.622335
Medford		0.000432
Melrose		0.888626
Needham	\$ 185	
Newton	\$ 155	0.514668
Quincy	\$ 175	0.583576
Somerville		0.735487
Waltham	\$ 220	0.367502
Watertown		0.679447
Wellesley	\$ 152	0.297324
Weymouth		0.601633
Average	\$ 174	0.519628

14. Multi. Alarms/runs by \$/cap

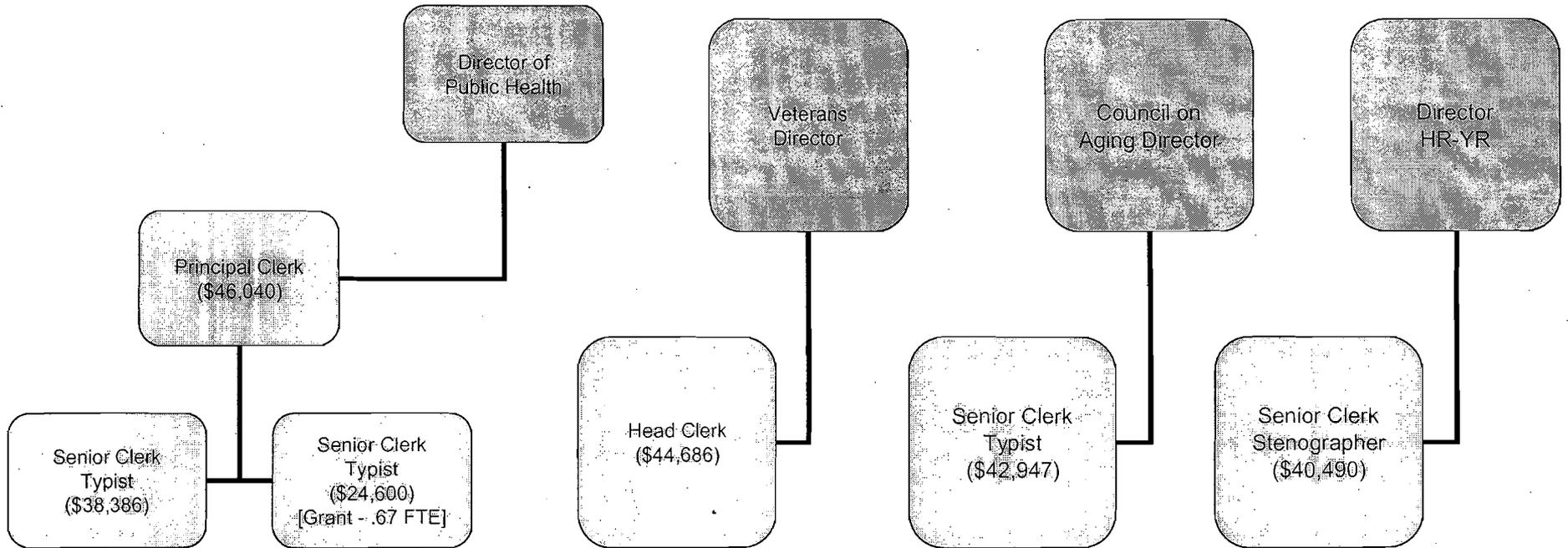


There is no significant relationship between number of multiple alarm fires/runs and fire investment per capita.

Prevention												
	Arlington	Belmont	Brookline	Lexington	Malden	Medford	Natick	Needham	Newton	Waltham	Watertown	Wellesley
Deputy Chief	1	0	1	0	1	1	0	0	1	1	0	0
Captain	0	1	0	0	0	1	1	0	1	0	1	1
Lieutenant	0	0.5	1	1	2	0	0	0	3	3	0	0
Firefighter	0	0	2	0	1	0	1	2	0	0	0	0
Civ. Secretary	0	0.49	0	0	0	0	0	0	0	2PT	0	0
Civ. Inspector	0	0	0	0	0	0	0	1	0	0	0	0
	1	1.99	4	1	4	2	2	3	5	5	1	1
Training												
	Arlington	Belmont	Brookline	Lexington	Malden	Medford	Natick	Needham*	Newton	Waltham	Watertown	Wellesley
Deputy Chief	0	0	1	0	1	0	0	*	0	1	0	0
Captain	1	0	1	0	1	1	1	0	1	0	0	1
Lieutenant	0	0.5	1	0	0	1	0	0	2	0	1	0
Firefighter	0	0	0	0	0	0	0	0	0	0	0	0
	1	0.5	3	0	2	2	1	0	3	1	1	1
*Needham does not have a training Division- DC handles training coordination with outside instructors												
Training Standards/Targets												
-Watertown: Training Officer instituted in 2008 EMS Training: 20 hours of OEMS continuing ed per year plus CPR/Defib recert and (1) BLS refresher course. Fire Training target 14-20 hrs/month.												
-Waltham: Target of ten thousand hours per year of training for the department.												
-Needham: Ten main topics (per year) are covered on a monthly basis, not including EMS training which we offer in house with a contracted Instructor. Each fall (October-November) we offer both EMT and Paramedic Refresher Courses. Off duty personnel can attend up to sixty hours of training (per contract), either in house or at the State Fire Academy, and other qualified facilities.												



