

**Certain information in this document has been redacted  
in the interest of public safety**

**Cost Efficiency Audit**

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TOWNSHIP OF WEST MILFORD, NEW JERSEY

**matrix**   
consulting group  
September 26, 2018

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# 1. Introduction and Executive Summary

This report presents findings and recommendations based upon the analysis conducted of the operations of the Township of West Milford, New Jersey. The study included each department in the Township, and included an evaluation of the following:

- The Township's overall organizational structure and staffing levels.
- A comparison with local government best management practices and with other peer municipalities.
- The efficiency and effectiveness of the business processes and operational practices.

## Introduction to the Methodology Used in the Study.

To understand and evaluate operations, a thorough assessment of each Township department was conducted. The principal approaches utilized in this study included, but were not limited to, the following:

- **Internal Interviews** – members of the project team individually interviewed numerous executive, management, supervisory and line staff as part of this study.
- **Data Collection** – the project team collected a wide variety of external and internal data documenting the staffing, structure, operations and organization, including:
  - Staffing and scheduling
  - Documentation reflecting operational practices
  - Various performance information

These data were summarized in a descriptive profile of the Department, which is provided in the Appendix of this report.

- **Comparative Survey** – the project team compared staffing levels, organizational structure, and other attributes to other comparable cities and towns.
- **Employee Survey** – each Township employee was provided with an opportunity to express their opinions on service levels, workloads, training, technology, management and other topics in an online survey.

Data were collected over several months and an interim report on findings was presented to and reviewed with the Township.

**Summary of Recommendations.**

In this report the project team provides evaluation and analysis of the staffing, key operations, and services provided by the Township and, where appropriate, makes recommendations for improvements. The table below provides a summary list of all the recommendations, appearing in sequential order, in this report.

Rec. #	Recommendation	Priority	Timeframe	Cost/ (Savings)
<b>Chapter 2: Administrative and Back Office Functions</b>				
2.1	The Administrator should work with each department to develop a slate of meaningful, measurable performance targets and should require departments to report on progress towards meeting these targets on a regular (quarterly or annual) basis. These reports should also be shared with the Township's governing body to allow for fact-based and objective assessments of department workloads and performance.	High	12 months	Neutral
2.2	The pet licensing function should be transferred from the Health Department to the Township Clerk Office and consolidated with other licensing functions.	Medium	12 months	Neutral for pet licenses. \$1,500 for automation of other licenses in clerk's office.
2.3	Animal control response should be transferred from the Health Department to the Police Department, to include a certified Animal Control Officer or a contract with an agency to provide ACO duties. The position should be moved to the Police Department.	Medium	12 months	Neutral
2.4	Engineering should be a division of the Township's Public Works department.	Medium	12 months	Neutral

Rec. #	Recommendation	Priority	Timeframe	Cost/ (Savings)
2.5	Hire one IT project manager to work with departments on more complete deployment of IT systems.	High	Immediate if budget can be adjusted	\$80,000 / year
2.6	Create a staff steering group including key department directors to plan and implement IT improvements.	High	Immediate	Est. \$50K for temp staff to assist with projects
2.7	Establish a policy that going forward all land use related approved plans and any property-related documents that are scanned be indexed and linked to the property record in the township's Spatial Data software.	High	1 year	Neutral
2.8	Conduct an RFP for scanning and indexing of historical property files, including health, planning and zoning, building, and assessor.	Medium	1-2 years	No cost for RFP; unknown for digitization of files
2.9	The Township should broaden the budget process to focus on meeting the community's strategic and operational goals.	High	Next budget cycle	Neutral
2.10	Obtain regular HR support through a contract or shared services.	Medium	Next budget cycle	\$20,000 annually
<b>Chapter 3 – Land Use Administration</b>				
3.1	Create a staff Permitting Oversight Group to include employees responsible for zoning, building, engineering, and health review to oversee implementation of permitting improvements and the permitting process as a whole. The Committee should report to the administrator and be accountable for a clear work-plan.	High	Immediate	Neutral
3.2	Create clear reports to track the volume and turnaround time for different permits.	Medium	1 year	\$500 - \$2,000 for software configuration

Rec. #	Recommendation	Priority	Timeframe	Cost/ (Savings)
3.3	The Township should develop a comprehensive Development Guide that provides an overview of the development process. This would be used to train new staff in the process and improve the public's understanding of the process.	Medium	1 year	Between \$2,000 and \$10,000 depending on whether done in-house using interns / PT help or contracted.
3.4	The departmental Technical Assistant should be given the opportunity to receive training to become a credentialed Permit Tech. Additional information is available from the International Code Commission (ICC).	Low	1-2 years	\$ 500
3.5	The staff Permitting Oversight Group should create a clear process map for each permit type, including tracking processes electronically, and the software should be re-configured to better track every stage of the permit process. All reviewers should be required to enter comments into the software.	Medium	1-2 years	Neutral
<b>Chapter 4 – Health</b>				
4.1	The Department should adopt the use of Spatial Data Logic for all licensing and permitting activities.	High	1 year	\$3,000 for additional licenses
4.2	The Department should obtain scalable PDF drawings of plans at application, upon approval, and after construction and link these to the appropriate permits so that they can be accessed in the future	High	1 year	Neutral
4.3	Implement a “fee for service” process for researching and providing official determinations related to septic systems, and use revenues to pay for additional staffing for this function.	Medium	1 year	Neutral

Rec. #	Recommendation	Priority	Timeframe	Cost/ (Savings)
<b>Chapter 5 – Public Works</b>				
5.1	The Public Works Department should collect asset inventory data for each of the assets it is responsible for maintaining and repairing.	High	Immediate and ongoing	None
5.2	The Public Works Department should update asset inventory information on an ongoing basis.	High	Immediate and ongoing	None
5.3	The responsibility for updating of the asset inventory information should be assigned to each of the District Supervisor in a written policy and procedure, and overseen by the Public Works Director.	Medium	Fall, 2018	None
5.4	The Public Works Department should conduct periodic asset condition assessments of the assets under its stewardship.	High	Immediate and ongoing	None
5.5	The Department should begin the process of developing an asset management plan by defining its activities, service levels, schedules of activity performance, and resource requirements.	High	FY 2019 through FY 2021	None
5.6	The Public Works Department should make more effective use of its maintenance management system in order to enhance its asset management plan.	High	Begin immediately	None
5.7	The Department should inform all residents who register a complaint when the work they requested is completed. Further, these residents should be offered an opportunity to express their level of satisfaction with the work completed.	Medium	FY 2020	None
5.8	The Department should enhance the skills training available to its employees.	High	Begin immediately	\$6,000

Rec. #	Recommendation	Priority	Timeframe	Cost/ (Savings)
5.9	The Public Works Department should maintain District staffing at current levels. The Department should examine the activities that crews in the Districts are performing and ensure that those activities of the highest value are performed by internal staff, with lower-value work outsourced to contractors.	Medium	NA	None
5.10	The Department of Public Works should eliminate its vacant positions.	Low	Immediate	None
5.11	The Department should develop a Tree Master Plan, including a tree inventory.	Low	Winter, 2020	None
5.12	Maintain the current staffing level of four (4) Mechanics. The Department should continue to assess the sufficiency of this staffing level in the immediate future as the fleet grows and ages.	Medium	NA	None
5.13	The Township should provide the Equipment Maintenance Shop with access to the automated fuel dispensing data.	High	Immediate	None
5.14	The Department should maintain the staffing levels dedicated to building maintenance.	Medium	NA	None
5.15	The working hours of the Senior Building Maintenance Worker providing custodial services should be changed to 7:00 am till 3:30 pm.	Low	Fall, 2018	None
5.16	The Township should consolidate its Engineering functions under the Department of Public Works to assure greater coordination and communication between field operations and engineering design and project management.	High	FY 2020	None



Rec. #	Recommendation	Priority	Timeframe	Cost/ (Savings)
<b>6 - COMMUNITY SERVICES AND RECREATION</b>				
6.1	The Community Services and Recreation Department should develop and implement a strategic plan to guide future operations.	Medium	Fall-Winter, 2019	None
6.2	The Community Services and Recreation Department should develop a comprehensive policies and procedures manual.	Medium	Fall-Winter, 2019	None
6.3	The Community Services and Recreation Department should purchase and install field and facility reservation software.	Medium	Begin search immediately	Unknown at this time. Gather cost estimate from existing vendor.
6.4	Transfer the responsibility for scheduling rooms at the Library from the Community Services and Recreation Program Coordinator to Library personnel.	Low	Immediate	None
6.5	Eliminate the position of Senior Building Maintenance Worker in the Community Services and Recreation Department, and obtain cost estimates to outsource custodial services at this facility.	Medium	Through attrition	(\$80,000) annually
6.6	The Parks Maintenance crew should be provided access to the Facility Dude computerized maintenance management system that is in use in the Department of Public Works.	High	Fall, 2018	None
6.7	No change in staffing in the parks maintenance function is needed.	Medium	NA	None

Rec. #	Recommendation	Priority	Timeframe	Cost/ (Savings)
<b>7 - MUNICIPAL COURT</b>				
7.1	The Township should collocate the four employees of the Municipal Court.	Low	As locations can be found for existing Finance employees	None
7.2	The Municipal Court should post dockets on its web site.	Low	FY 2020	None
<b>8 - POLICE</b>				
8.1	Minimum Staffing should be maintained at [REDACTED] minimum staffing could be [REDACTED] to avoid overtime.	Medium	FY 2020	(\$50,000) annually
8.2	Maintain current authorized patrol strength of [REDACTED]	Low	Current	Neutral
8.3	Continue current practice of having one sergeant assigned to each squad, though an acting sergeant (officer on promotion list) can be used for training and development for shift coverage.	Low	Current	Neutral
8.4	Establish staffing levels at [REDACTED] Do not fill vacant detective position.	Medium	Current	(\$120,669) annually
8.5	[REDACTED]	Low	TBD	Neutral
8.6	Remodel or build sufficient sized property room.	High	FY 2020	Unknown. Obtain bids.
8.7	Maintain current staff of two clerks.	Low	Current	Neutral

Rec. #	Recommendation	Priority	Timeframe	Cost/ (Savings)
8.8	If contract dispatch operations with larger regional dispatch center are not feasible, the Township should plan and budget to replace current 911/ phone system and radios, which are near the end of their useful life.	High	FY 2020/2021	Unknown
8.9	Maintain current staffing of one [REDACTED] [REDACTED] [REDACTED] (number of special police officers dependent on number of assignments and utilization rate).	Low	Current	Neutral
8.10	Maintain current staffing of one Chief's Assistant.	Low	Current	Neutral
8.11	Maintain patrol fleet of 26 vehicles.	Medium	Current	Neutral
8.12	Replace 3 detective vehicles that are older than recommended.	High	FY 2020	+\$90,000 one time
8.13	Maintain fleet with age and mileage replacement thresholds of no more than 100,000 miles and 5 years for patrol and 7 years for Detectives or Administration.	Medium	FY 2020	Neutral
8.14	Issue Patrol Rifles	High	FY 2020	+\$48,000 one time
8.15	Resolve computer connectivity issues.	High	FY 2020	Unknown
8.16	Maintain current management structure.	Low	Current	Neutral
8.18	Update the policy manual to improve organization. Set review dates for all policies so that are consistently reviewed. Include chief's signature on all policies.	Medium	Within 1 year	Neutral

Rec. #	Recommendation	Priority	Timeframe	Cost/ (Savings)
<b>9 - FIRE PREVENTION</b>				
9.1	Increase part time hours from 21 hours a week to 32. Increased salary will be covered by increase in fees.	High	FY 2020	Revenue Neutral due to state increase in fees
9.2	Maintain current staffing of 1 Administrative Secretary.	Low	Current	Neutral

A more detailed description for each recommendation can be found in the body of the report.

**Staffing**

The Township faces significant budgeting challenges due to the lack of potential for growth in the Township’s grand list and its dependence on property taxes for revenue. As part of this study, opportunities to reduce costs related to staffing were evaluated.

In general, the organization already has a number of employees doing “double duty” (for example, payroll and HR; Clerk and Administrator) and lacks some important in-house capabilities (such as planning and a certified professional engineer). In addition, staffing levels are generally in line with other New Jersey municipalities of similar size, both in terms of numbers of employees and numbers of employees per 10,000 residents. More detail on this comparative assessment is provided in Section 11.

**Comparative Staffing Levels**

	Mahwah	Vernon	Washington*	Jefferson	Rockaway	Average	West Milford
<b>FULL TIME</b>							
General Government	15.8	13.5	9.0	15.5	20.0	14.8	17.0
Land-Use Administration	4.8	2.0		0.7		2.5	3.0
Uniform Construction Code	6.8	5.5		2.5	4.0	4.7	3.0

	Mahwah	Vernon	Washington*	Jefferson	Rockaway	Average	West Milford
Public Safety	60.9	43.0	29.0	46.3	61.0	48.0	53.0
Public Works	44.5	23.5	25.0	28.0	32.0	30.6	29.5
Health and Human Services	9.0	3.0	2.0	7.0	15.0	7.2	5.0
Parks and Recreation	2.5	3.5	2.0	7.0	8.0	4.6	9.0
Court and Public Defender	4.0	2.0	2.0	4.0	3.0	3.0	3.0
Education (including Library)				8.0			
Landfill / Solid Waste Disposal				0.5			2.5
Shared Services				0.5			
Total	148.3	96.0	69.0	111.0	143.0	113.5	122.5
<b>PART TIME</b>							
General Government	9.0	9.0	6.0	14.0	11.0	9.8	11.0
Land-Use Administration	0.2	1.0	3.0		1.0	1.3	
Uniform Construction Code	1.2	1.0		8.5	6.0	4.2	2.0
Public Safety	13.2	4.0	5.0	7.0	10.0	7.8	12.0
Public Works		5.0	3.0	5.0	6.0	4.8	5.0
Health and Human Services	2.1	2.0	3.0	15.0	5.0	5.4	11.0
Parks and Recreation	2.1	2.0	3.0	2.0	85.0	18.8	87.0
Court and Public Defender	1.0	2.0	1.0	1.0	3.0	1.6	3.0
Education (including Library)				4.0			
Landfill / Solid Waste Disposal				0.5			2.0
Shared Services				0.3			
Unclassified							2.0
Total	28.8	26.0	24.0	52.5	127.0	51.7	131.0

The holistic review of Township functions indicates that, while there are certain areas where staffing may be adjusted, current staffing levels do not present a significant amount of excess that can be reduced without significantly affecting either the level or quality of municipal services provided to the public. However, there are many areas involving operational or technology utilization that will enable greater staff efficiency and improve service delivery that, if implemented, will enable either increased services, or maintaining existing service levels, without staffing increases. The following table summarizes the principal staffing recommendations made in this report.

Department	Staffing Modification
Information Technology	+ 1 FTE (time divided between Public Safety and General Government functions)
Community Services	- 1 FTE (eliminate senior custodial services position)
Police	- 1 FTE (eliminate vacant detective position) Modify minimum staffing levels

The subsequent chapters in this report provide detailed recommendations regarding staffing in each department and function. These recommendations are summarized below.

## 2. Administrative and Support Functions

This section provides key recommendations related to the Township’s support functions, including those associated with the administrator, clerk, and information technology. It also includes recommendations that are Township-wide or relate to reorganization of Township functions, as the Administrator would be expected to take the lead in implementation of these efforts.

### 1. THE ADMINISTRATOR SHOULD WORK WITH EACH DEPARTMENT DIRECTOR TO DEVELOP CLEAR, MEASURABLE PERFORMANCE METRICS.

While some departments provide data reporting on their activities, there is no consistent process for measuring performance by the departments, which could be used to assess their effectiveness. Performance metrics need to be developed carefully, to ensure that they don’t inadvertently distort incentives and should not merely illustrate workload. Good performance measures reflect a department’s SMART goals (Specific, Measurable, Attainable, Relevant, and Time-sensitive).