HEALTH & HUMAN SERVICES ORG CHART – ADMIN.



Total Clerical Support = 5.67 FTE's, \$237,149

SENIOR CLERK TYPIST - HEALTH (INSPECTIONS)

Grade C-04

PRIMARY PURPOSE

Administrative duties assisting with the operations of the Public Health and Human Services Department; other related work, as required.

ESSENTIAL DUTIES AND RESPONSIBILITIES

The essential functions or duties listed below are illustrations of the type of work that is performed. The omission of specific statements of duties does not exclude them from the position if the work is similar, related, or a logical assignment to the position.

Responds to inquiries and telephone calls from citizens; directs calls to appropriate staff; records and logs citizen complaints.

Transcribes reports, memoranda, and documents related to environmental code enforcement; prepares order letters.

Provides information to assist with the operations of the environmental health division.

Processes animal control reports and documentation.

Processes licenses and permits for swimming pools, day camps, keeping of animals, funeral homes and burials.

Performs general office duties.

Performs similar or related work as directed, required, or as situation dictates.

SUPERVISION

Works under the direct supervision of the Principal Clerk; receives assignments from the Chief Environmental Health Officer and other division directors; tasks are completed in accordance with established methods and procedures to meet prescribed time schedules; daily assignments and written correspondence are reviewed.

WORK ENVIRONMENT

Performs work in office conditions; the nature and volume of work are usually stable, subject to cyclical variations.

The employee operates standard office equipment.

The employee has ongoing contact with the public on health-related issues; refers complaints to other departments and employees.

The employee is required to use discretion when using confidential legal information and criminal records.

Errors are usually detected through the system of checks and balances, but could result delay or loss of services.

Brookline, Massachusetts
Senior Clerk Typist - Health

RECOMMENDED MINIMUM QUALIFICATIONS

EDUCATION AND EXPERIENCE

High school diploma; computer or technical training preferred; one year of office experience; or an equivalent combination of education and experience.

KNOWLEDGE, ABILITY AND SKILL

Knowledge of office practices and procedures and department operations and services.

Ability to organize time and accomplish tasks to meet deadlines; ability to communicate effectively with the public verbally and in writing; ability to maintain confidential information; ability to learn and understand municipal health regulations.

Written and oral communication skills; computer skills, including spreadsheets, word processing and specialized software applications; office skills; organizational skills.

PHYSICAL REQUIREMENTS

Minimal physical effort is required to perform duties; ability to stand, sit, speak and hear and operate office equipment; vision requirements include the ability to read documents and use a computer.

This job description does not constitute an employment agreement between the employer and employee, and is subject to change by the employer, as the needs of the employer and requirements of the job change.

PRINCIPAL CLERK - HEALTH

Grade C-09

PRIMARY PURPOSE

Administrative and supervisory duties assisting with the operations of the Public Health and Human Services Department; other related work, as required.

ESSENTIAL DUTIES AND RESPONSIBILITIES

The essential functions or duties listed below are illustrations of the type of work that is performed. The omission of specific statements of duties does not exclude them from the position if the work is similar, related, or a logical assignment to the position.

Supervises the work of office staff and interns; responsible for the daily operations of the office.

Performs administrative duties; types department correspondence.

Responsible for processing the weekly department payroll; maintains personnel records.

Orders equipment and supplies for the department; enters data pertaining to accounts payable and receivable; completes purchase orders and pays department bills.

Responsible for creating and updating databases related to permits and licenses under the jurisdiction of the department, including restaurants, tobacco and lodging houses.

Collects and tracks fees received for permits and licenses; submits deposits to the Treasurer.

Responds to complaints and requests from citizens in person and by telephone; refers issues to division directors and other staff; attends biweekly division meetings and provides follow-up services.

Assists the Director with preparation of the annual budget and narrative for the annual report.

Provides administrative support to the Health Center Building Committee.

Conducts special projects, as assigned.

Assumes additional responsibilities in the absence of the Director.

Performs similar or related work as directed, required, or as situation dictates.

SUPERVISION

Works under the general direction of the Director of Public Health and Human Services, in accordance with established policies and procedures; works independently to complete assignments according to prescribed time schedules; receives assignments from division

*Brookline, Massachusetts
Principal Clerk - Health*

directors; unusual situations are referred to a supervisor.

WORK ENVIRONMENT

Performs work in office conditions; the nature and volume of work are usually stable; emergency situations may require additional hours.

The employee operates standard office equipment.

The employee has regular contact with the public, other departments and vendors regarding department operations.

The employee is required to use discretion when using department-related confidential information.

Errors related to permits and licenses could result in loss of revenue; purchasing errors could result in equipment problems or loss of services; payroll errors could result in monetary loss.

RECOMMENDED MINIMUM QUALIFICATIONS

EDUCATION AND EXPERIENCE

High school diploma; Associate's Degree or technical training preferred; three years of office experience; supervisory experience preferred; or an equivalent combination of education and experience.

KNOWLEDGE, ABILITY AND SKILL

Knowledge of office practices and procedures and department operations and services; familiarity with municipal health regulations.

Ability to work independently, organize time and accomplish tasks with accuracy and attention to detail; ability to communicate effectively with the public verbally and in writing; ability to maintain confidential information.

Written and oral communication skills; computer skills, including spreadsheets, word processing and specialized software applications; office skills; organizational skills; supervisory skills.

PHYSICAL REQUIREMENTS

Minimal physical effort is required to perform duties; ability to sit, speak and hear and operate office equipment; vision requirements include the ability to read documents and use a computer.

This job description does not constitute an employment agreement between the employer and employee, and is subject to change by the employer, as the needs of the employer and requirements of the job change.

SENIOR CLERK TYPIST - HEALTH ADMINISTRATION

Grade C-04

PRIMARY PURPOSE

Administrative duties assisting with the operations of the Public Health and Human Services Department; other related work, as required.

ESSENTIAL DUTIES AND RESPONSIBILITIES

The essential functions or duties listed below are illustrations of the type of work that is performed. The omission of specific statements of duties does not exclude them from the position if the work is similar, related, or a logical assignment to the position.

Responds to inquiries and telephone calls from citizens; directs calls to appropriate staff; responds to citizen complaints and prepares intake forms.

Prepares order letters and letters of compliance; prepares memoranda and documents as assigned by division directors.

Provides administrative support to school health services staff; prepares purchase orders for school nurses.

Orders vaccines from providers; receives orders, distributes vaccine and maintains records; oversees quality control of vaccine storage.

Processes licenses and permits for tanning and massage establishments.

Coordinates activities with school health personnel.

Performs general office duties.

Performs similar or related work as directed, required, or as situation dictates.

SUPERVISION

Works under the direct supervision of the Principal Clerk; receives assignments from the Chief Environmental Health Officer and other division directors; tasks are completed in accordance with established methods and procedures to meet prescribed time schedules; daily and weekly assignments are reviewed.

WORK ENVIRONMENT

Performs work in office conditions; the nature and volume of work are usually stable; emergency situations may require additional hours.

The employee operates standard office equipment.

The employee has ongoing contact with the public, school health personnel and physicians' offices.

Errors are usually detected through the system of checks and balances, but could result

*Brookline, Massachusetts
Senior Clerk Typist - Health*

delay or loss of services.

RECOMMENDED MINIMUM QUALIFICATIONS

EDUCATION AND EXPERIENCE

High school diploma; office experience or computer training; or an equivalent combination of education and experience.

KNOWLEDGE, ABILITY AND SKILL

Knowledge of office practices and procedures; familiarity with department operations and services.

Ability to communicate effectively with the public by telephone; ability to learn and understand municipal health procedures.

Written and oral communication skills; computer skills, including spreadsheets, word processing and specialized software applications; office skills; organizational skills.

PHYSICAL REQUIREMENTS

Minimal physical effort is required to perform duties; ability to sit, speak and hear and operate office equipment; vision requirements include the ability to read documents and use a computer.

This job description does not constitute an employment agreement between the employer and employee, and is subject to change by the employer, as the needs of the employer and requirements of the job change.

HEAD CLERK - VETERANS SERVICES

Grade C-08

PRIMARY PURPOSE

Administrative duties assisting the Director of Veterans Services to provide assistance to veterans and their dependents applying for veterans benefits; other related work, as required.

ESSENTIAL DUTIES AND RESPONSIBILITIES

The essential functions or duties listed below are illustrations of the type of work that is performed. The omission of specific statements of duties does not exclude them from the position if the work is similar, related, or a logical assignment to the position.

Assists the Director to provide assistance to veterans and their dependents regarding financial and other issues; assists veterans to file applications for housing, real estate abatement, citizenship, and bankruptcy; obtains necessary documentation to file applications.

Assists the Director with compilation of documentation to assist veterans and their families to apply for financial, educational, employment, or medical benefits, or alternative sources of income.

Responsible for the daily operation of the office and maintenance of department records and financial reports; maintains inventory and orders office supplies.

Responds to telephone calls and requests for information.