DEPARTMENT	EXAMPLES OF PERFORMANCE METRICS
Police	Case Clearance rates Response times
Permitting	Time frame from intake to completion of first review Average number of revisions required for a permit % of inspections provided within one business day of request Number of open permits
Court	Total collections # of cases that are repeat offenders
Public Works	% of % catch basins cleaned annually Average response time to pothole complaints Tons of recyclable materials collected / resident
Recreation	% of costs recovered through fees for programs # of unique participants in rec programs by type
Assessor	% of properties inspected in the past 3 years Equalization ratio Coefficient of deviation of assessed value to market value
Tax	Collection rate Delinquency rate
Human Resources	Time frame from job posting to hiring Staff attrition

***Recommendation 2.1: The Administrator should work with each department to develop a slate of meaningful, measurable performance targets and should require departments to report on progress towards meeting these targets on a regular (quarterly or annual) basis. These reports should also be shared with the Township's governing body to allow for fact-based and objective assessments of department workloads and performance.***

## **2. SOME FUNCTIONS ACROSS THE TOWNSHIP SHOULD BE REORGANIZED TO CREATE GREATER EFFICIENCY, CONSISTENCY, AND BETTER SERVICE.**

Given the size of the Township and need to continue to do more with less because of declining ratables (value of taxable property), it is beneficial to group functions logically to eliminate duplication and improve coordination in providing services. The criteria utilized in evaluating the organizational structure, included, but were not limited to, the following:

- Minimizing points of contact for the public.
- Grouping functions that work together closely.
- Allowing for joint implementation of new software systems.

### **2.1 Animal Control and Pet Licensing**

Animal Control currently resides under the Health Department, which is a common model in the state. However, while the designated Animal Control Officer must work closely with the community's Health Officer, there is no requirement that the function be organized as an entity of the Health Department.

As discussed in more detail in section 4, the Health Department is heavily occupied with issues related to the extensive and aging septic systems and wells in the community. This issue fully occupies administrative staff in the department and should be the primary focus of the health department so that it can improve efficiency and responsiveness to issues related to septic and well infrastructure.

In addition, members of the public seeking to report an animal control issue or seeking to license a pet need to do so during the hours that the Animal Control Officer is available. The township recently shifted the hours of the ACO to better align with the hours when most complaints are made.



As will be discussed later in the report, all Township licensing functions should be automated to allow for on-line submission and payment and electronic issuance. This transition will be more efficient if led by a single department. In addition, combining this with other licensing functions would allow the public to have fewer separate points of contact with the Township. Therefore, it is recommended that the Clerk's office take over pet licensing responsibilities, and automate pet licenses as well as other licenses issued by the Township.

Animal control response (dealing with reports of loose animals, wildlife, animal cruelty, etc.) is an around the clock function. The health department has tried to ensure that their ACO is more easily available by shifting the hours of the job, but these hours are still limited because of the size of the department. A common model is to have the Township's Animal Control Officer be integrated with police.

***Recommendation 2.2: The pet licensing function should be transferred from the Health Department to the Township Clerk Office and consolidated with other licensing functions.***

***Recommendation 2.3: Animal control response should be transferred from the Health Department to the Police Department, to include a certified Animal Control Officer or a contract with an agency to provide ACO duties.***

## 2.2 Engineering and Public Works

Engineering is currently under the Administrator's office. While Engineering does work with a number of departments, most of the work is related to the Township's Public Works activities. Having these two functions merged organizationally would assist in management and coordination of the township's infrastructure.

As noted in Section 5, which provides a detailed discussion of the public works department, that department has a number of other high priority organizational and management issues. Therefore, it is recommended that this organizational change be made once some of the other reforms are in place and working.

***Recommendation 2.4: Engineering should be a division of the Township's Public Works department.***

### **3. THE INFORMATION TECHNOLOGY FUNCTION NEEDS TO BE SIGNIFICANTLY STRENGTHENED ACROSS THE TOWNSHIP**

Every element of local municipal management involves technology, and almost every effort to improve services includes the use of technology. The implementation of enhanced technology throughout the Township is the single greatest opportunity to leverage existing staff and forego future staffing needs and associated costs, while at the same time enhancing public access to information and the service levels provided to the Township.

As will be addressed in individual department sections, there are a number of inefficiencies in the township's current operations that could be addressed through better use of technology. Once complete, these technological changes *may* allow for a slight additional reduction in staffing beyond what is recommended in this report. More importantly, they will allow the Township to provide significantly better service to residents and businesses, will improve transparency, will allow for better budgeting and time management, and will greatly improve communication across departments and between staff and managers.

The existing IT division consists of two employees, who are responsible for hardware and software systems across multiple departments, including public safety. These staff are fully occupied with the day-to-day support of systems, and lack the capacity to also provide project management assistance to departments to ensure that the systems, once purchased, are deployed fully and effectively. The existing employees have done a commendable job given the scope and complexity of systems being used, but would benefit from additional support to allow the Township to make the best use of available software. Additional staff resources will be required to implement enhanced technology.

### **4. TECHNOLOGY PLANNING AND IMPLEMENTATION SHOULD INCLUDE THE ADMINISTRATOR, CLERK, AND KEY OPERATING DEPARTMENTS**

While detailed recommendations regarding IT are discussed under individual chapters, it is important to also provide an overview of the major IT needs identified in this assessment. To be successful, all of these projects must involve both IT staff and the operating departments.

- A complete update of the Township web site. This has been promised by the Township vendor but not delivered. The Township has indicated that it will move to a new vendor. While the software behind the site itself is important, having

useful, current content that is easy to find is also critical. This will require active participant by each department in both the establishment and maintenance of the site.

- More publicly available information While the Township has moved to put agendas, budgets, audits, and other documents on-line, there remains a wealth of information is NOT available on-line that would provide greater transparency and reduce the need for citizens to call or travel to the Township offices. Priorities include:
  - On-line assessor cards
  - Zoning information
  - Building permitting information
  - Inspection information
  - Licensing information
  
- Greater capacity for on-line transactions. Currently residents and businesses can conduct a number of transactions on-line, including tax payments and payment of tickets and registration for recreation programs. However, most transactions still require users to fill out a paper form and submit it to staff, who then route it.
  - On-line licensing with the clerk's office (to include pet licenses)
  - On-line health licenses
  - On-line building permit applications for "instant" permits (basic permits that are currently issued by clerical staff and subject to inspection)
  - On-line inspection requests
  
- More electronic records. The township staff are currently overwhelmed with paper files that are not centralized and are difficult to access. Research or activity related to a single property may require them to dig through numerous file drawers with information on zoning, building permits, septic and well status, assessments, and tax payments. In many cases, one staff member does not have easy access to data from another department. The public can only access this information by making a public records request, and may not have adequate information to know what records to ask for. Moving to electronic records, indexed by block and lot, would allow all staff to easily access a wide range of information much more easily.

While digitizing historical paper records would be a significant and potentially costly undertaking, the departments can start \*now\* to ensure that records created from this

point forward are digitized and properly indexed. Any approved site plan, building plan, septic improvement, or other land use activity should be provided by the applicant in an electronic format as well as paper, and indexed based on the property's block and lot so that it can be accessed by the Township's permitting software. Any property related documents that are scanned in response to a public records request can also be retained by the Township and indexed so that they can easily be accessed in the future.

The staff steering group should create a Township-wide work plan for IT improvements with 1-month, 3-month, 6-month, and 1 year milestones and a clear allocation of responsibilities for implementing the program.

***Recommendation 2.5: Hire one IT project manager to work with departments on more complete deployment of IT systems.***

***Recommendation 2.6: Create a staff steering group including key department directors to plan and implement IT improvements.***

***Recommendation 2.7: Establish a policy that going forward all land use related approved plans and any property-related documents that are scanned be indexed and linked to the property record in the township's Spatial Data software.***

***Recommendation 2.8: Conduct an RFP for scanning and indexing of historical property files, including health, planning and zoning, building, and assessor.***

## **5. THE BUDGET PROCESS SHOULD INCLUDE MORE DISCUSSION OF THE TOWNSHIP'S AND DEPARTMENTS' STRATEGIC PRIORITIES.**

Township staff and the finance department undertake an exhaustive and detailed process of developing and obtaining approval for the budget. The information provided involves close consultation with department directors.

A best practices budget process is not only detailed but also is used to understand and help bring about the Township's long term goals, challenges, and priorities, within the reality of limited resources. The National Advisory Council on State and Local Budgeting provides five key principles that should be considered in establishing a budget process:

- Incorporates a long-term perspective,
- Establishes linkages to broad organizational goals,
- Focuses budget decisions on results and outcomes,

- Involves and promotes effective communication with stakeholders, and
- Provide[s] incentives to government management and employees.

The West Milford process, while extensive, lacks this broader strategic focus, which would help both elected officials and managers ensure that the Township's limited resources are being used to help meet the community's goals. More details on recommended budget processes are provided by the Government Financial Officers Association:

<http://www.gfoa.org/sites/default/files/RecommendedBudgetPractices.pdf>

These provide a good model for enhancing the current budget process in place.

***Recommendation 2.9: The Township should broaden the budget process to focus on meeting the community's strategic and operational goals.***

## **6. THE TOWNSHIP SHOULD OBTAIN GREATER PROFESSIONAL HUMAN RESOURCES EXPERTISE.**

The Township has no in-house human resources expertise, and relies on a Finance department staff person who is fully occupied with the complex payroll process to also provide HR support. While professional HR support can be costly, it can also be instrumental in ensuring a productive, effective workforce, reducing risks associated with employment actions, and keeping personnel costs low by conducting analysis in support of contract negotiations and personnel decisions. Key functions of a personnel expert include:

- Designing and overseeing processes for hiring, review, evaluation, and discipline of employees
- Helping managers address issues related to poor performance
- Ensuring compliance with HR regulations
- Analyzing major cost drivers related to personnel
- Reviewing and updating policies
- Addressing workplace morale and other employee concerns.

The township's staff size does not warrant a full time HR analyst, but the Township should seek to contract with an HR analyst – either an HR expert at another municipality or a private HR manager – to augment the Township's current staff working on these issues.

***Recommendation 2.11: Obtain regular HR support through a contract or shared services.***

### 3. Land Use Administration

Land Use Administration is primarily the responsibility of the Building and Planning department, which oversees zoning, building permits, the planning board, the zoning board, and two commissions (environmental and historical preservation). The processes in these departments frequently also involve the health department and engineering and implementation of many improvement opportunities will require changes in more than one department.

#### 1. THE TOWNSHIP MUST TAKE A MORE HOLISTIC APPROACH TO MANAGING THE PERMITTING PROCESS.

As noted above, many permits require approval from a number of disciplines within the Township. While there is benefit to maintaining clear roles regarding subject area (zoning, building, fire, electrical, mechanical, engineering, health, etc.), high performing permitting organizations should strive to act as one township and one organization in terms of process and customer interaction. In addition, where conflicts occur between departments, it should be the township, not the applicant, who works to resolve the issue.

Poor coordination between departments is a common issue in permitting and something that many communities struggle with. West Milford is already seeking to address some of the identified issues by creating a permitting center "one stop shop" where all disciplines will be co-located. While this is an important first step, there should also be process changes and changes to public materials and reporting to reflect that the processes are township-side.

There are a number of potential organizational changes that can improve coordination across the permitting function. Current vacancies in the Township may create an opportunity to hire an individual who can be the designated manager of the entire land use process, even when it involves other departments. Alternatively, the township may put in place a staff working group that meets regularly and is responsible for:

- Implementation of the recommendations in this report related to process, technology, management, customer education, and reporting.
- Tracking and reporting on performance for the overall permitting process.
- Addressing and resolving issues caused by code conflicts between departments.
- Assisting the township in speaking with one voice.

As part of this effort, the department should develop clear reports that can be used to track performance in reviewing and issuing permits. A sample report is provided below:

Permit Performance Report					
Date Range:					
Permit Type	Number of Applications	Average First Review (Days)	Average Application -- Issuance (Days)	Average Re-submissions	Number Issued
		<i>Includes review days by other departments</i>	<i>Application to Issuance (includes revision time by applicant)</i>	<i>Average number of times permit type is re-submitted for review.</i>	
Engineering Site Plan					
Zoning Permit					
Commercial Addition					
Commercial Remodel					
New Residential Construction					
Residential Addition					
Residential Remodel					
Trade (electrical, mechanical, plumbing)					
Septic Alteration or Repair					
New Septic System					
TOTAL					

**Recommendation 3.1:** Create a staff Permitting Oversight Group to include employees responsible for zoning, building, engineering, and health review to oversee implementation of permitting improvements and the permitting process as a whole. The Committee should report to the administrator and be accountable for a clear work-plan.

**Recommendation 3.2:** Create clear reports to track the volume and turnaround time for different permits.

**2. BETTER PUBLIC MATERIALS SHOULD BE DEVELOPED AND SHOULD BE EASILY ACCESSIBLE ON-LINE.**

At the present time, the Township does not have a comprehensive "how to develop" guide available for use by the public in a manner that makes the Township's requirements readily understandable for all customers.

The web page for West Milford offers basic information regarding some processes, but it does not yet provide enough detail for applicants to use it as a guide or answer all questions. In many cases, an applicant must reach out to staff to get basic answers to questions.

A comprehensive development guide document and web page should be created that covers the entire development review process from project concept through the final certificate of occupancy.

This guide needs to be more than a simple recitation of the ordinances and codes, but clearly explain the steps of the process, how to comply and appropriately submit an application, and identify the review that will be conducted by staff. Within this document, it would be appropriate to include copies of checklists for each phase of the process that clearly identify to the applicant the information that must be submitted and why it is required. Also included within the document should be a section that clearly outlines the review time standards that have been adopted by the Town.

Below links to some examples of guides developed by other communities:

**On-line Guides:**

Raleigh, NC:

<http://www.raleighnc.gov/business/content/PlanDev/Articles/DevServ/DSGuide.html>

San Diego, CA

<https://www.sandiego.gov/development-services/devprocess>

**Printed Guides:**

Portland, OR

<https://www.portlandoregon.gov/bds/index.cfm?a=93126>



Concord, MA

<http://www.concordma.gov/DocumentCenter/View/1446/Concord-Guide-to-Permitting-PDF>

These examples provide alternative approaches that West Milford can consider for developing its own guide. While many of these communities are not comparable in size to West Milford, the guides are useful in seeing approaches to development of a manual for the Township by presenting differing options to consider for format and layout.

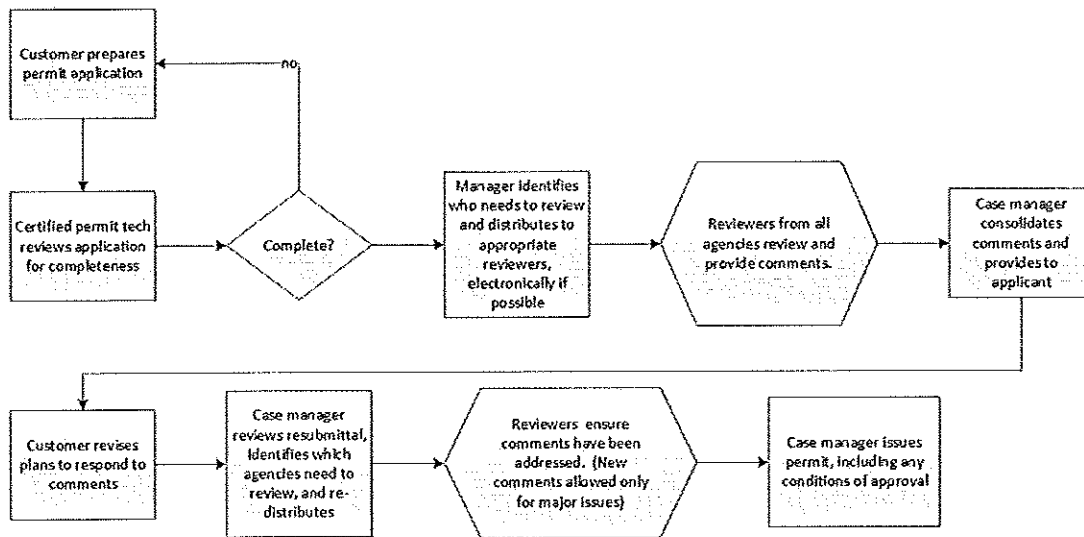
***Recommendation 3.3: The Township should develop a comprehensive Development Guide that provides an overview of the development process. This would be used to train new staff in the process and improve the public's understanding of the process.***

### **3. PROCESSES AND TECHNOLOGY SHOULD ALIGN WITH BEST PRACTICES.**

While all communities differ, there is a broad consensus on what constitutes best practices across most permitting processes. This includes:

- Conducting a detailed check at intake to ensure that the plans are complete and ready to review, and only accepting plans that meet this standard.
- Taking a "case management" approach to the permitting process, where a central point of contact manages the permit through all approvals, even across departments.
- Providing clear deadlines for review by departments and ensuring these are met.
- Where plans may be reviewed concurrently by multiple reviewers, preparing a single set of comments for the applicant that allows the Township to speak with "one voice" when commenting on plans.

An illustration of this process is provided below.