Maintains contact with federal veterans administration employees to obtain information pertaining to veterans' pensions and compensation; assists with preparation and types applications, letters and reports to the Commissioner of Veterans Services and the Veterans Administration; prepares monthly financial reports for the Commissioner to obtain reimbursement to the town.

Processes medical and dental bills incurred by eligible veterans according to state-mandated rates; prepares monthly financial reports required by the town.

Assists with preparation of warrant articles for submission to Town Meeting; participates in organization of ceremonies for dedication of Memorial Squares and organization of Memorial Day, Veterans Day and town-wide Flag Day activities.

Assists with coordination of activities with funeral directors and cemetery personnel to arrange veterans' burials; prepares applications for grave markers and conducts follow-up; maintains records of veterans buried in town cemeteries and ensures proper Memorial Day decoration.

Responsible for the Town Adopt-a-Pole program.

Performs additional duties in the absence of the Director.

Performs back-up clerical duties for Human Relations/Youth Resources and the Health Department as needed.

Performs similar or related work as directed, required, or as situation dictates.

SUPERVISION

Works under the general direction of the Director of Veterans Services, in accordance with Massachusetts General Laws, federal and state regulations and directives; works independently to complete assignments according to prescribed time schedules.

WORK ENVIRONMENT

Performs work in office conditions; the nature and volume of work fluctuate according to deadlines and various seasonal events; conducts home visits; regular schedule requires attendance at holiday events.

The employee operates standard office equipment.

The employee has ongoing contact with the public, other departments, state and federal agencies to provide and obtain information pertaining to veterans' issues.

The employee is required to use discretion regarding personal information about veterans and their dependents, including legal, financial and medical information.

Errors could result in monetary loss to the town or recipients, or legal repercussions.

RECOMMENDED MINIMUM QUALIFICATIONS

EDUCATION AND EXPERIENCE

High school diploma; Associate's Degree in social services or a related field preferred; three years of office and bookkeeping experience; social service experience preferred; or an equivalent combination of education and experience.

KNOWLEDGE, ABILITY AND SKILL

Knowledge of office practices and procedures and department operations and services; familiarity with regulations pertaining to veterans services; basic finance and accounting knowledge.

Ability to work independently, organize time and accomplish tasks with accuracy and attention to detail; ability to communicate effectively with the public verbally and in writing; ability to maintain confidential information.

Interpersonal skills; computer skills; office skills; organizational skills.

PHYSICAL REQUIREMENTS

Minimal physical effort is required to perform duties; ability to stand, walk, sit, speak and hear and operate office equipment; vision requirements include the ability to read and analyze documents and use a computer.

This job description does not constitute an employment agreement between the employer and employee, and is subject to change by the employer, as the needs of the employer and requirements of the job change.

SENIOR CLERK STENOGRAPHER - HUMAN RELATIONS

Grade C-05

PRIMARY PURPOSE

Administrative duties assisting with the operations of the Human Relations Department; other related work, as required.

ESSENTIAL DUTIES AND RESPONSIBILITIES

The essential functions or duties listed below are illustrations of the type of work that is performed. The omission of specific statements of duties does not exclude them from the position if the work is similar, related, or a logical assignment to the position.

Provides information and referral services to the public pertaining to department programs; refers and directs callers to the Director and other departments and agencies.

Assists the Director and the Events Coordinator on various projects.

Prepares the annual Affirmative Action Municipal Workforce Report for the MCAD.

Prepares the biannual EEO-4 Federal Workforce Report.

Provides administrative support to the Sister City and Underground Railroad Committees.

Maintains financial records for the department, including payroll, receipts and expenditures; maintains personnel records.

Issues the Childcare Resource Guide.

Coordinates the work of summer youth workers.

Performs general office duties.

Performs similar or related work as directed, required, or as situation dictates.

SUPERVISION

Works under the general supervision of the Director of Human Relations; tasks are completed in accordance with established methods and procedures to meet prescribed time schedules; work is reviewed, depending on the type of assignment.

WORK ENVIRONMENT

Performs work in office conditions; volume of work fluctuates according to various reporting deadlines.

The employee operates standard office equipment.

The employee has frequent contact with the public, other town departments, committees and outside agencies.

Reporting errors could result delay or loss of services or loss of grant funding.

RECOMMENDED MINIMUM QUALIFICATIONS

EDUCATION AND EXPERIENCE

High school diploma; secretarial training; three years of secretarial experience; or an equivalent combination of education and experience.

KNOWLEDGE, ABILITY AND SKILL

Knowledge of office practices and procedures and department operations and services.

Ability to organize time and accomplish tasks to meet deadlines; ability to communicate effectively with the public verbally and in writing; ability to work with people from a variety of backgrounds; ability to complete computer training; ability to learn basic statistical analysis; ability to learn and understand regulations relating to reporting requirements.

Interpersonal skills; secretarial skills; mathematical; skills; written and oral communication skills; computer skills; organizational skills.

PHYSICAL REQUIREMENTS

Minimal physical effort is required to perform duties; ability to sit, speak and hear and operate office equipment; vision requirements include the ability to read documents and use a computer.

This job description does not constitute an employment agreement between the employer and employee, and is subject to change by the employer, as the needs of the employer and requirements of the job change.

Town of Brookline
Costs Associated With Vehicles Taken Home

Department	Assigned To	One-way Mileage	Round Trip	Weekly Travel Miles	Annual Travel Miles*	MPG	Gallons Needed	Price Per Gallon (FY09)	TOTAL FUEL COST	Number of Oil Changes**	Cost Per Oil Change	TOTAL OIL CHANGE COST	TOTAL COST PER CAR	
Police	Chief of Police	D. O'Leary	7	14	70	3360	20	168	\$ 3.76	\$ 632.05	0.7	\$7.50	\$ 5.04	\$ 637.09
	Superintendent of Police	Mello	1	2	10	480	20	24	\$ 3.76	\$ 90.29	0.1	\$7.50	\$ 0.72	\$ 91.01
	Captain of Patrol	Keaveney	1	2	10	480	20	24	\$ 3.76	\$ 90.29	0.1	\$7.50	\$ 0.72	\$ 91.01
	Captain of Community Service	J. O'Leary	15	30	150	7200	20	360	\$ 3.76	\$ 1,354.39	1.4	\$7.50	\$ 10.80	\$ 1,365.19
	Captain of Traffic	Gropman	4	8	40	1920	20	96	\$ 3.76	\$ 361.17	0.4	\$7.50	\$ 2.88	\$ 364.05
	Captain of Detectives	Morgan	14	28	140	6720	20	336	\$ 3.76	\$ 1,264.10	1.3	\$7.50	\$ 10.08	\$ 1,274.18
	Detective Lieutenant	McDermott	2	4	20	960	20	48	\$ 3.76	\$ 180.59	0.2	\$7.50	\$ 1.44	\$ 182.03
	Detective Lieutenant - Office of Personal Resp.	Burke	14	28	140	6720	20	336	\$ 3.76	\$ 1,264.10	1.3	\$7.50	\$ 10.08	\$ 1,274.18
	Training Lieutenant	Harrington	1	2	10	480	20	24	\$ 3.76	\$ 90.29	0.1	\$7.50	\$ 0.72	\$ 91.01
	Detective Sergeant - Domestic Violence / Juvenile	Riley	16	32	160	7680	20	384	\$ 3.76	\$ 1,444.68	1.5	\$7.50	\$ 11.52	\$ 1,456.20
	Technology/Communications Officer	Wilder	15	30	150	7200	20	360	\$ 3.78	\$ 1,354.39	1.4	\$7.50	\$ 10.80	\$ 1,365.19
	Detective Lieutenant - Nights	Murphy	17	34	170	8160	21	388.5714	\$ 3.76	\$ 1,461.88	1.6	\$8.50	\$ 13.87	\$ 1,475.76
	Training - Emergency Management	Raskin	12	24	120	5760	22	261.8182	\$ 3.76	\$ 985.01	1.2	\$9.50	\$ 10.94	\$ 995.96
TOTAL - POLICE			119	180	900	43200		2160		\$ 8,126.35		\$ 64.80	\$ 8,191.15	