West Milford complies with many elements of this, but can do more to provide a central, project management approach to permitting. This includes:

- Permit Tech training for the department’s Technical Assistant and Board Secretaries on Best Practices.
- A designated Case Manager for each permit type. This may be the Technical Assistant, Building Inspector, or Board Secretary, depending on the permit.
- Clear turnaround times for all reviews.

In order for this process to work effectively and for permits to be tracked from intake through issuance, the department needs to change the way data is entered into the Township’s permitting software.

Ideally, permitting software can and should be used by staff for the following:

Intake	Record intake date in the software. Attach electronic copy of the application and all attachments (site plans and drawings). Plans should be provided to the Town in electronic format for attachment to the permit record.
Acceptance	Plan reviewer reviews the application and deems it complete. Notes “acceptance” in software.
Distribution	Plan is distributed electronically to all reviewers with a target date for re-review. Date noted in software.
Review	Reviewers enter review comments into the software. All reviewers should provide comments or indicate “no comment” or “no issues” in comments.
Comment letter	Project manager in planning consolidates comments into a single document, which is noted in the software as the complete initial plan review.

	Comment letter is sent to applicant electronically, preferably through the software system.
Resubmission	Record intake of resubmission. Plans are resubmitted electronically and attached to the record.
Redistribution	Plan is re-distributed electronically to those reviewers who had comments.
Issuance	If all comments have been addressed, permit is issued and accepted. All conditions of approval are noted in the software. A copy of the approved plans is also provided by the applicant and attached to the permit record in the permitting software.
Project management	Software is used to track key "to do" items such as bonds, child permits, erosion control plans, etc.)
Inspections	Required inspections are listed in the software. Inspection results are entered into the software.
Record drawings	The applicant provides record drawings ("as built") electronically to the township, which uploads the drawings and attaches to the final permit record.
CO issuance	All departments / divisions that must sign off prior to CO sign off in the software. CO can't be issued until sign off has been made.

One major reason that many staff may not be using the software effectively is that they lack training on the full capabilities of the system. The software vendor provides training at no cost at their location. Employees should be encouraged to take advantage of this, even though it will require their positions to be backfilled by other staff in the short term.

Many communities now provide an on-line portal so that applicants can apply, pay for, and receive permits electronically. Applicants can also go on-line to look up review status, read comments on their plan reviews, and see inspection results. In their simplest versions, the portal allows for electronic applications for very simple building permits and other permits typically considered "over the counter." More robust systems allow for submission for any time of permit, attachment of CAD or PDF drawings, re-submittal of revised drawings, inspection requests. West Milford's software vendor is moving towards this capability, working with the state to ensure that state requirements are met. West Milford should seek to incorporate this technology as it becomes available.

***Recommendation 3.4: The departmental Technical Assistant should be given the opportunity to receive training to become a credentialed Permit Tech. Additional information is available from the International Code Commission (ICC).***

***Recommendation 3.5: The staff Permitting Oversight Group should create a clear process map for each permit type, including tracking processes electronically, and the software should be re-configured to better track every stage of the permit process. All reviewers should be required to enter comments into the software.***

## 4. Health

The Health Department is involved in a wide range of activities, many of which are based on state statute. Because the Township is primarily on septic systems, many of which are aging, the bulk of department's workload are associated with assessing these systems as well as permitting and licensing activities related to maintenance and repair. The department is also in charge of animal control (including pet licensing), vital records, and permitting and inspecting restaurants, camps, pools, and other entities requiring health department oversight.

As noted earlier in this report, it is recommended that the animal control responsibilities be relocated to clerk (for licensing) and police (for enforcement, response to complaints, etc.) with the staffing allocation and budget associated with these functions transferred to the appropriate new departments. This will allow the department to better focus on core priorities, in particular related to septic and well, as well as licensing and inspection food and other establishments.

**1. THE DEPARTMENT SHOULD USE THE TOWNSHIP'S SPATIAL DATA LOGIC SOFTWARE FOR ALL ACTIVITIES, INCLUDING REVIEW AND ISSUANCE OF SEPTIC AND WELL PERMITS.**

The department is currently only using the Township's permitting and licensing software for a few functions, including dog licensing and some septic tracking. Restaurant and other establishment licensing, septic and well permits, and health review of building permits and engineering site plans should also be tracked in Spatial Data, so that the Township can more comprehensively track these activities.

The department should also obtain electronic copies of plans at the time of application, of approved plans, and of "as built" drawings, and attach them to the appropriate records in Spatial Data Logic. For more details on best practices in this area, see the previous chapter's discussion on permitting processes and technology.

**Recommendation 4.1: The Department should adopt the use of Spatial Data Logic for all licensing and permitting activities.**

**Recommendation 4.2: The Department should obtain scalable PDF drawings of plans at application, upon approval, and after construction and link these to the appropriate permits so that they can be accessed in the future.**

**2. PROVIDING TIMELY, ACCURATE INFORMATION REGARDING SEPTIC SYSTEMS IN THE TOWNSHIP IS A MAJOR CHALLENGE FOR THE DEPARTMENT AND A MAJOR CAUSE OF FRUSTRATION FOR RESIDENTS AND BUSINESSES IN TOWN.**

West Milford has many aging septic systems, and their status is a key driver in the salability and value of homes in the Township. Sellers, realtors, and prospective buyers are dependent upon the department to provide information regarding the size and condition of the septic system, how many bedrooms it is approved for, and what future work may be done to the home given the system's existing condition. Inaccurate or missing information regarding septic systems can cause buyers to make poor decisions when purchasing a home, and delays in obtaining information on septic systems can hold up critical property sales.

The workload associated with providing this information is significant. Health Department employees must look up old records, reach out to the Assessor to determine the number of bedrooms a home is approved for, and sometimes need to physically inspect a system. In many cases it is difficult for staff to provide definitive information regarding the systems without extensive research.

Given the costs associated with inaccurate or missing information on septic, or with delays in obtaining this information, it is likely that homeowners would be willing to pay for a service for a full determination of a septic system. This payment would allow the department to appropriately staff this function, which currently overwhelms the department's two administrative staff and sanitarians.

***Recommendation 4.3: Implement a "fee for service" process for researching and providing official determinations related to septic systems, and use revenues to pay for additional staffing for this function.***

## 5. Public Works

The Department of Public Works is primarily responsible for the maintenance, management and repair of the town's infrastructure, including paved surfaces, drainage structures, rights of way, fleet, facilities, and others. In addition, the Department accepts recycled materials at the drop off station on Lycoski Road.

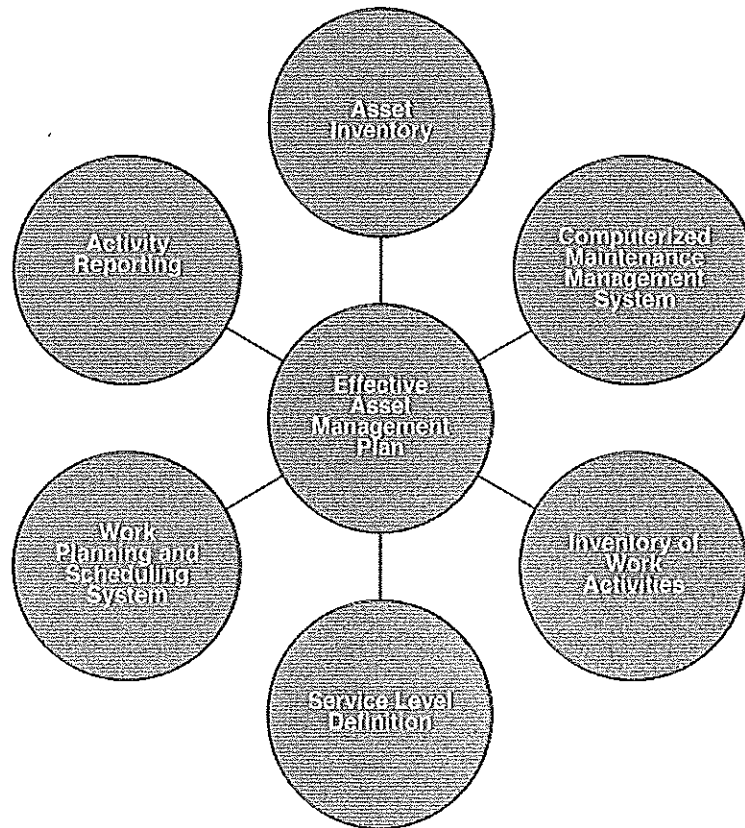
### 1. THE DEPARTMENT SHOULD REFINE ITS ASSET MANAGEMENT PLAN.

The Public Works Department is responsible for the maintenance and repair of a significant investment by the Township in its roadways, drainage and related structures. Interviews and field observations made it apparent that most of the effort of the Department is corrective, rather than proactive or preventive, suggesting a lack of a true asset management plan for the maintenance of Township assets..

The core of an organization with responsibilities for maintaining the growing infrastructure in West Milford must be a well-developed asset management plan that:

- Defines the inventory for which it is responsible
- Defines the activities that are necessary to maintain the inventory
- Defines the service levels that are required to deliver the identified activities
- Defines the resources that are required to maintain assets at defined service levels
- Outlines a plan and schedule on which maintenance will be delivered
- Reports the accomplishment of work against the plan
- Measures the success of the maintenance delivered
- Makes necessary refinements in all of the above, as conditions require

This approach can graphically be displayed as follows.



**1.1 The Public Works Department Should Develop Asset Inventories for the Assets Assigned to It for Maintenance and Repair.**

The Public Works Department should develop a comprehensive inventory of its assets. This will be a time-consuming effort, and to develop this comprehensive inventory, the Department should take the steps summarized below (and more fully explained in the following chapter).

- Identify the objectives of the maintenance management system including how the asset inventory data will be utilized to maintain and repair these assets.
- Identify the sources of asset inventory data.
- Determine who will collect and enter the initial asset inventory data into Facility Dude.
- Assign responsibility for updating the asset inventory data in Facility Dude.

- Consider how the information will be collected and transferred to the Facility Dude maintenance management system.
- Document specific asset inventory data to be collected as well as the quality control procedures.
- Establish a timeline for data collection on a department-wide basis.
- Before beginning the initial asset inventory, install and familiarize the data collection team with software and hardware tools, the required data and data collection and entry procedures.
- Conduct a pilot program.

Collecting asset inventory data doesn't necessarily require a large up-front investment of time and money. Instead of collecting all asset inventory data from the beginning, a phased approach allows the Public Works Department to start small and gradually grow its inventory. A phased approach allows the Department to adopt a system and procedures that are affordable and effectively meet immediate goals, but is also flexible enough to grow with the changing needs of both the organization.

***Recommendation 5.1: The Public Works Department should collect asset inventory data for each of the assets it is responsible for maintaining and repairing.***

### ***1.2 The Public Works Department Should Update Its Inventory of Assets on an Ongoing Basis.***

An effective asset management system requires objective, high-quality data, presented to decision-makers and other stakeholders as understandable, useful information. The Department lacks accurate and complete asset inventory data for many of the assets assigned to its care.

Keeping asset information, such as construction dates and costs, features, location, maintenance and inspections, up-to-date, accessible and understandable is a significant challenge in asset management. This asset information is a virtual representation of the assets in the field. For the data to be useful, this "virtual inventory" must be kept up-to-date to match the state of the "physical inventory," or the actual assets in the field. Monitoring the data on a regular basis is the key to keeping this virtual inventory current. The maintenance of this "virtual inventory" will require:



- The capturing and entry of asset information on any unrecorded assets discovered during regular maintenance by the District crews;
- Entry of new records for assets as they are added to the system and the immediate incorporation of these assets into the maintenance schedule that is part of Facility Dude;
- Updating the results of asset condition inspections and assessments;
- Removal of assets from active duty when taken out-of-service, and archiving the information in the database; and
- The addition of other geographic information system layers not yet developed within the asset inventory.

One limiting factor at the current time is the lack of Public Works access to the Township's geographical information system (GIS), which should be granted as soon as possible. Once the Department has access to GIS, it should periodically audit the data contained within the system to assure the accuracy and consistency of the data. This could consist of spot checks to confirm the virtual data against the physical data, and the checking of the asset libraries for duplicates or inconsistent data.

Two of the reasons for the failure of computerized maintenance management systems result from problems with asset inventory data as noted below.

- **Bad asset inventory data.** The quantity of data is not as important as the quality of data. Too much data can be a hindrance—and inaccurate or inconsistent data cannot be processed or utilized effectively. Start with the most crucial elements and determine the standards for recording this information. The system can be expanded in the future by collecting additional fields of data.
- **Inventory data is not maintained.** A system can't remain effective if it fails to receive periodic maintenance of inventory data. Relying on a single person to carry the ongoing weight of keeping the system up and running is also a mistake. It is necessary that all levels within the organization accept and adopt this new system and assist in updating the asset inventory data. Without this commitment, the system will ultimately fall short of the defined goals due to incomplete or inaccurate inventory data.

The Public Works Department should not stop inventory maintenance once the collection process is completed. This is an ongoing process that will require attention involving any physical changes to an asset.

***Recommendation 5.2: The Public Works Department should update asset inventory information on an ongoing basis.***

***Recommendation 5.3: The responsibility for updating of the asset inventory information should be assigned to each of the District Supervisor in a written policy and procedure, and overseen by the Public Works Director.***

### ***1.3 The Public Works Department Should Conduct Condition Assessments of Its Assets on a Periodic Ongoing Basis.***

Condition assessments must be made at regular intervals. The condition assessment must be updated as assets age, and should be based upon formal quantitative models. Additionally, paving condition assessment methodologies are quite mature, and there are programs available in the public domain should the Township elect to conduct this function with internal staff.

It is important to determine how "condition" is defined for each type of asset. In many cases, the condition is simply a surrogate for its useful life. In these cases – for example air handling units in the Township's buildings - it may be more expedient to directly estimate the useful remaining life of the asset than it is to say it is in "fair" or "poor" condition.

***Recommendation 5.4: The Public Works Department should conduct periodic asset condition assessments of the assets under its stewardship.***

### ***1.4 The Public Works Department Should Develop Long-Term Asset Preservation Plans for the Infrastructure for Which It Has Maintenance Responsibility.***

The four District Supervisors in the Department should initiate the definition of the inventory of tasks and the time periods during which they are accomplished in order to assure the proactive maintenance of the Township's infrastructure. Interviews indicate that, although there is a considerable amount of work being accomplished in the Districts, the number of tasks that are performed on a routine basis is a manageable number.

Once the time periods of activity performance have been defined, each District Supervisor should determine the service levels appropriate for these activities, as well as the labor, materials and supplies that are necessary to accomplish the tasks at the defined service levels. This is more than a simple reporting of average times per task, but rather should involve an analysis of optimum crew sizes, and whether there are unexplained differences in the productivity of the crews within the respective districts. This may highlight the need for discussion of work methods, planning of effort, and perhaps even the need for targeted training.

Once service levels and resources have been defined, the Department should report its accomplishments on a quarterly basis against these service levels, and explain any deficiencies or schedule variances within the reports. These reports should be provided to the Director, who should in turn report a condensed version to the Township Manager.

***Recommendation 5.5: The Department should begin the process of developing an asset management plan by defining its activities, service levels, schedules of activity performance, and resource requirements. Further, the Department should report its accomplishments against these service levels on a quarterly basis and provide explanations for any deviations from the plans.***

**2. THE PUBLIC WORKS DEPARTMENT SHOULD MAXIMIZE THE UTILITY OF ITS FACILITY DUDE MAINTENANCE MANAGEMENT SYSTEM.**

Although Department employees typically complete a "DPW Daily Work Sheet" that describes the work completed during the day, these sheets do not reliably identify the work performed, the location at which it occurred, and other important information. To illustrate, the following chart reproduces a randomly-sampled DPW Daily Work Sheet obtained from the Department that happens to show the work of the District 1 crew.

DPW DAILY WORK SHEET					
<b>JOB</b>			Date 5-16-18		
Supervisor	XXXX		Weather AM	57	
Start Time	7:00 AM		Weather PM	56	
End Time	3:00 PM				
<b>MANPOWER</b>	<b>EQUIPMENT</b>	<b>DRAINAGE AND CONSTRUCTION WORK</b>			
District 1					
Worker 1	X MINI EXCAVATOR	PIPE:	SIZE/CLASS	FOOTAGE/STATION	
Worker 2	EXCAVATOR				
Worker 3	X BACKHOE				

Worker 4	X	LOADER	X	
Worker 5	X	TANDEM DUMP TRUCK		
<b>District 2</b>		MASON DUMP	X	
Worker 1		GRADER		
Worker 2		ROLLER		
Worker 3		WHACKER		
Worker 4		ROAD SAW DEMO SAW		
<b>District 3</b>		SWEEPER	X	
Worker 1		VACTOR		
Worker 2		MOWER		
Worker 3		CHIPPER	X	
Worker 4		CURB MACHINE		<b>ROAD CONSTRUCTION WORK/PAVING</b>
		HOT BOX		
<b>District 4</b>		CHAIN SAW	X	SUBGRADE/QP FOOTAGE/STATION
Worker 1				
Worker 2				
Worker 3				PAVING/PATCHING LOCATION/TONS
Worker 4				CONCRETE WORK MISCELLANEOUS
				TYPE/LOCATION QUANTITY OF MATERIAL
<b>COMMENTS:</b>				
Chipping trees from storm. Apple Tree and Clinton				
S1 Light bar not working. Radio Pulled fuse and order part				

In analyzing the above sample Daily Work Sheet, there are several items that should be noted. These include the following.

- Although locations are provided, there is no indication of the length of the streets at which trees were chipped
- The volume of materials chipped is not provided..
- The equipment used is provided on the Work Sheet, however this use is not converted to dollar cost values.
- Although the starting and ending times are noted, there is no definition of the time expended at each street.

- Tasks are noted in a free-form style that does not facilitate replication the next time these activities are used. Further, if the same activity were performed by a separate crew, it is unlikely that it would have been entered in the same manner as the one in the sample above.
- There is no reference number on the Daily Work Sheet. Work Order numbers are important in enabling the Department to link the hard copy Daily Work Sheet back to the electronic work order assigned in Facility Dude.

Noting the location of work will become important in the event that the Department eventually logs all work into a CMMS that interfaces with its geographical information system (GIS). The manner in which locational data are recorded on the Daily Work Sheet do not facilitate this, however, as precise information cannot be entered into the CMMS given the manner in which the data are recorded on the Daily Work Sheet.

Consistency of data entry is also vital in ensuring that work can be categorized and reported in the CMMS. Therefore, employees should be provided with a standardized set of alpha-numeric activity codes to use rather than the free-form style of reporting tasks such as "Chipping trees from storm." Activity codes should be structured so as to group tasks under a broader category, with sub-tasks defining more detailed work. In the sample case above, the broad category would be, "Brush removal." The subtasks are chipping and storm clean up. The activity code for brush removal may be, for example, BR-001 to as the broader category, with "001" being designated as the chipping.

The major point of ensuring consistency and accuracy of the data entered into the Facility Dude CMMS is not simply to ensure that accurate data are stored for future reference, but to facilitate an analysis of workforce productivity, cost and efficiency. The District Supervisors should develop comprehensive listings of all major maintenance and repair activities within their areas of responsibility. These need not identify every possible task, but rather those that account for between 80% and 90% of their crews' time expenditures. There will inevitably be tasks that are performed only rarely and either cannot be identified in advance, or are insignificant enough to not warrant their separate tracking of time. These may safely be placed in the "Miscellaneous" category.

For major activities, all work performed by crew members should capture the following information in a consistent and standardized manner:

- Date
- Work Order Number

- Location (include address, and if not available, use nearest cross street)
- Activity Code of Work
- Crew Member(s) Name or Numeric Identifier
- Equipment Used
- Materials Used/Cost of Materials Used
- Start Time/End Time
- Labor Hours
- Contracted Costs (if applicable)
- Description of Issues/Problems Encountered
- Requesting Party and Phone Number (if applicable)

Recording the above data for each work activity will ensure that productivity can be compared across work groups and employees, with the benefit of identifying any needed remedial action or training. Further, the data will allow for the calculation of full costs of activities in order to determine whether certain functions and activities are more cost-effectively performed by contractors, allowing internal crews to focus on activities for which they have relatively more expertise.

Related to the discussion of optimizing the use of the Facility Dude CMMS is the need to utilize the system as a way of communicating with the customers of the Department of Public Works. Currently, residents cannot report a problem or concern to the Department via the Department's web site, so these must be either called in or e-mailed.

This method is inefficient since the information reported by residents must be manually entered again into Facility Dude, thereby consuming time of the administrative staff. The Department should engage the City's Information Technology Department to make this a more seamless transition by providing residents with the ability to report complaints through the web page.

Once the complaint has been transcribed into Facility Dude, the Department dispatches crews to assess the problem and its priority. The Department should electronically notify the complainant that their complaint has been received, and that it is being addressed. Further, residents should be provided away to track the progress and completion of the work associated with the complaint by providing them with a tracking number that is linked to the work order in Facility Dude.

All complainants should be notified of the completion of work, and offered an opportunity to express either their satisfaction or dissatisfaction with the work that was completed.

***Recommendation 5.6: The Public Works Department should make more effective use of its maintenance management system in order to enhance its asset management plan.***

***Recommendation 5.7: The Department should inform all residents who register a complaint when the work they requested is completed. Further, these residents should be offered an opportunity to express their level of satisfaction with the work completed.***

## **5. THE DEPARTMENT SHOULD PROVIDE MORE TRAINING TO EMPLOYEES.**

During interviews, it was noted that the Public Works Department staffing level was at 44 employees in 1985, and stands at 30 today. The project team makes no judgment on whether the 1985 staffing levels were optimal, but with this percentage decline, it is clear that employees were able to specialize to a greater degree in years past than is the case today, when they must be more diverse in their skill sets to enable them to perform a variety of tasks.

In order to function as a workforce with diverse skills and capabilities, employees must be properly and formally trained. However, interviews indicate that this formal training has not occurred evenly throughout the Department. As a result, many employees require training in basic operational tasks such as chainsaw operation, confined space, operating heavy equipment, proper mark-outs, digging around water, sewer and gas lines, as well as others.

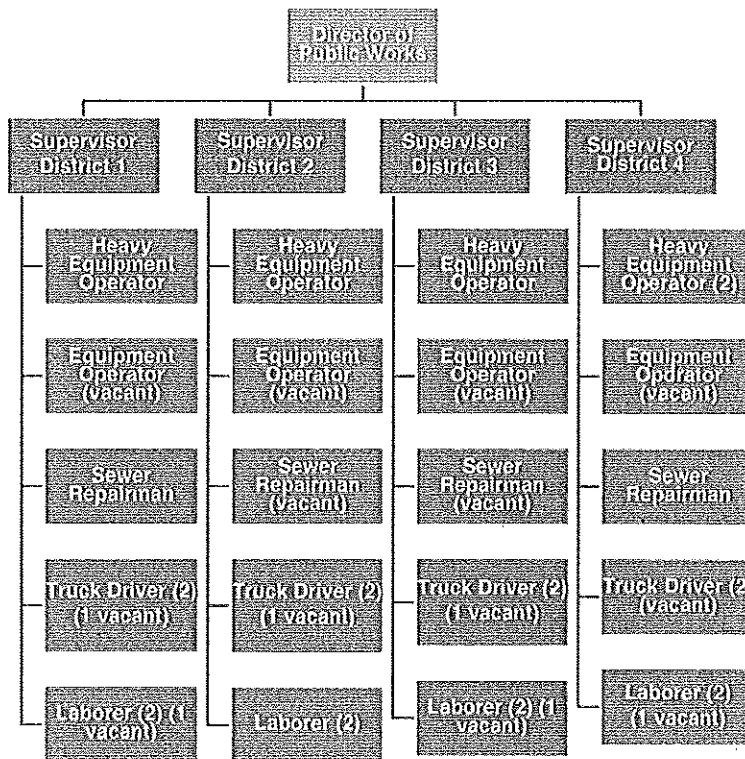
An allocation of \$200 per employee should be budgeted for training each year. For a staff of 30 employees, this amounts to \$6,000. Not all employees will request, or require, training in every year, and those who do attend training may require more than \$200 per employee. Therefore, the \$200 figure should be viewed as a broad, general guideline.

### ***Recommendation 5.8:***

***The Department should enhance the skills training available to its employees. \$200 per employee should be allocated on an annual basis to provide this skills training.***

**6. THE PUBLIC WORKS DEPARTMENT IS STAFFED TO PROVIDE A SUFFICIENT LEVEL OF SERVICE FOR THE CITY'S PAVED SURFACES.**

The Department's District operations are responsible for the maintenance, repair and management of the City's paved surfaces, street trees, sidewalks and other structures. To accomplish this in the most effective manner, the Department has segmented the Township into four Districts, each with a Supervisor and a crew of four or five filled positions, although there are significant numbers of vacant positions. The District staffing and reporting structure is portrayed in the organizational chart below:



As the chart shows, the Districts are staffed with a total authorized complement of 33 FTE, however only 19 of these positions are filled. As the staff are responsible for the maintenance and repair of 194 center line miles of paved and unpaved surfaces, this equates to about 10.2 miles per employee, which, as a simple calculation, indicates that there is a sufficient number of staff to adequately maintain the roads in the Township, as the benchmark is typically 15 to 20 miles per employee. However, the staff in the four Districts maintain more infrastructure than the streets in the Township, which complicates this analysis. Other complicating factors are the generally poor condition of the drainage infrastructure, requiring the expenditure of excessive labor, and the relatively large



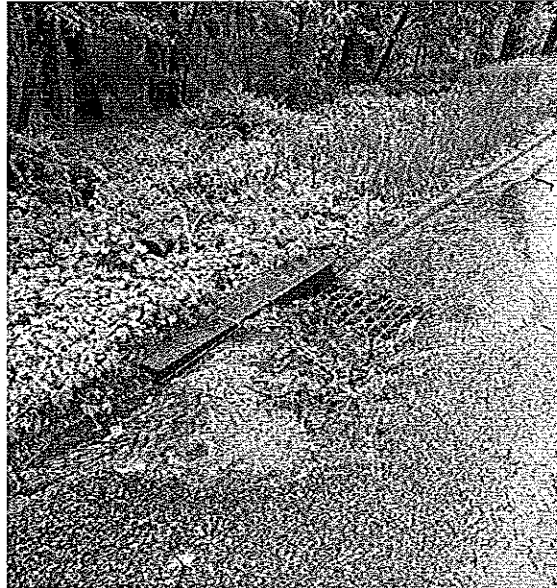
geographical area of the Township, requiring greater travel times between jobs. However, it is also true that the District staff are not responsible for some other infrastructure that is typically maintained by street crews, which are traffic signals and streetlights.

In general, the Township has slightly under-invested in the resurfacing and reconstruction of its paved surfaces. Based upon observations, although there were some notable exceptions, the streets in West Milford are in average condition. The following table provides the expenditures for paving in the Township, as well as the number of miles paved from the 2008 paving season through the 2017 season.

Paving Season	Local Funding	Grant Funding	Resurfacing and Reconstruction Mileage
2008	\$1,616,020	\$350,000	6.7
2009	\$1,983,509	\$300,000	8.8
2010	\$603,386	\$301,000	2.5
2011	\$1,240,548	\$500,000	4.8
2012	\$509,137	\$250,000	2.9
2013	\$752,778	\$633,581	4.0
2014	\$1,694,103	\$275,000	6.1
2015	\$1,074,415	\$195,000	5.8
2016	\$950,000	\$250,000	5.1
2017	\$900,000	\$250,000	5.2
<b>Total</b>	<b>\$11,323,896</b>	<b>\$3,304,581</b>	<b>51.9</b>
<b>Average</b>	<b>\$1,132,390</b>	<b>\$330,458</b>	<b>5.2</b>

The American Public Works Association recommends that between 5% and 8% of a municipality's paved surfaces should be repaved or reconstructed each year. With approximately 150 linear miles of pavement, the average of 5.2 miles per year for the past ten years equates to about 3.5% of the total inventory annually. This is considered to be lower than the benchmark, but not significantly so, particularly in comparison to other municipalities that also experienced funding shortfalls during the recession.

As was noted earlier in this chapter of the report, the Public Works Department does not record the labor hours associated with specific tasks, so it is difficult to determine on what tasks the District crews are expending the greatest amounts of effort. However, in analyzing the available data, and in evaluating responses of staff during interviews, the staffing levels appear to be adequate if crews expended efforts in the most efficient and effective manner. Interviews and observations indicate that there is much additional work to be done to properly maintain the drainage infrastructure of the Township. The following photographs of two drainage structures are typical of the condition of this infrastructure.



The catch basin on Awosting Road in the illustration above shows the poor drainage that is allowing standing water to accumulate in the road, causing damage to the pavement. It is unclear from this illustration whether the basin itself is damaged, or if it requires cleaning out, however in either case, the catch basin is not functioning as intended, and was one of several in similar condition observed within an approximately one-mile stretch driving north from Marshall Hill Road.

The following illustration shows a structure near the intersection of Warwick Turnpike and Marlboro Road with the drainage grate removed, revealing a buckling wall (to the right of the photograph) that requires structural rebuild or replacement.



Clearly, the drainage infrastructure in the Township requires a greater level of focus, however the crews are performing certain time-consuming duties that are low-skilled, such as mowing of rights of way, and other work that could be performed by contractors, such as performing preparatory work on streets prior to contracted paving. Clearly, these are necessary functions, and to the extent that they are performed by internal crews, it is less costly to do so. However, the concern is that much more critical work is being deferred.

Interviews of Department staff indicate that there is a strong preference to perform as much work as possible using Department employees. Again, this can be less costly on a unit basis, however this cannot be the over-riding factor in making the decision when the condition of critical infrastructure is declining to the point of needing replacement. The Department needs to prioritize its work, and it should begin with an assessment of which of its activities are mission-critical, and which may be safely outsourced.

No additional staff are recommended in the Districts at this time. Staffing benchmarks and road network conditions do not support additional staff; however, the Districts should re-focus on the highest priority work. Observations indicate that drainage repair and reconstruction should be at least among the highest priorities; however, the Department should engage in a thorough examination of these priorities, and consider outsourcing some activities that are producing lower value and can be safely performed by contractors. In fact, the Community Services and Recreation Department contracts out

all mowing, and the Public Works Department should investigate the potential of adding the acreage for which it is responsible to this existing contract.

A review of the Public Works Department organization chart shows a substantial number of vacant positions. Discussions with the Department Director indicate some confusion as to which of these positions are authorized but unfunded, and which are, in fact, open positions which the Department can fill. Irrespective of whether these positions are authorized, the analysis indicates that they are not needed. As the above analysis has shown, the Districts have sufficient staff to provide an adequate level of service when staff are focused on core services.

***Recommendation 5.9: The Public Works Department should maintain District staffing at current levels. The Department should examine the activities that crews in the Districts are performing and ensure that those activities of the highest value are performed by internal staff, with lower-value work outsourced to contractors.***

***Recommendation 5.10: The Department of Public Works should eliminate its vacant positions.***

## **7. THE PUBLIC WORKS DEPARTMENT SHOULD DEVELOP AN URBAN FORESTRY MASTER PLAN.**

The Department lacks an urban forestry master plan. The trees that make up the West Milford urban forest provide shade, clean the air, reduce storm water runoff, provide wildlife habitat, increase property values, and provide a sense of well-being, all of which lend beauty and character to the community. These benefits are often taken for granted, and will not continue without good planning. An urban forestry master plan should be designed to provide a comprehensive plan to protect, develop, and maintain diversified and appropriate tree plantings on Township rights-of-way.

The planning and the development of an urban forestry plan forms the foundation for an effective and systematic tree care program. The elements of a master plan include the following:

- Existing laws, policies, and standards for the urban forest and needs for revision;
- A complete inventory of street, park and median trees;

- A species distribution to enable the Township to develop management and planting strategies that are aimed at providing a balanced range of tree species;
- A condition assessment of the urban forest based upon information collected by the inventory;
- The maintenance needs of the urban forest that include an assessment of the maintenance needs of the street, park, and median trees, a strategy for the removal of hazard conditions, and the development of an operational maintenance program;
- The pruning needs of the urban forest that address a cycle of pruning maintenance for trees, recognizing different pruning needs depending on location, size, and growth habits of the species;
- A tree planting plan including the identification of planting locations, the exact planting specifications, canopy coverage, and policies for species and age diversity of the urban forest; and
- Goals and policies including tree resource protection, tree resource expansion, management, maintenance, and care, education and outreach, township-wide coordination and support, and staff development.

As is noted in one of the points above, one important element of the Master Plan is the development of a tree inventory. There are several reasons to accomplish this task, which should be accomplished as a collaborative effort between the Department staff and volunteers under the direct supervision of the Department. These include the following:

- To determine the elements and composition of the Township's forestry program. If, for example, the inventory indicates that there are diseased trees, or areas in which there is a lack of trees, this suggests that tree planning may need to be the primary thrust of the program.
- To prioritize the work schedules of workers involved in removing dead and diseased trees in order to minimize the hazards these trees present.
- To provide education to residents and businesses regarding the benefits of a healthy tree inventory. This also includes educating the public about the types of trees that are best, and worst, suited to the area.