Department	Assigned To	One-way Mileage	Round Trip	Weekly Travel Miles	Annual Travel Miles*	MPG	Gallons Needed	Price Per Gallon (FY09)	TOTAL FUEL COST	Number of Oil Changes**	Cost Per Oil Change	TOTAL OIL CHANGE COST	TOTAL COST PER CAR	
DPW	Commissioner	DeMaio	6	12	60	2880	20	144	\$ 3.76	\$ 541.76	0.6	\$7.50	\$ 4.32	\$ 546.08
	Director - Water & Sewer	Pappastergion	34	68	340	16320	20	816	\$ 3.76	\$ 3,069.96	3.3	\$7.50	\$ 24.48	\$ 3,094.44
	Director - Highway & Sanitation	Johnson	19	38	190	9120	15	608	\$ 3.76	\$ 2,287.42	1.8	\$7.50	\$ 13.68	\$ 2,301.10
	Director - Parks & Open Space	Chute Gallantine	1	2	10	480	20	24	\$ 3.76	\$ 90.29	0.1	\$7.50	\$ 0.72	\$ 91.01
	Director - Engineering / Transportation	Ditto	10	20	100	4800	40	120	\$ 3.76	\$ 451.46	1.0	\$7.50	\$ 7.20	\$ 458.66
	Conservation Administrator / Tree Warden	Brady	20	40	200	9600	20	480	\$ 3.76	\$ 1,805.86	1.9	\$7.50	\$ 14.40	\$ 1,820.26
	Operations Manager - Water & Sewer	Trainor	15	30	150	7200	20	360	\$ 3.76	\$ 1,354.39	1.4	\$7.50	\$ 10.80	\$ 1,365.19
	Operations Manager - Highway & Sanitation	McCarthy	7	14	70	3380	15	224	\$ 3.78	\$ 842.73	0.7	\$7.50	\$ 5.04	\$ 847.77
	Operations Manager - Parks & Open Space	Bressj	15	30	150	7200	20	360	\$ 3.76	\$ 1,354.39	1.4	\$7.50	\$ 10.80	\$ 1,365.19
	Fleet & Facilities Supervisor	Parece	22	44	220	10560	20	528	\$ 3.76	\$ 1,986.44	2.1	\$7.50	\$ 15.84	\$ 2,002.28
	Town Arborist	Barlow	32	64	320	15360	15	1024	\$ 3.76	\$ 3,852.49	3.1	\$7.50	\$ 23.04	\$ 3,875.53
	Environmental Health Supervisor	Gilbert	12	24	120	5760	15	384	\$ 3.76	\$ 1,444.68	1.2	\$8.50	\$ 9.79	\$ 1,454.48
	Traffic System Supervisor	O'Regan	12	24	120	5760	15	384	\$ 3.78	\$ 1,444.68	1.2	\$7.50	\$ 8.64	\$ 1,453.32
	General Foreman - Water & Sewer (1)	B. Sullivan	33	66	330	5720	15	381	\$ 3.78	\$ 1,434.65	1.1	\$7.50	\$ 8.58	\$ 1,443.23
	General Foreman - Highway & Sanitation (1)	D. Sullivan	35	70	350	6067	15	404	\$ 3.78	\$ 1,521.60	1.2	\$7.50	\$ 9.10	\$ 1,530.70
	General Foreman - Parks & Open Space (1)	Bennett	14	28	140	2427	15	162	\$ 3.78	\$ 608.64	0.5	\$7.50	\$ 3.64	\$ 612.28
	Emergency Foreman - Water & Sewer (1)	Vandenburgh	18	38	180	3120	20	156	\$ 3.76	\$ 586.90	0.6	\$7.50	\$ 4.68	\$ 591.58
	Cemetery Supervisor(1)	Thomas	31	62	310	5373	15	358	\$ 3.76	\$ 1,347.70	1.1	\$7.50	\$ 8.06	\$ 1,355.76
TOTAL - DPW			336	672	3360	121107		6918		\$ 26,026		\$ 182.81	\$ 26,208.89	

(1) Winter season only = 4 months

Department	Assigned To	One-way Mileage	Round Trip	Weekly Travel Miles	Annual Travel Miles*	MPG	Gallons Needed	Price Per Gallon (FY09)	TOTAL FUEL COST	Number of Oil Changes**	Cost Per Oil Change	TOTAL OIL CHANGE COST	TOTAL COST PER CAR	
Fire	Fire Chief	Skerry	27	54	270	12960	15	864	\$ 3.76	\$ 3,250.54	2.6	\$7.50	\$ 19.44	\$ 3,269.98
	D/C Safety Officer	O'Reilly	6	12	60	2880	20	144	\$ 3.76	\$ 541.76	0.6	\$7.50	\$ 4.32	\$ 546.08
	D/C Fire Invest.	Sweeny	13	26	130	6240	20	312	\$ 3.76	\$ 1,173.81	1.2	\$7.50	\$ 9.36	\$ 1,183.17
	D/C Training/Safety	O'Connell	7	14	70	3360	20	168	\$ 3.76	\$ 632.05	0.7	\$7.50	\$ 5.04	\$ 637.09
	Dept. Mech.	Daly	9	18	90	4320	15	288	\$ 3.76	\$ 1,083.51	0.9	\$7.50	\$ 6.48	\$ 1,089.99
	Dept. Mechanic	Driver	16	32	160	7680	15	512	\$ 3.76	\$ 1,926.25	1.5	\$8.50	\$ 13.06	\$ 1,939.30
TOTAL - FIRE			78	156	780	37440		2288		\$ 6,681.67		\$ 44.64	\$ 6,726.31	

Town of Brookline
Costs Associated With Vehicles Taken Home

Department	Assigned To	One-way Mileage	Round Trip	Weekly Travel Miles	*Subtracted out 4 weeks vacation			Price Per Gallon (FY09)	TOTAL FUEL COST	**Oil change every 5,000 miles			TOTAL COST PER CAR
					Annual Travel Miles*	MPG	Gallons Needed			Number of Oil Changes**	Cost Per Oil Change	TOTAL OIL CHANGE COST	
Building	Building Commissioner	33	66	330	15840	20	792	\$ 3.76	\$ 2,979.66	3.2	\$7.50	\$ 23.76	\$ 3,003.42
	Director of Buildings	8	16	80	3840	20	192	\$ 3.76	\$ 722.34	0.8	\$7.50	\$ 5.76	\$ 728.10
TOTAL - BUILDING		41	82	410	19680		984		\$ 3,702.00			\$ 29.52	\$ 3,731.52