The District Supervisors should ensure that only information that is going to be used is collected in the process of developing the tree inventory, and given the limited resources to which the Division has access, it should begin at a very basic level that includes:

- Tree species. This should use scientific names, not common names.
- Tree diameter. This should be taken at a standard height for all trees. A common height is 4.5 feet, or, diameter at breast height.
- Tree condition. Record any maintenance needed, including removal. This should include any diseases or damage that is apparent, and a recommended treatment.
- Site condition. This should include an estimate of the probable space available for the root system, as well as the general soil condition. Also, how close are power lines, and will trees cause impairments to traffic site distances?
- Locations of historic or distinctive trees.

The tree inventory should, optimally, be conducted in the winter so that hazardous limbs and dead wood can be more easily observed. However, again, with limited resources, the Department should take any available opportunity and access to resources regardless of the season.

The inventory, once it is completed, should not exist in manual form, but should be entered into an electronic database, and Facility Dude may be capable of accomplishing this. The data may also be easily stored in an Excel spreadsheet, as the intent of electronic storage is to facilitate statistical analysis, charts, graphs, etc.

***Recommendation 5.11: Develop a Tree Master Plan, including a tree inventory.***

## **8. THE EQUIPMENT MAINTENANCE SHOP IS ADEQUATELY STAFFED.**

To determine mechanic staffing requirements, we use Vehicle Equivalent Unit (VEU) analysis. A Vehicle Equivalency Unit represents a relative repair factor that enables comparisons between different types of vehicles and different fleets. The baseline that is used is the general passenger sedan, having a VEU of one (1). All other types of vehicles and equipment are given a VEU based on the relative level of effort to maintain them in comparison to a sedan. For instance, a trailer might be given a VEU of .5, indicating this

type of asset requires one-half the level of effort to maintain than does a sedan. On the other end of the spectrum, a fire or garbage truck is assigned a VEU 10.0.

For this project, we assigned a VEU for each make and model of vehicle. The 187 active vehicles and pieces of equipment in the fleet assigned to the Shop total 519.5 VEUs. Therefore, the Equipment Maintenance Shop's mechanics are responsible for maintaining a fleet that is the equivalent of about 520 sedans. The following table summarizes VEU calculations:

Equipment Type	Count	VEU	Average Age
Sedan/Light Van	25	27.5	9.4
Heavy Van/Pickup	45	68.5	9.0
Patrol Vehicle	16	39	4.9
Heavy Equipment	45	195	10.5
Trailer	22	11	17.0
Pump/Generator	6	3	8.2
Mower/Small Engine	6	3	20.3
Fire Apparatus	17	170	20.5
Boat/Motorcycle/Golf Cart	5	5	28.2
<b>Total</b>	<b>187</b>	<b>519.5</b>	<b>11.7</b>

There are four (4) Mechanics in the Shop, each of which is responsible for an average of 129 VEUs, which is only somewhat higher than the benchmark of 90 to 110. This relatively high ratio would be more problematic if the age of the fleet were exceptionally high, however as the table also shows, the average age of the fleet is 11.7 years per unit which, as a singular figure is high, but the number is skewed by the relatively old fire apparatus. The 25 sedans are also relatively old for that category of equipment; however, these units represent only about 5% of the effort of mechanics (27.5 VEU/519.5 VEU).

In summary, although the staffing in the Equipment Maintenance Shop is sufficient at the current time, it is bordering on requiring another mechanic. As the fleet grows and ages, this will become apparent and an additional position may be required at that time.

**Recommendation 5.12: Maintain the current staffing level of four (4) Mechanics. The Department should continue to assess the sufficiency of this staffing level in the immediate future as the fleet grows and ages.**

**9. THE TOWNSHIP SHOULD ENSURE THAT THE EQUIPMENT MAINTENANCE SHOP HAS ACCESS TO AUTOMATED FUEL DISPENSING SYSTEM DATA.**

The Township utilizes an automated fuel dispensing system, manufactured by Petro Vend, that requires users to identify themselves and their vehicles at the pump in order to receive fuel. Once the user and vehicle are identified and acknowledged as eligible by the system, the user is also required to input the current odometer reading into the system. The odometer readings are important for at least two reasons:

- The odometer reading is utilized by the system to calculate the fuel efficiency of the vehicle. This is valuable information both because it can identify poorly performing units that may require repair or replacement, and also because it can identify potential misuse of the system.
- The odometer reading is also important in facilitating the scheduling of vehicles and equipment that are due for preventive maintenance (PM).

Interviews and observations conducted indicate that, although users are required to input their current odometer readings at the time of fueling, an accurate reading is not required in order for the system to dispense fuel. This invalidates any fuel efficiency calculations made by the system, and also prohibits the identification of potential misuse of the fuel. In addition, however, it fails to maximize the utility of the system by the Equipment Maintenance Shop, as accumulated mileage is one criterion used to identify vehicles due for PM.

Interviews indicate that, although the automated fuel dispensing system is located at the Public Works complex on Lycoski Road, it is managed at Township Hall, and the Equipment Maintenance Shop does not have access to the data produced by the system. Therefore, the Shop Supervisor makes a request of each department that they provide the Shop with the odometer readings of each of their vehicles and pieces of equipment by the fifteenth day of each month. However, interviews indicate that these figures are not reliably provided by Town departments, which requires that Mechanics record these odometer readings when units are in the Shop for other reasons.

The Equipment Maintenance Shop should be provided access to the Petro Vend fuel dispensing system data in order to identify vehicles and equipment that are due for PM. In addition, the Equipment Maintenance Shop should produce reports from the data that identify vehicles and equipment that fall outside reasonable ranges of fuel efficiency. For example, if a unit that typically generates a ratio of 18 miles per gallon (MPG) returns a



ratio of five (5) MPG in a single month, the Shop should investigate this unit for potential problems such as poorly inflated tires, faulty oxygen sensors, dirty air filter, or other causes. If these diagnostics reflect acceptable performance, the odometer input may have been incorrect, or there may have been misuse of the fuel. Any one of these factors can inhibit the efficient performance of the Township’s fleet and should be corrected.

One additional benefit of a well-managed and operated fuel dispensing system is that it can be used to identify vehicles and equipment that are being either over- or under-utilized. If, for example, two sedans are accumulating low mileages each month, the Equipment Maintenance Shop should identify these and recommend that the owning department(s) analyze the impacts on their operations by eliminating one vehicle, and sharing the remaining one. Similarly, there may be opportunities to eliminate heavy equipment in the Public Works Department that is being poorly utilized.

***Recommendation 5.13: Provide the Equipment Maintenance Shop with access to the automated fuel dispensing data.***

**10. THE PUBLIC WORKS DEPARTMENT IS ADEQUATELY STAFFED TO PERFORM FACILITIES MAINTENANCE AND REPAIR SERVICES.**

The Public Works Department’s Building Maintenance Division is responsible for the repair and maintenance of eight (8) buildings covering 41,984 square feet of maintainable space. These buildings, and their areas, are presented in the table below.

Facility	Area (square feet)
Town Hall	11,365
Johner Bldg.	14,365
Museum	2,538
Former Library	3,436
Public Works Garage	7,800
DPW Depot #1	1,480
DPW Depot #3	480
DPW Depot #4	520
<b>Total</b>	<b>41,984</b>

The International Facility Management Association (IFMA) periodically publishes a survey of its public and private sector members to ascertain metrics related to staffing, preventive maintenance programs, energy savings initiatives, budgeted expenditures, and ratios of facilities maintenance expenditures per square foot of maintainable space. The results of these surveys have shown for many years that the ratio of maintainable space for which

the average facilities maintenance worker is responsible varies between 45,000 and 50,000 square feet.

When determining the ratio of maintainable space to facilities maintenance staff, it is important to account not only for the Township's facilities maintenance workers, but those of contractors as well. The Building Maintenance Division has 1.5 FTE allocated to what can be categorized as custodial and light maintenance work. In addition, these workers are supplemented by contractors in the amount of \$82,450. If it can be assumed that one-half of this amount is for labor and the other half for materials and supplies, this equates to about \$41,225 for the expenditure of labor, or roughly the equivalent of one-half full time maintenance worker when direct salaries and fringe benefits are included. Therefore, in conjunction with the light maintenance work performed by the 1.5 Public Works FTEs, the Township is expending sufficient funds to adequately maintain these eight facilities.

***Recommendation 5.14: The Department should maintain the staffing levels dedicated to building maintenance.***

**11. THE PUBLIC WORKS DEPARTMENT SHOULD ALTER THE HOURS OF THE SENIOR BUILDING MAINTENANCE WORKER PERFORMING CUSTODIAL SERVICES.**

The full time Senior Building Maintenance Worker performing custodial services at Township Hall and the Police station works from 8:00 am till 4:30 pm Monday through Friday, which includes a 30 minute lunch break. The employee primarily performs custodial services during these hours, which roughly correspond to the hours that Township Hall is open.

Performing some custodial services is difficult during hours when buildings are open to the public. In the case of the Police station, this is an unavoidable condition, however the hours available to the Senior Building Maintenance Worker at Township Hall to perform uninterrupted cleaning are limited to the 30 minute timeframe from 8:00 am to 8:30 am when the building is opened to the public. The hours of the custodial employee should be shifted to 7:00 am to 3:30 pm, providing 90 minutes of uninterrupted time to clean bathrooms and walk through the building to make notes of needed maintenance and other cleaning.

***Recommendation 5.15: The working hours of the Senior Building Maintenance Worker providing custodial services should be changed to 7:00 am till 3:30 pm.***

## 12. THE ENGINEERING DEPARTMENT SHOULD BE TRANSFERRED ORGANIZATIONALLY TO THE PUBLIC WORKS DEPARTMENT.

When evaluating any organizational structure, the purpose is to address questions regarding lines of authority, responsibility and accountability. Well-managed organizations are designed to deliver services to customers, maximize management control over service delivery, and provide for accountability of managers and staff through the provision of clear lines of reporting. The following principles frame the discussion relating to the future structure of the Public Works Department.

- A Department should be organized on a form-follows-function basis with a clear, distinct and comprehensive sense of purpose or mission for each division. Functions are grouped to be consistent with their periodic interaction, management systems, delivery of services, and are linked in some way, resulting in functional cohesion.
- The organizational structure should foster accountability. The organizational structure fosters accountability among management, supervisory staff and staff.
- The plan of organization should enhance communication and coordination. The number of handoffs/exchanges required among different divisions providing service to the public is minimized. The structure enhances shared knowledge and understanding among divisions with similar mission goals and objectives. The channels of communication are clear and consistent.
- Staff resources should be utilized efficiently. The plan of organization minimizes administrative overhead. Workload can be distributed and shared to maximize the productivity of staff through peaks and valleys and offer cross-utilization capabilities. Processes can be fully standardized to enhance the efficiency and customer responsiveness of services.
- The potential of human capital should be maximized. The plan of organization enhances career development opportunities, training, recruitment and retention.
- The spans of control of managers are appropriate. Appropriate spans of control are functions of several factors, including the skills of staff, the autonomy of staff over the conduct of work assignments, geographical dispersion of staff, and the degree to which managers are engaged in the provision of direct work assignments

- The number of layers of management should not result in a tall, narrow configuration for the organization. Organizations with many layers of supervision are associated with vertical decision-making that is becoming less common due to the need to rapidly effectuate change. Flatter organizations facilitate decentralized decision-making, as more authority for making decisions is given to the front line employees.

Using these criteria as the bases for designing the most efficient organizational structure, there are some that weigh in favor of altering the current organizational structure of the Department. These are summarized below.

Organizational Design Criterion	Discussion
<p><b>Form-follows-function with clear purpose and mission for each division.</b></p>	<p>The Engineering function is currently located organizationally in Township Administration; however, it has daily interaction with the Public Works Department in such areas as project management, drainage issues, pavement condition assessment, etc. Additionally, the two organizations are co-located in the Public Works complex on Lycoski Road.</p>
<p><b>Enhanced accountability</b></p>	<p>The separation of the Engineering and Public Works functions between two departments does not foster accountability for adherence to engineering standards.</p>
<p><b>Efficient communication and coordination</b></p>	<p>As was noted above, Engineering and Public Works are co-located physically, so communication and coordination are facilitated well from the standpoint of proximity. This issue, then, is whether communication and coordination are facilitated between Engineering and Administration in the current physical configuration.</p>
<p><b>Efficient utilization of resources</b></p>	<p>As all Engineering functions are performed in a single organizational location, the efficient utilization of resources is not viewed as a significant factor on which to base the consolidation of Engineering and Public Works. However, direction of engineering services by a single department head with direct knowledge of field conditions and needs will likely result in a more efficient use of Engineering personnel as well as field personnel.</p>

Organizational Design Criterion	Discussion
Span of control	Spans of control are reasonable in each of the current organizational units.
Appropriate number of layers of management	The maximum number of managerial layers in the Department is three. This is not viewed as excessive.

The organizational unification of the Engineering Department with Public Works should be implemented. This change will foster greater accountability, communication and coordination between field operations and project design and management. Prior to implementation of this organizational consolidation, the Department should address more fundamental issues. The implementation of a more robust career development program, asset management program, and other initiatives recommended herein, should be accomplished first, and the addition of engineering staff into the Department risks minimizing the focus on more critical issues in the short term.

***Recommendation 5.16: Consolidate the Township’s Engineering functions under the Department of Public Works to assure greater coordination and communication between field operations and engineering design and project management.***

## 6. Community Services and Recreation

The Community Services and Recreation Department provides and coordinates a variety of classes, recreational and health services, as well as social and special events for Township residents of all ages and abilities. Programs include athletics, aerobics, yoga, Zumba, mahjong, pickleball, bowling, bridge, volleyball, swimming, summer camps and many others. The Department is also responsible for the maintenance of parks, fields and Bubbling Springs Lake.

### 1. THE PUBLIC WORKS/MAINTENANCE SECTION SHOULD DEVELOP AND ADOPT A STRATEGIC PLAN FOR OPERATION AND MAINTENANCE FACILITIES.

The *American Public Works Association's Public Works Management Practices Manual* is a tool that public works organizations, including those that specifically provide facilities management services, can use to develop or improve existing practices, enhance performance, and increase productivity. Management Practice 1.6 states "the agency has developed and implemented a strategic plan." The strategic plan should include levels of service, planning goals and objectives, plan monitoring, plan documentation, goals and objectives, etc.<sup>1</sup>

A strategic plan differs from a capital plan or a business plan. The strategic plan is the result of a planning process that is meant to guide decisions about the future. Therefore, the strategic plan informs and guides decisions related to capital planning, staffing, insourcing and outsourcing, and other elements of future operations by making critical assessments of the strengths, weaknesses, opportunities and threats (SWOT) to the organization. Strategic planning also requires a well-considered plan for how to properly allocate time, human capital and financial resources. By following a strategic planning process, an organization can improve business outcomes and avoid taking on unanticipated risks due to lack of foresight.

Community Services and Recreation staff are focused on immediate issues (e.g., the next call from the public, scheduling a field, etc.) and, as a result, lose sight of their ultimate goals. In the world of recreational services, many activities fall under the Program Coordinator's responsibility that cause lapses into a reactive mode in order to respond to all the requests for assistance from the public, deadlines and demands of the

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<sup>1</sup> American Public Works Association, Management Practices Manual, 8<sup>th</sup> edition.

organization. The staff know that they need to become more proactive, and strategic planning is important, yet with the volume of requests it handles, it is difficult to find the time to think strategically.

In addition, the Department faces a number of long-term challenges such as the need for knowledge transfer from older staff to younger, the need to recover the costs of programs, and others.

A sound plan should:

- Serve as a framework for decisions or for securing support / approval;
- Explain the goals and objectives of the Department to others in order to inform, motivate and involve;
- Assist benchmarking and performance measurement; and
- Stimulate change and become the building block for the next plan.

In developing the strategic plan, the Department should observe best management practices such as the following.

- The plan should have measurable objectives based on identified needs, projected workloads, expenditures and revenues.
- The plan should provide vision and direction for the department and is ideally linked to the Township-wide goals.
- The plan should consider the Township's financial condition.
- The plan designates the managers responsible for implementing the strategies in the plan and the time frames for implementation.
- The Department Director annually assesses the progress the department has made toward achieving the goals and objectives in the plan.

The Department's full time staff is relatively small, and the available time for developing a strategic plan is limited. However, the development of the plan is important in defining the direction of programs, capital and maintenance needs, technology requirements, and

other topics of vital interest. In the absence of a strategic plan, managers and staff can only address the needs of the day, and not those of the future.

***Recommendation 6.1: The Community Services and Recreation Department should develop and implement a strategic plan to guide future operations.***

**2. THE COMMUNITY SERVICES AND RECREATION DEPARTMENT SHOULD DEVELOP A FORMAL SET OF POLICIES AND PROCEDURES.**

The full time staff in the Community Services and Recreation Department are generally long-tenured employees who know the Department’s policies and procedures, and do not require the presence of a formal manual for most processes. However, as the staff ages and becomes eligible for retirement, it is a best management practice to codify the Department’s policies and procedures for those employees who follow the older employees as they retire.

A policies and procedures manual need not address every possible occurrence in the Department, but should certainly address the major ones to ensure common understandings and standard approaches among staff, as well as to inform participants.

The department staff should begin to develop such a policies and procedures manual with the objective of completing this manual within a year’s time. This length of time may be necessary to both identify the primary topics to address and to discuss and codify the approaches that constitute Department policy. The scope of this study did not include the development of the manual; however, the following set of topics can be used as a starting point in the development of the comprehensive manual.

Chapter	Description	Comment
1	Community Services and Recreation Committee	<ul style="list-style-type: none"> <li>• Authority</li> <li>• Responsibility for Agenda preparation</li> </ul>
2	Park Facility Use Policy	<ul style="list-style-type: none"> <li>• Rules for use for specific categories, such as individuals and families, small groups, not for profits, Township sponsored events, and others.</li> <li>• Background check policy</li> </ul>



Chapter	Description	Comment
3	Park Use Application Process	<ul style="list-style-type: none"> <li>• Responsibilities of the Community Services and Recreation Department in maintaining current field use schedules</li> <li>• Responsibility of the applicant in completing application for use</li> <li>• How to obtain an application</li> <li>• Application approval process</li> <li>• Notification of applicant of approval or denial</li> <li>• Penalties for non-compliance with rules and regulations</li> <li>• Use of amenities</li> <li>• Safety standards</li> </ul>
4	Insurance Requirements	<ul style="list-style-type: none"> <li>• General liability coverage</li> <li>• Personal property coverage</li> <li>• Medical payments coverage</li> <li>• Auto liability coverage</li> </ul>
5	Park Use Fee Policy	<ul style="list-style-type: none"> <li>• Listing of parks use fees by category</li> <li>• Acceptance of in-kind payments</li> <li>• Responsibility for clean-up and damage to parks, fields</li> <li>• Park prohibitions (e.g., littering, weapons use, throwing of objects, noise, personal conduct, alcohol, fireworks, etc.)</li> </ul>
6	Cash Collection and Handling Policy	<ul style="list-style-type: none"> <li>• Cash received in person</li> <li>• Cash received via mail</li> <li>• Cash receipts</li> <li>• Cash reconciliation</li> <li>• Deposits</li> <li>• Donations</li> <li>• Internal controls</li> <li>• Money held overnight</li> <li>• Petty cash requests, reimbursements</li> <li>• Refunds</li> <li>• Vending machines</li> </ul>
9	Scholarships	<ul style="list-style-type: none"> <li>• Description of program</li> <li>• Accounting for scholarship participants</li> <li>• Award of scholarships</li> </ul>

Chapter	Description	Comment
10	Employees	<ul style="list-style-type: none"> <li>• Personal conduct policy</li> <li>• Background checks</li> <li>• Training and certification requirements</li> </ul>
11	Volunteers	<ul style="list-style-type: none"> <li>• Description of services and programs for which volunteers are eligible</li> <li>• Background checks</li> <li>• Volunteer waivers</li> </ul>
12	Facility Maintenance Standards	<ul style="list-style-type: none"> <li>• Responsibility for facility maintenance</li> <li>• Incident Reporting</li> <li>• Standards for field painting, lining and preparation, for each type of field</li> </ul>

The above topics listed in the table should be used as a starting point and not a comprehensive listing. The Department should assign responsibility for identifying all topics for which policies and procedures will be developed, with the objective of developing a draft by the end of the current fiscal year.

***Recommendation 6.2: The Community Services and Recreation Department should develop a comprehensive policies and procedures manual.***

**3. THE DEPARTMENT SHOULD PROCURE AND INSTALL AN ELECTRONIC SCHEDULING SYSTEM.**

The Community Services and Recreation Department schedules and manages the use of a variety of athletic fields and parks facilities in order to ensure that residents and others enjoy the Township’s recreational assets. The Department currently manages the scheduling for these fields and facilities manually.

The software solutions available to modern parks and recreation organizations has expanded and improved markedly in recent years, reducing the time and effort required to manage operations. The Department has realized some of these time-savings through the implementation of Community Pass, which it uses to register participants in its many programs, classes, camps, and other events. However, the Department could realize even greater efficiencies through the implementation of field and facilities reservation software that would not only reduce the time required on the parts of staff, but would minimize scheduling conflicts, and would be more transparent to the Department’s

patrons as well, as they could quickly view the availability of specific fields and facilities on-line.

The Department should procure and install reservation software that will allow scheduling of fields and facilities in real time, and to collect any fees associated with these reservations, similar to the process utilized not for program reservation. The Department should first investigate whether Community Pass offers this feature and determine its added cost. However, if Community Pass cannot be modified to accommodate this feature, the Department should research the solutions offered by other software providers and issue a Request for Proposals. Interviews indicate that the previous Department Director began the process of gathering information on scheduling software, and may have left behind some information that may be of use in this search process.

The Program Coordinator in the Community Services and Recreation Department is currently responsible for scheduling the use of rooms at the Library, and is not located there. This issue would become less burdensome with the use of electronic scheduling software, however as this is currently accomplished manually the Program Coordinator is placed in a position of scheduling rooms for a facility that has other employees who are more knowledgeable of the availability of the Library's rooms. In fact, when Library personnel wish to schedule the use of a room at the Library, they currently must call the Program Coordinator who is located at the Recreation Center for scheduling.

The Department should obtain electronic scheduling software and the responsibility for scheduling the use of rooms at the Library should be transferred to Library personnel.

***Recommendation 6.3: The Community Services and Recreation Department should purchase and install field and facility reservation software.***

***Recommendation 6.4: Transfer the responsibility for scheduling rooms at the Library from the Community Services and Recreation Program Coordinator to Library personnel.***

#### **4. THE DEPARTMENT SHOULD ELIMINATE ITS CUSTODIAN POSITION.**

The Community Services and Recreation Department employs a Senior Building Maintenance Worker who provides custodial services to the Recreation Center and sets up for events at the Library. Custodial services are provided by a contractor at the Library. Interviews and observations indicate that there is likely some amount of excess capacity available by the employee.

The area covered by the Community Services and Recreation Custodian is unknown, however if it can be assumed that the Recreation Center contains approximately 10,000 square feet of space, the cost of providing custodial services is well above competitive rates. Given that the salary of the Custodian is approximately \$74,000, and adding 40% for fringe benefits, this is approximately \$103,600 to clean 10,000 square feet, or about \$10.36 per square foot. This is approximately \$8.00 more than the Township would likely pay a contractor to obtain the same service.

The position of Senior Building Maintenance Worker providing custodial services at the Recreation Center should be eliminated. The Department should outsource custodial services at this building, and investigate the potential of adding the Recreation Center to the current contract for similar services at the Library. If these services can be obtained for approximately \$2.30 per square foot, the cost savings are estimated to be about \$80,000 annually. The event set up at the Library that is currently done by the Community Services and Recreation Department Custodian should either be added to the current Library contract, or handled by the Custodian positions in Public Works.

***Recommendation 6.5: Eliminate the position of Senior Building Maintenance Worker in the Community Services and Recreation Department, and obtain cost estimates to outsource custodial services at this facility. The cost savings are estimated to be approximately \$80,000 per year.***

#### **5. THE PARKS MAINTENANCE DIVISION SHOULD BEGIN TO RECORD WORK ELECTRONICALLY.**

The Parks Maintenance Division of the Department consists of a Parks Supervisor, a Maintenance Worker II, a Maintenance Worker I, and a Laborer. As these employees complete field work, they record the accomplishment of the work, the date, the location and a general description of the work that was completed. These records of work are made on manual sheets and remain as manual records.

An analysis and recommendations for electronically recording work in a standardized and consistent manner was provided in the chapter for the Department of Public Works, and these recommendations are reiterated here. However, the Parks Maintenance crew does not have access to a computerized maintenance management system (CMMS), as does the Public Works Department. The Parks Maintenance Division should be provided access to the Facility Dude CMMS that is in use in the Public Works Department in order that all maintenance work performed in the Township is recorded in a similar manner, and

can be summarized by location, work type, labor and materials costs, and equipment utilized.

**Recommendation 6.6: The Parks Maintenance crew should be provided access to the Facility Dude computerized maintenance management system that is in use in the Department of Public Works.**

**6. THE PARKS MAINTENANCE DIVISION IS SUFFICIENTLY STAFFED ONLY TO PROVIDE BASIC MAINTENANCE LEVELS.**

Desired staffing levels can be benchmarked based on the type of park acreage noted above and what service levels are applied to that park acreage. By example, fully developed parks that receive very high service levels will require the greatest staff resources. Conversely, park land with no facilities can receive minimal services. The broad industry guidelines that the Matrix Consulting Group has evaluated relate the ratio of park maintenance workers to acres under maintenance for various service levels ranging from "A" to "D". The table that follows provides the basic definition for each of these service levels.

Service Level	Service Level Definition and Required Maintenance Staffing
A	State-of-the-art maintenance applied to a high quality, diverse landscape. Turf is lush, free from weeds and cut to a precise level. Plants and trees in parks are pruned for safety, tree health and ornamental beauty. Hardscapes are regularly swept and litter is collected 5-7x per week. Requires one park maintenance worker per 4 to 6 developed park acres.
B	A reasonably high level of maintenance associated with well-developed park areas with higher visitation rates. Major difference with Service Level "A" is turf is not cut on frequent, regular intervals at precise level and plants and trees in parks are not pruned and trimmed at the same frequency. Litter control is periodic and hardscape maintenance is less frequent. Requires one park maintenance worker per 6 to 10 developed park acres
C	The lowest expected service level for fully developed parks or a moderate level of maintenance associated with park locations of large size, of average development, and/or visitation. Maintenance is accomplished, usually with longer service intervals, to keep the park safe and minimally serviceable to the community. This level requires one park maintenance worker per approximately 12 to 18 park acres.

Service Level	Service Level Definition and Required Maintenance Staffing
D	A minimal service level to parklands or open space with no facilities with the intent to maintain safe grounds and a "natural" ambience. Generally, inspection services and litter control are conducted, but on an infrequent basis. Usually such services are conducted as "fill-in" work by staff but otherwise one park maintenance work can cover several hundred acres of undeveloped parkland or open space.

The above park maintenance service levels can help frame alternative levels of service that can be provided when maintaining a park system. These modes of service, as formally defined by the NRPA, are further discussed below.<sup>2</sup>

**Mode A** is state-of-the-art maintenance applied to a high quality, diverse landscape usually associated with City-owned core facilities, destination parks with high levels of visitation, championship golf courses, and the like. Mode A locales have the following characteristics:

- The turf is lush, dark green in appearance, of high quality and free from weeds, insects, fungus, or any foreign grasses.
- The turf is cut to a precise level, and groomed weekly on a consistent schedule. Trimming along all lawn edges is performed concurrent with mow services.
- Plants and trees are pruned, trimmed, and shaped to ornamental beauty and are free from insects or fungus.
- Planter beds are well raked and cultivated weekly and are free of any weeds, grass, or any foreign matter. Significant color planting (flower beds) are noted throughout the park network.
- Irrigation systems are constantly maintained and tested weekly. There are no brown spots in the lawn as a consequence of irrigation issues or under watering.
- Litter and/or other debris is removed daily along with trash receptacles.
- Reseeding and sodding are done rapidly whenever bare spots are present.

<sup>2</sup> *Operational Guidelines for Grounds Management*, National Recreation and Park Association, 2001

**Mode B** is a high level of maintenance associated with well-developed park areas with reasonably high visitation. Mode B level of service is similar to Mode A level of service, with a major difference being the degree of plant and turf grooming. The turf has a lush green appearance and is relatively free from weeds and foreign grasses (less than 5%). Precise cutting and mowing (e.g. golf course-like) however, is generally not practiced. Plants and trees are trimmed, pruned, and shaped but not with the same level of frequency. Planter beds are generally free from major weeds, debris, or grasses, but flowerbeds are not as extensive throughout the park network.

**Mode C** is a modest level of maintenance associated with locations of moderate to low levels of development and moderate to low levels of visitation. Mode C facilities have the following characteristics.

- Turf management such as mowing, reseeding and sodding, weed control, fertilization and irrigation are practiced to maintain generally healthy grass. However, turf maintenance services are applied less frequently than other maintenance modes (levels). Turf areas under this service level are generally not useful for a variety of high-traffic organized sports and leisure activities (e.g., soccer) unless turf degradation (browning, bare patches, etc.) is tolerable over the course of a season.

- Weeds and mixed grasses are tolerated in the turf and are considered minimally intrusive since turf conditioning and mowing is practiced on a scheduled basis.

Turf edging is performed monthly conducive to a generally neat appearance for a larger portion of the time.

- Litter and/or other debris are removed weekly. Trash receptacle maintenance can be problematic in certain instances of high activity as refuse is not removed on a more frequent basis.
- Plants and trees are trimmed and pruned annually to ensure proper growth, risk reduction (e.g. falling limbs), and to maintain a reasonably healthy appearance.
- Planter bed areas are weeded and cultivated at four-month intervals so wild weeds or grasses may be present for shorter periods of time prior to scheduled maintenance. They are tolerated at this level as long as they are small in size and the area covered with weeds is minimal.

**Mode D** level of service is for areas in which maintenance is reduced to a minimum. Such areas do not have developed turf or irrigation systems. These areas are maintained only to the extent necessary to control growth to reduce fire hazards, and keep native vegetation alive and healthy during the growing season and to eliminate unsafe facilities. However, these facilities will need variations in the level of service defined based upon the type of open space.

These staff to acreage and mode-of-service approaches can be used to frame projected staff resources needs for park maintenance and ultimately determine the efficiency and effectiveness of assigned personnel. The Parks Maintenance Division is staffed with a Parks Supervisor, a Maintenance Worker II, a Maintenance Worker I, and a Laborer. In the spring and summer months, the Division is supplemented by a part time Laborer, which equates to five working employees during the growing season. The crew is responsible for a total inventory of about 350 acres of Township-owned properties, of which approximately 115 are developed. In addition to the internal staffing, however, the mowing of parks and fields is contracted out to a private service provider. The contract is valued at \$45,600, which equates to roughly 0.5 FTE, bringing the effective staffing contingent to about 5.5 FTE, which equates to about 21:1. Therefore, during the growing season, the ratio of developed park acreage to parks maintenance workers is 15:1, which equates to a "D" level of maintenance.

The appearance of parks is clearly related to the number of staff members available to maintain them, and the West Milford parks maintenance function is staffed sufficiently to provide only a very basic level of service. The staffing levels in the Parks Maintenance function are sufficient to allow it to provide a somewhat higher level of maintenance to one or two parks that the Township considers centerpieces of its system, however, this enhanced level of maintenance will likely come at the expense of some of the smaller, less-visited parks, which may receive only basic mowing services, litter and weed removal, periodic tree trimming, and other related maintenance tasks. As is noted in the discussion related to the maintenance staffing in the Public Works districts, there is some capacity for district crews to provide assistance on a periodic basis to the parks maintenance crew, and this should occur as needed to ensure that the parks are maintained in a sufficient manner.

***Recommendation 6.7: No change staffing in the parks maintenance function is necessary.***



## 7. Municipal Court

The Municipal Court is responsible for motor vehicle and parking tickets, minor criminal offenses (e.g., simple assault, bad checks), municipal ordinance offenses (e.g., barking dogs, building code violations), and certain other offenses that occur within the jurisdictional boundaries of West Milford Township. The Court Administrator's Office is responsible for facilitating the administration of cases for the Municipal Judge and for the benefit of claimants, defendants and for the general public.

### 1. THE TOWNSHIP SHOULD ASSESS THE FEASIBILITY OF RECONFIGURING THE SPACE ALLOCATIONS TO THE MUNICIPAL COURT.

Including the Court Administrator, there are four (4) employees in the Office of the Municipal Court, with three (3) of these employees collocated in an office that is separate from that of the Court Administrator. Observations at different times throughout the course of the day indicate that the Court Administrator makes a considerable number of trips from one office to the other.