Department	Assigned To	One-way Mileage	Round Trip	Weekly Travel Miles	*Subtracted out 4 weeks vacation			Price Per Gallon (FY09)	TOTAL FUEL COST	**Oil change every 5,000 miles			TOTAL COST PER CAR
					Annual Travel Miles*	MPG	Gallons Needed			Number of Oil Changes**	Cost Per Oil Change	TOTAL OIL CHANGE COST	
Recreation	Recreation Director	40	80	400	19200	20	960	\$ 3.76	\$ 3,611.71	3.8	\$7.50	\$ 28.80	\$ 3,640.51
TOTAL - RECREATION		40	80	400	19200		960		\$ 3,611.71			\$ 28.80	\$ 3,640.51

Department	Assigned To	One-way Mileage	Round Trip	Weekly Travel Miles	*Subtracted out 4 weeks vacation			Price Per Gallon (FY09)	TOTAL FUEL COST	**Oil change every 5,000 miles			TOTAL COST PER CAR
					Annual Travel Miles*	MPG	Gallons Needed			Number of Oil Changes**	Cost Per Oil Change	TOTAL OIL CHANGE COST	
Health	Director of Public Health	4	8	40	1920	40	48	\$ 3.76	\$ 180.59	0.4	\$7.50	\$ 2.88	\$ 183.47
	Assistant Director	15	30	150	7200	20	360	\$ 3.76	\$ 1,354.39	1.4	\$7.50	\$ 10.80	\$ 1,365.19
TOTAL - HEALTH		19	38	190	9120		408		\$ 1,534.98			\$ 13.68	\$ 1,548.66

Department	Assigned To	One-way Mileage	Round Trip	Weekly Travel Miles	*Subtracted out 4 weeks vacation			Price Per Gallon (FY09)	TOTAL FUEL COST	**Oil change every 5,000 miles			TOTAL COST PER CAR
					Annual Travel Miles*	MPG	Gallons Needed			Number of Oil Changes**	Cost Per Oil Change	TOTAL OIL CHANGE COST	
Schools	Superintendent	28	56	280	13440	40	336	\$ 3.76	\$ 1,264.10	2.7	\$7.50	\$ 20.16	\$ 1,284.26
	Building Supervisor	40	80	400	19200	20	960	\$ 3.76	\$ 3,611.71	3.8	\$7.50	\$ 28.80	\$ 3,640.51
TOTAL - SCHOOLS		68	136	680	32640		1296		\$ 4,875.81			\$ 48.96	\$ 4,924.77

								TOTAL FUEL COST			TOTAL OIL CHANGE COST	TOTAL COST - ALL CARS
GRAND TOTAL								\$ 84,558.59			\$ 413.21	\$ 84,971.80

Comparison of Municipal Policies for Motor Vehicles*

	Brookline Town	Brookline Schools	Needham	Ashland	Concord	Weston	Newton ("draft")
Type of Executive	BoS	BoS	BoS	Town Manager	Town Manager	Town Manager	Mayor
Exemptions from the policy			Police and Fire Chiefs; provisions regulated by bargaining		This policy refers only to town vehicles	Police and Fire Chiefs; provisions regulated by bargaining	This policy refers only to commuting in city vehicles
1. Allowances/ stipends	Authorized by BoS 1 position	Authorized by School Cmtee 15 positions	Authorized by BoS or Personnel Bd		n/a	Authorized by Town Manager	n/a
2. Expense Reimbursement		School business	Outside Town only unless authorized	For managers attending more than one night or weekend meeting in a week	n/a	Reasonable and validated expenses, not including travel to regular work locations	n/a
Rate Set			By BoS				
Documentation			Receipts, form			Receipts, form	
Insurance			Required levels				
Commuting			Not covered				
Accidents			Up to \$250 in damages				

	Brookline Town	Brookline Schools	Needham	Ashland	Concord	Weston	Newton ("draft")
3. Assignment of Municipal Vehicles at work			By job description				
Rules	Daily log Park in assigned spot Be safe Be legal	Be safe Be legal		Legit business Legit passengers Legit license Insurance Reporting accidents MV fines No drugs Seatbelts No smoking Etc.		Like Ashland, but simpler	

	Brookline Town	Brookline Schools	Needham	Ashland	Concord	Weston	Newton ("draft")
4. Assignment of Municipal Vehicles for 24 hrs (commuting)	By BoS 42 (5 seasonal)	School Committee 2	By Town Administrator Review when job gets vacant		By Town Manager Review when job gets vacant	By Town Manager	By Department Head Review when job gets vacant
Criteria		Facilitate duties	On-call status Emergency availability Communication gear Special equipment No Town garage		Standby On-Call Emergency availability Service supervision	On-call Frequent emergency availability Communic. gear Special equipment No Town garage	On-Call Emergency availability Service supervision Normal Work Demand and Vehicle Security

	Brookline Town	Brookline Schools	Needham	Ashland	Concord	Weston	Newton ("draft")
Rules	Legit business Driven only by ee Daily log Be safe Be legal	Used only by ee Legit business De minimis personal use No unauthorized commuting Be safe Be legal	Commute directly Max of 25 miles Legit business Legit passengers Legit items Keep clean Park safe Wear seatbelts No drugs Valid license Obey laws (penalties specified) No out of state Reimburse for personal phone calls	Many of the above rules for town vehicles Insurance levels Safe condition	Serve the Town Evaluate if commute \geq 15 miles Other rules much like Needham's	Like Needham	Like Weston
Documentation	Daily log		Sign policy	Sign policy			Sign policy
Imputed Income Taxation			Described				
Exceptions			By Town Administrator				
Sanctions		Up to termination of job	Up to termination of job			Town Manager can revoke privileges	

*This table begins to summarize policies from the indicated municipalities. The layout was based on the Needham policy. The Brookline Town and School policies are described in full. The other municipalities are sketched in.

USE OF TOWN VEHICLES

The Board reaffirmed the following policy for the use of town vehicles:

1. No town-owned vehicle, without exception, shall be used by any employee for private, non-municipal, use.
2. No town-owned vehicle shall be used for commuting to and from work unless such use is specifically authorized by the Board of Selectman or the School Committee.
3. No town-owned vehicle shall be operated by unauthorized operators. "Unauthorized operators" include members of the family of the town employee given custody or the right to operate such vehicle and persons other than the town employees authorized to operate such vehicle.
4. If a town-owned vehicle is used for commuting to and from work a mileage log shall be maintained for that vehicle that shows the mileage at the start and end of each day, the number of miles of commuting and the number of miles of personal use.
5. A log shall be maintained for all town-owned automobiles, except for police and fire vehicles, that shows the mileage at the start and end of each day such vehicle is in use and the mileage, with a description, of any use that is not for municipal use.
6. All town-owned automobiles, except those authorized for commuting and police and fire vehicles, shall be parked, at the end of each work day, in their assigned parking area.
7. All town-owned vehicles shall be operated in a safe and lawful manner.

APPENDIX 4D

USER NAME	DEPARTMENT	USAGE BEYOND WORKING HOURS			Night Mtgs	Total
		Emergency	Unexpected	Spec. Events		
Robert Nelson	FD	0	3	0	0	3
Stephen Sweeny	FD	0	7	0	0	7
Charles Driver	FD	1	12	0	1	14
Timothy Daly	FD	3	13	0	1	17
Michael O'Reilly	FD	5	3	4	7	19
Peter Skerry	FD	6	0	3	25	34
Phillip Harrington**	Police	0	0	10	45	55
John O'Leary	Police	8	10	10	80	108
Michael Raskin	Police	8	75	60	30	173
Myles Murphy	Police	10	15	1	0	26
Stephen Burke	Police	10	20	0	0	30
Robert Mello	Police	10	15	10	15	50
Daniel O' Leary**	Police	10	12	15	80	117
Thomas Keaveney	Police	10	80	25	10	125
Michael Gropman	Police	15	0	20	30	65
Mark Morgan	Police	19	11	5	6	41
William Riley*	Police	20	0	8	50	78
William McDermott	Police	35	40	80	25	180
Scott Wilder	Police	109	0	9	5	123
Thomas DeMaio**	Pub. Works	35	0	3	105	143
Peter Ditto	Pub. Works	0	0	1	36	37
Andrew Pappastergion	Pub. Works	53	0	4	32	89
Phillip Trainor	Pub. Works	90	0	19	4	113
Kevin Johnson	Pub. Works	28	0	20	30	78
Mark Parece	Pub. Works	40	0	17	5	62
Thomas McCarthy	Pub. Works	39	0	20	5	64
Edward Gilbert	Pub. Works	21	0	21	20	62
Fergal O'Regan	Pub. Works	70	0	16	3	89
Erin Gallentine**	Pub. Works	10	0	16	96	122
Andy Bressi	Pub. Works	26	0	21	0	47
Thomas Brady**	Pub. Works	35	0	24	60	119
George Barlow	Pub. Works	127	0	10	0	137
Jay Ragliarulo	Schools	15	45	30	5	95

* numbers reported don't add up to 83 total reported usages

** night meetings

Note that the public works staff broke down the after hour responses by many different categories. The first eight types were included under emergencies in this spreadsheet, and all other categories, except night meetings, were included under special events.