Contiguous to the office the three employees (Deputy Court Administrator, Keyboarding Clerk, and part time Clerk Typist) occupy, and separated by a wall, are two employees in the Finance Department. The Township should consider the feasibility of placing the Court Administrator in this latter office and connecting the two offices either with a door or the removal of the wall in order to both increase the efficiency of communications among staff in the Municipal Court, and to reduce the number of trips from the Court Administrator's office to the office occupied by Municipal Court staff.

***Recommendation 7.1: The Township should collocate the four employees of the Municipal Court.***

### 2. THE MUNICIPAL COURT SHOULD POST COURT DOCKETS ON-LINE.

The Municipal Court currently posts its dockets in Township Hall. However, as not all interested parties are able to travel to Township Hall, the Municipal Court should post dockets on line.

Posting dockets on line would not only be a convenience to all interested parties, it could also have the beneficial effect of reducing the number of phone calls handled by Municipal Court staff. For each case, the Municipal Court would provide the following information:

- Date and Time of Case
- Party Name
- Case Number
- Short Title of Proceeding
- Appearance Event Type (e.g., Trial, Hearing, Motion on Notice, etc.)

***Recommendation 7.2: The Municipal Court should post dockets on its web site.***

## **8. Police**

### **8.1 PATROL**

This section of the report will focus on data and analysis associated with the workload associated with Patrol and subsequent staffing requirements.

#### **1. Analysis of the Police Patrol Unit Workload**

There are many factors that impacts the workload associated with any law enforcement agency. The nature of work for most law enforcement agencies, especially for officers responsible for responding to community generated calls for service fluctuates greatly. This section of the report will analyze the community generated workload.

##### **(1) Calls for Services Analysis**

The community-generated workload of the West Milford Township Police Department was calculated by analyzing incident records in the computer aided dispatch (CAD) database, for one year (June 2017 through May 2018). For incidents to be identified as community-generated calls for service and included in our analysis of patrol, each of the following conditions needed to be met:

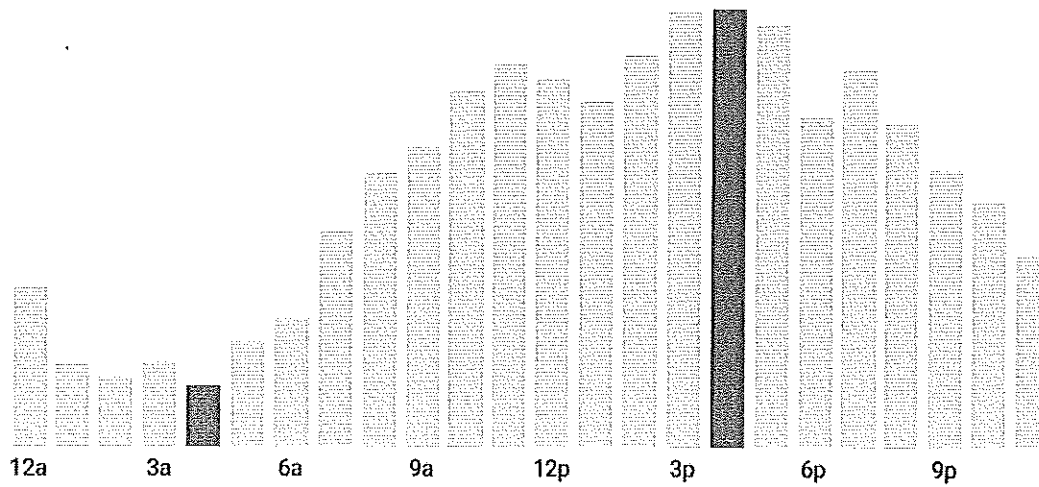
- The incident must have been unique.
- The incident must have involved at least one Officer assigned to patrol, as identified by the individual unit codes of each response to the call.
- The incident must have been originally initiated by the community.

After filtering through the data using the methodology outlined above, the remaining incidents represent the community-generated calls for service (CFS) handled by West Milford patrol officers.

##### **(2) Call Distribution by Time of Day**

As to be expected, the CFS volume fluctuates by the time of day. The following graph presents the CFS volume throughout the day.

**Calls for Service by Hour**



CFS is the lowest during the early morning hours, then steadily increase throughout the day, peaking at 4pm. Through the late afternoon and early evening, CFS steadily declines.

The CFS workload by hour and day of week were analyzed. The following table presents the CFS by hour and day.

**Calls for Service by Hour and Weekday**

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
12am	50	30	27	25	30	28	51	241
1am	32	17	13	18	15	15	16	126
2am	25	10	14	10	12	16	20	107
3am	25	17	10	11	21	18	26	128
4am	14	22	16	8	13	14	6	93
5am	14	29	17	26	28	24	24	162
6am	16	23	30	30	34	36	28	197
7am	30	43	55	51	53	50	44	326
8am	32	74	61	64	62	71	53	417
9am	61	78	70	63	67	64	52	455
10am	51	79	84	79	87	93	68	541
11am	76	80	88	66	93	82	96	581
12pm	80	87	75	74	73	91	80	560
1pm	60	75	71	71	74	90	84	525
2pm	79	85	77	85	76	97	96	595
3pm	72	97	86	111	99	107	89	661
4pm	66	85	92	116	93	124	88	664
5pm	84	92	97	87	96	110	78	644
6pm	61	54	91	77	79	80	59	501
7pm	83	82	78	75	85	81	89	573
8pm	66	68	73	56	70	88	73	494
9pm	43	61	56	49	69	74	71	423
10pm	40	47	51	61	48	57	71	375
11pm	40	32	33	32	42	67	50	296
Total	1,200	1,367	1,365	1,345	1,419	1,577	1,412	9,685

The CFS workload by day of week is fairly stable throughout the week but peaks on Friday. Furthermore, the most CFS peaked around mid to late afternoon each day. However, noting that the largest single time for CFS was on Friday between 4 and 5pm.

In total, West Milford Patrol Officers responded to a total of 9,685 community generated CFS in during a one-year period, with workloads varying significantly by time of day. Notably, the call activity pattern steadily rises throughout the morning and afternoon and peaks around 4pm, and steadily declines thereafter.

**(3) Calls for Service by Month**

The following table displays CFS totals by month, showing seasonal variation as a percentage difference from the quarterly average:

Calls for Service by Month		
Month	# of CFS	Seasonal +/-
Jan	778	
Feb	704	-7.1%
Mar	768	
Apr	723	
May	860	+1.9%
Jun	885	
Jul	835	
Aug	902	+5.3%
Sep	812	
Oct	892	
Nov	745	-0.1%
Dec	781	
<b>Total</b>	<b>9,685</b>	

As expected, the CFS workload varies throughout the year. The CFS by month begins to increase in May and peaks in August. The following graph provides a graphic illustration of CFS by month:

**(4) Most Common Types of Calls for Service**

The following table provides the ten most common incident categories of CFS handled by patrol officers over the last year, as well as the average call handling time (HT)<sup>3</sup> for each. Please note the darker the shade of blue indicates the more frequent the timeframe.

<sup>3</sup> Handling time (HT) is defined as the total time in which a patrol unit was assigned to an incident, as identified by its dispatch and clear time stamps recorded in the CAD data.

**Most Common CFS Incident Types and Distribution by Time of Day**

Incident Type	# CFS	HT	12a	4a	8a	12p	4p	8p
AMBULANCE REQUEST 1	1,566	34.3						
MOTOR VEH ACCIDENT 1	903	43.2						
POLICE INFO 3	837	23.5						
ALARM, BURGLAR 1	565	10.7						
SUSP PERSON/ACTIVITY 2	394	19.2						
ROAD CONDITIONS - ALL 1	339	15.9						
DISABLED MV 3	307	21.6						
CHECK ON WELFARE 2	272	27.2						
ASSIST OTHER AGENCY 3	227	28.2						
DISPUTE 2	198	37.0						
All Other Types	4,077	29.8						
<b>Total</b>	<b>9,685</b>	<b>29.0</b>						

The ten most common CFS represent 58% of the call types received by the Department. These types of call types represent a wide variety of workload with Ambulance Request representing the most frequent call type (16%) followed by Motor Vehicle Accident (9%). The majority of the CFS peaked during the afternoon hours, with the exception of Suspicious Persons / Activity that peaked after 8pm.

**2. Analysis of Net Availability and Proactivity**

The following sections build upon the initial analysis of patrol CFS to determine patrol service levels based on current workloads and net availability of patrol officers.

**(1) Purpose of Calculating Patrol Proactivity**

Analysis of the community generated calls for service workload handled by patrol units provides the basis for patrol staffing needs. Developing an understanding of where, when, and what types of calls are received provides a detailed account of the service needs. Additionally, measuring the time used in responding and handling these calls, the

staffing requirements for meeting the community's service needs can then be determined.

In addition to responding to CFS, patrol officers provide other services that impact the community as a whole. Providing a high-level of service, patrol officers work proactively to address community issues, conduct problem-oriented policing, and perform other self-directed engagement activities within the community. As a result, patrol staffing needs are calculated not only from a standpoint of the capacity of current resources to handle CFS workload, but also their ability to provide a certain level of service beyond responding to CFS.

These needs are determined by measuring the proactivity of patrol, or the uncommitted time that patrol units have outside of handling call for service workloads and administrative duties, which is expressed as a percentage of the total time that they are on-duty and available to handle workloads. With this focus in mind, the following sections examine the process used by the project team to determine patrol resource needs based on current workloads, staff availability, and service level objectives.

## **(2) Patrol Officer Net Availability**

Schedules provide a roster of assigned staff, the number of personnel that are actually on-duty and available to work at any given time varies greatly. For example, an officer is assigned to work a total of 2,184 hours annually. However, a significant percentage of scheduled time, are not actually spent on-duty and available in the field, for a variety of reasons. As a result, it is important to understand the amount of time officers are available to staff their post and analyze the data associated with time away from. This analysis and calculation is referred to as net availability, the amount of time that an officer is available to actively patrol and respond to calls for service.

As a result, it is critical to understand the amount of time that officers are on leave – including vacation, sick, injury, personal, military, comp time, or any other type of leave – as well as any hours dedicated to on-duty court or training time, and all time spent on administrative tasks such as attending shift briefing. The impact of each of these factors is determined through a combination of calculations made from the West Milford Police Department data and estimates based on the experience of project team, which are then subtracted from the base number of annual work hours per position.

The result represents the total net available hours of patrol officers, or the time in which they are both on-duty and available to complete workloads and other activities in the field. The following table summarizes this calculation process, displaying how each individual



net factor contributes to the overall net availability of patrol officers. Factors that have been estimated by the project team are shown with an asterisk:

**Breakdown of Officer Availability**

<b>Base Annual Work Hours</b>		<b>2,184</b>
Total Leave Hours	-	300
On-Duty Training Hours	-	60
On-Duty Court Time Hours	-	20
Administrative Hours	-	236
<b>Net Available Hours Per Officer</b>	<b>=</b>	<b>1,569</b>
<hr/>		
<i>Number of Officer Positions</i>	<i>x</i>	<i>28</i>
<b>Total Net Available Hours</b>	<b>=</b>	<b>43,918</b>

Overall, officers combine for 43,918 net available hours per year, representing the total time in which they are on duty and able to respond to community-generated incidents, and be proactive.

**(3) Overview of Call for Service Workload Factors**

Previous sections of this chapter examined various trends in patrol workloads, including fluctuations by time of day and of week, common incident types, and other various analytics. The following section builds on this preliminary analysis, detailing the full extent of resource demands that these incidents create for responding patrol officers.

Each call for service represents a certain amount of workload, much of which is not captured in the handling time of the primary responding unit. Some of these factors can be calculated directly from the data provided by the Department, while others must be estimated due to limitations in their availability or measurability.

The following table details factors that must be considered in order to capture the true workload associated with community-generated workload:

**Factors Used to Calculate Total Patrol Workload**

**Number of Community-Generated Calls for Service**

Data obtained from an export of CAD data covering a period of an entire year that has been analyzed

and filtered in order to determine the number and characteristics of all community-generated activity handled by patrol officers.

The calculation process used to develop this number has been summarized in previous sections.

*Calculated from WMPD data: 9,685 community-generated calls for service*

### **Primary Unit Handling Time (multiplied by the rate)**

The time used by the primary unit to handle a community-generated call for service, including time spent traveling to the scene of the incident and the duration of on-scene time. For each incident, this number is calculated as the difference between 'call cleared' time stamp and the 'unit dispatched' time stamp. At 22.2 minutes, the average handling time for WMPD units is on the lower end of the typical range for most agencies.

*Calculated from WMPD data: 22.2 minutes of handling time per call for service*

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### **Number of Backup Unit Responses**

The total number of backup unit responses to community-generated calls for service. This number often varies based on the severity of the call, as well as the geographical density of the area being served. This number can also be expressed as the *rate* of backup unit responses to calls for service and is inclusive of any additional backup units beyond the first. This information was calculated based on secondary units responding to calls for service from the CAD data.

*Calculated from WMPD data: 0.86 backup units per call for service*

### **Backup Unit Handling Time (multiplied by the rate)**

The handling time for backup units responding to calls for service is calculated using the same process that was used for primary units, representing the time from the unit being dispatched to the unit clearing the call.

*Estimated: 40.1 minutes of handling time per backup unit*

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### **Number of Reports Written**

The total number of reports and other assignments relating to calls for service that have been completed by patrol units, estimated at one report written for every three calls for service. This includes any supporting work completed by backup units. In the absence of report data, the project team estimated one in three calls for service requires an incident report.

*Estimated: 0.33 reports written per call for service*

**Report Writing Time** (multiplied by the report writing rate)

The average amount of time it takes to complete a report or other assignment in relation to a call for service. Without any data detailing this specifically, report writing time was estimated based on the responses provided in the employee survey. Results of the survey analysis result in an estimated 45 minutes are spent per written report, including the time spent by backup units on supporting work assignments.

*Estimated: 45 minutes per written report*

**Total Workload Per Call for Service**

The total time involved in handling a community-generated call for service, including the factors calculated for primary and backup unit handling time, including jail transport/booking time, and report writing time. This number represents the addition of the previous factors, relative to their rates (e.g., 45 min. of report writing time is added to approximately 0.33 of all calls for service). The total number of workload hours for the year is then divided by the number of calls, producing an average per incident.

*Calculated from previously listed factors: 55.1 total minutes of workload per call for service*

Each of these factors contributes to the overall picture of patrol workload – the total time required for patrol units to handle community-generated calls for service, including primary and backup unit handling times, report writing time, and jail transport time. These factors are summarized in the following table:

**Summary of Patrol Workload Factors**

	Value	%
<b>Total Number of Calls for Service</b>	<b>9,685</b>	48%
Avg. Primary Unit Handling Time (min.)	29.0	
<b>Backup Units Per CFS</b>	<b>0.75</b>	27%
Avg. Backup Unit Handling Time (min.)	21.7	
<b>Reports Written Per CFS</b>	<b>0.33</b>	25%
Time Per Report (min.)	45.0	
Avg. Workload Per Call (min.)	60.3	
<b>Total Workload Hours</b>	<b>9,729</b>	

The total number of committed hours for patrol officers responding to the community-

generated workload for the last year (June 2017 through May 2018) was approximately 9,729 hours.

**(4) Calculation of Patrol Proactivity**

Equally important to understanding the time associated with responding to the community-generated workload, is the amount of proactive or unassigned time patrol officers. Proactive time is important in any community, especially for communities such as West Milford which emphasis strong public relations and interactions between the Police Department and citizens.

Patrol proactivity is calculated by comparing the total call-driven workload handled by patrol against the resources available to handle it. This is done by subtracting the total net available hours that patrol officers spend on duty against total workload hours

:

$$\frac{\text{Total Net Available Hours} - \text{Total CFS Workload Hours}}{\text{Total Net Available Hours}} = \% \text{ Proactivity}$$

With net availability and call-driven workloads having been calculated previously in the analysis, overall proactivity for patrol officers can be calculated as follows:

Overall Patrol Proactivity

Total Patrol Net Available Hours		43,918
Total Patrol Workload Hours	-	9,729
<b>Resulting # of Uncommitted Hours</b>	<b>=</b>	<b>34,189</b>
<i>Divided by total net available hours</i>	<i>÷</i>	43,918
<b>Overall Proactivity Level</b>	<b>=</b>	<b>77.8%</b>

An overall proactivity level of 77.8% indicates strong proactive capabilities of patrol officers, however most of the proactive time for West Milford occurs after 10pm and before 12pm when there are less community engagement opportunities and fewer community contacts possible. For a community the size of West Milford and its engaged citizenry, a proactive goal of 60% or greater would be considered an effective target.

**(5) Proactivity and Deployment Effectiveness**

As discussed previously, the community-generated workload fluctuates throughout the day. Considering that patrol officers are deployed at various strength by shift throughout each day, it is important to analyze how the proactivity levels varies. Based on the current deployment of a minimum of [redacted] on day shift and [redacted] on night shift dropping to [redacted], the following tables presents proactivity by weekday in four-hour time blocks:

Proactivity by Hour and Weekday

Time	# Units	S	M	T	W	Th	F	Sa	Overall
[redacted]	[redacted]	98%	92%	94%	92%	91%	92%	92%	93%
[redacted]	[redacted]	85%	78%	80%	82%	81%	80%	83%	81%
[redacted]	[redacted]	75%	71%	68%	73%	73%	69%	71%	71%
[redacted]	[redacted]	72%	64%	66%	62%	66%	56%	65%	64%
[redacted]	[redacted]	75%	75%	71%	75%	71%	70%	72%	73%
[redacted]	[redacted]	84%	80%	87%	85%	86%	84%	81%	85%
[redacted]	[redacted]	81%	78%	78%	78%	78%	75%	78%	78%

As seen in the table, patrol proactivity is very robust and well above benchmark targeted ranges and 81% of respondents to the employee survey felt the police department provided a high level of service of to the community.

**(6) Use of Proactive Time**

The effective use of proactive time relies on front line supervisions ability to direct the time so that it used to best serve the community. With 77.8% proactive time available to the department some of the duties of other functions can be assisted to be more effective such as [redacted]

Sergeants need to be actively involved in identifying problems in the community that would benefit from more proactive emphasis, the deployment of field patrol staff to address those problems and making them accountable for resolution.

**3. Analysis of Patrol Staffing Needs**

Staffing needs can be calculated for certain targeted levels of proactivity, with each officer

position representing 1,569 net available hours per year. The typical proactivity ranges utilized to calculate staffing needs for larger agency are between 35% to 45%, however in small to mid-sized departments there tends to be a much higher level of proactive time as is the case in West Milford at 77.8%. The above proactive time levels are achieved by a minimum staffing of [REDACTED]. West Milford's current proactive range of 77.8% is achieved by lower calls for service levels [REDACTED].

Officers in patrol have collateral duties such as SOU, REAL program, Crash Team, Rapid Response Team and the Firearms unit (Training). These collateral duties also take some time for training and response.

Staffing of police operations must consider the normal operating environment and then allow for proactive time. In West Milford drive time, road networks, geography and time for back up must also be considered to provide for effective call response times and officer safety. West Milford covers over 80 square miles and normal drive time from one side of the Township to the other is approximately 30 minutes. In calculating the needs for West Milford, we note that the busiest time for calls is between 4pm and 5pm on a Friday at 124 calls for the year occurring on that day and time. Since there are 52 weeks in a year we know that approximately 2.4 calls on average will occur on any given Friday between 4pm and 5pm. Thus, West Milford will have at least [REDACTED] assigned to the call and with current minimum staffing of [REDACTED] to handle any additional call. In our proactive analysis for the one-year period during a four-hour block from [REDACTED] West Milford officers still had an overall proactive rate of 56% which would indicate under current staffing they are able to be proactive. It should be noted the number one call for service in West Milford is medical and not law enforcement.

**Recommendation 8.1: Minimum Staffing should be reduced to [REDACTED]**  
[REDACTED]

**Recommendation 8.2: Maintain current authorized patrol strength of [REDACTED]**  
[REDACTED]

6. Patrol Supervisory Staffing

Patrol supervision is a critical component to effective policing for a community. Patrol supervision sets the tone for what type of policing will be delivered and what patrol expectations are for officers in the field. Patrol supervisors should support the direction of the command staff and work to implement their policing priorities. The lack of effective patrol supervision can lead to moral issues, failure to adequately serve the community, poor investigative follow up and increased liability for the department and the city. The following is a list of some of the basic requirements that encompass effective field supervision:

- Supervisors should monitor priority calls and to respond quickly.
- Supervisors should help resolve critical incidents.
- Supervisors should instill the department vision on subordinates.
- Sergeant should mentor officers.
- Supervisors should properly assess officers for performance evaluations.
- Supervisors should help officers work within policy and address problems.
- Supervisors should direct patrol activities during proactive times.
- Supervisors should help officers address community related problems.

Having well trained and professional patrol supervisors in the field can help reduce liability for the department by providing frontline supervision and addressing performance issues as they arise.

The West Milford Police Department has [REDACTED] assigned to each patrol squad. During our interviews the project team was informed that patrol supervision is consistently effective and 81% of respondents to the employee believe that their immediate supervisor is effective. Sergeants respond to all critical incidents are responsible for processing all arrests. This level of supervision insures that procedures are followed and that fewer mistakes are made.

The current ratio of sergeants to officers is [REDACTED]. This is an appropriate ratio for West Milford Township. The ratio allows close supervision and assistance for officers. In west Milford patrol staff are deployed in a [REDACTED].

***Recommendation 8.3: Continue current practice of having one sergeant assigned to each squad.***

## **8.2: ANALYSIS OF INVESTIGATIONS**

This chapter discusses the workload, work management and staffing of the Investigators.

## 1. Investigative Analysis

The evaluation of staffing levels in detectives requires a different approach because, unlike field services, qualitative determinants of workload and work practices are more important. Patrol services have the benefit of several quantitative measures, such as calls for service, response time and proactive time, to assist in the evaluation of staffing requirements. Investigative services, given the nature of this work, have fewer such reliable measures. Investigative staffing requirements need to be examined from a variety of perspectives in order to obtain an overall portrait of staffing issues, case handling issues and operational philosophies.

Investigative workload can employ a series of indicators to determine the extent to which core investigative staffing is adequate and general workload is appropriate. Performance against these metrics can ultimately influence staffing requirements for detectives. The Matrix Consulting Group has devised an approach where staffing is based on how investigative resources are used and how the caseloads are managed now and could be managed in the future. The approach used is unique for each law enforcement agency under study.

## 2. West Milford Detective Staffing

West Milford currently has [REDACTED] that are assigned to cases, though [REDACTED] is the authorized strength. In addition to their investigative caseloads detectives have the following tasks:

- Property room and evidence custodians.
- ABC store inspections.
- Megan's' Law sex offender registry.
- Manage Project Medicine Drop
- Serve on the Crash Investigations Unit
- Conduct Applicant Background Investigations
- Write Pres Releases and Police Blotter

Though detectives are assigned cases as generalists [REDACTED] serves as the narcotics [REDACTED] and one investigator is assigned arsons. Case narratives are updated in RMS/ CAD. The sergeant is updated verbally on all cases.

Detectives or the sergeant will respond to all un-attended deaths and other felonies.



The sergeant screens all cases and then assigns them based on solvability factors and by detective specialty when appropriate.

**3. Caseload Information**

The 2017 detective caseload is low for the number of detectives assigned to the unit at 5 per detective per month, however detectives in West Milford have other duties as indicated above. The following table shows the workload per detective

**2017 Caseload by Type**

2017 Cases Assigned	Average per Month	Average per Investigator per Month
180	60	5

**4 Analysis of Investigative Staffing**

The detectives are assigned an average of 5 cases per month. A generalist detective can effectively investigate 8 to 12 cases per month. When reviewing caseloads for police departments the project team uses benchmarks from other departments and available research as summarized below.

Comparative Measures	Detective Workload Expectations
<b>Active cases assigned to “generalists” Detectives.</b>	12 to 16 active cases per month based on a survey of dozens of law enforcement agencies performed by the Matrix Consulting Group over many years. Recent research by our firm suggests this range has been reduced to 8-12 cases as the complexity of evidence collection and testing has increased the overall time required to investigate a case.
<b>Active cases assigned to sex crimes.</b>	Because of the sophisticated and sensitive nature of sex crimes, these specialized person crime cases have a lower active case range of 5-7 cases per month.

Comparative Measures	Detective Workload Expectations
Average hours dedicated to crime investigations by type of crime.	Different studies over the past 30 years (Prummell; Gribble) have attempted to estimate an average number of hours worked for each investigation per crime type. These include: Burglary: 6-12 hours. (PERF 0.5-40) Robbery: 9-30 hours. (PERF: 1-60) Aggravated Assault/Battery: 4-25 hours. Homicide: 147 hours (PERF: 2-220)

Our analysis indicates that all cases assigned (as opposed to unassigned) are fully workable and considered active until exhaustion of leads.

As shown by the data above, average caseloads assigned to the unit are lower than recommended, but with added duties the caseloads are appropriate for the [REDACTED] detectives. The vacant position should be eliminated at an annual savings of approximately \$120,000.

**Recommendation 8.4: Establish staffing levels at [REDACTED]. Do not fill vacant detective position.**

**Recommendation 8.5: Actively assign [REDACTED] to reduce unit case load if necessary.**

**8.3 ANALYSIS OF PROPERTY AND EVIDENCE.**

The property room is managed by the detective unit. Two people are authorized access into the property room.

The property room is located in [REDACTED] due to space limitations. The locations are not properly climate controlled which results in humidity in storage areas. [REDACTED] The property room doors are secured with limited access. Once inside the property rooms they are [REDACTED]

The detectives are responsible for emptying police temporary evidence lockers during normal business hours and entering them into the IMC property and evidence software. Once entered into the tracking software the evidence or property is then placed into the

appropriate storage shelf. [REDACTED]

A walk-through of the property room was completed during the study. The following issues were noted:

- [REDACTED]
- [REDACTED]
- [REDACTED]

**Recommendation 8.6: Remodel or build sufficient sized property room.**

#### 8.4 ANALYSIS OF RECORDS

This chapter of the report will focus on the support function of the records. The lieutenant serves as records manager.

##### 1. Analysis of Records

Records serves as the depository for all departmental records. Subsequently, records staff are responsible for the filing, storage, distribution, and disposal of departmental records and reports. Additional tasks include responding to public records requests and producing reports. Each police report must be checked for errors and when errors are found the report must be sent back to officers for corrections.

The records unit is comprised of two full time record's clerks. Records reported the following processing statistics for 2017:

Report Type	Number processed	Avg. per month	Avg per clerk per month
Discovery	725	60.4	30.2
Firearm ID Cards	217	18.0	9.0
Handgun Permits	518	43.1	21.5
Citations Processed	3160	263.3	131.6
<b>Total</b>	<b>4,620</b>	<b>385</b>	<b>192.5</b>

The above data indicates is not inclusive of other work such as producing crime reports, scanning reports, helping walk ins, answering phones and other work-related functions that are not tracked. There are two full time employees assigned to the records function.

Every report that is written by officers are first reviewed and approved by supervisors as mentioned above before they are forwarded to the records unit. Each report is then reviewed by records staff to make sure there are no UCR coding errors. Many of the reports must be sent back for corrections

The records unit is under tight time requirements to file cases where a suspect has been charged. The unit is currently able to meet all time lines with current staffing.

**Recommendation 8.7: Maintain current staff of two clerks.**

**8.5 DISPATCH**

The West Milford Police Department operates the City PSAP. Police Dispatchers also dispatch Fire and EMS in addition to police calls for service. Dispatch consists of 4 full time dispatchers and 3 part time dispatchers. A lieutenant serves as the unit supervisor. Minimum staffing is 1 dispatcher. The dispatch center uses IMC Dispatch Software which is the same vendor as the RMS system.

The West Milford Dispatch unit handled 9685 police calls for service in 2017. The following chart details work performance metrics for police calls for service only.

Calls for Service 2017	Average / Month	Average per Day	Average per Hour
9685	807	26.5	1.1

The above table shows that the dispatch center dispatches about one police call an hour on average. During peak times the rate rises to over two calls per hour on average. The

above totals do not include fire and EMS calls which when added result in an average of less than two calls per hour and about 4 calls per hour during peak times.

## 1. Call Response and Call Processing

The dispatch center is responsible for entering call information into the CAD system so that the right information is received by responding units.

A typical target for a call handling time is 2.50 minutes which would mean that the dispatch is typically able to handle all call loads even at peak demand at 4 calls per hours with current staffing. The lieutenant or a sergeant can assist during busy times when available.

The current staffing level of one dispatcher is adequate for the current call volume of police calls which averages one call an hour other than under unusual circumstances.

When adding in Fire and EMS which typically have less calls for service than police the max concentration of calls would equal approximately 4 calls per hour which is a low utilization rate. This low utilization rate is typical of small dispatch operations where minimum staffing is set by the need to just have someone available to answer the phone and not dictated by call volume.

## 2. 911 system and Radio Issues

During our project interviews there were some dispatch / radio issues that were observed:

- WMPD uses low band radios for officers and fire fighters.
- The radio system has "dead" spots in areas of the Townships. [REDACTED]  
[REDACTED]  
[REDACTED]
- The current 911/ phone system was installed in 2010 and is at end of life.

[REDACTED]. One of the major lessons of critical incidents is the need for public safety workers to be able quickly communicate with mutual aid resources. With the current radio system West Milford is unable to quickly and efficiently communicate with other agencies as the surrounding agencies are on a different frequency and there are dead spots.

The 911/ phone system is the first point of contact for community members needing assistance and the current system is at end of life. As with most software and technology when the system reaches end of life the vendor no longer provides support, parts or software updates. The city has received a quote for replacement of the system at \$237,706 including support.

**3. 911/ phone and Radio system will require upgrading in the very near term unless a contracting option is found**

With existing radio issues that may soon require the purchase of new radios and low call volumes West Milford should consider opportunities to consolidate or enter into an inter-local agreement with another regional dispatch center. To date, efforts to identify alternatives to in-house dispatch have not been successful: Passaic County uses an incompatible system that would be extremely expensive to adopt and private providers appear cost prohibitive.

***Recommendation 8.8: If contract dispatch operations with larger regional dispatch center are not feasible, the Township should plan and budget to replace current radios, which are near the end of their useful life.***

## **8.6 DEPARTMENT ADMINISTRATION**

The following chapter discusses the Chief's office administration which consists of the Chief, a Captain, three lieutenants (████████████████████) and the Administrative Assistant. The Chief is in charge of the day to day operations and also serves as the Director of Public Safety for Township where he is also responsible for the volunteer fire department, volunteer ambulance fire inspector. The administrative assistant supports the Chief and has performs several other department functions.

### **1. Chief and Command Staff**

As mentioned above the Chief is charge of day to day operations is the Director of Public Safety. The Chief serves as a mentor and coach to the other sworn leaders and is involved all major decision making. Other tasks and responsibilities of the position include:

- Goal Setting for the Department.
- Mentoring, Coaching and Developing Subordinates.
- Equipment Procurement.

- Handles complaints and assigns complaint investigations.
- Writes and updates policies.
- Procedures Compliance.
- Setting and Tracking Performance Metrics.
- Media / Public Relations.
- Provides direction for patrol operations.
- Assigns Tasks.
- Attends meetings and community events on behalf of the Police department.

The Command staff has a clear separation of tasks, though they assist each other when needed. The Administrative lieutenant oversees dispatch, the support services sergeant and records. The patrol lieutenants act as watch commanders and implement the chief's direction and insure compliance with policy. The lieutenants also investigate complaints. The Captain serves as the second in command and oversees policy development, grants and lieutenants. The Chief must be present at community related events to represent the department and to hear directly from the community to be better informed on community expectations.

## **2. Administrative Sergeant**

The Administrative Sergeant is responsible for the coordination of activities for the police department. The Administrative Sergeant performs the following assigned tasks:

- Community Policing.
- Special Police.
- Traffic.
- Manages the REAL program.
- Fleet.
- Manages the ABC inspections.

The administrative sergeant coordinates the activities listed above and additional tasks as assigned. The administrative sergeant is tasked with many routine, daily and weekly tasks such as scheduling special officers and community events. The administrative sergeant is able to complete all current tasks on time.

The Traffic and School Resource Officer positions are currently authorized but have been vacant to provide resources to respond to calls for service. Numerous studies have shown that Traffic Crashes and Speeding can be reduced through dedicated traffic enforcement.

Many school related calls require significant time to investigate and can require additional notifications and resources due to the nature of these calls and the victim's status. This can require an officer to be on one call for hours impacting other calls for service in their patrol area. School Resources Officers can provide extra on site security and can help mitigate future calls for service by intervening early and working with school administration.

The Special Police Officers provide a cost effective resource to assist the police department on traffic control and other assignments that do not require the expertise and training of a full time officer.

***Recommendation 8.9: Maintain current staffing of one Chief, one Captain, three Lieutenants, one Sergeant, one traffic Officer, one School Resource Officer and Special Police Officers (number of special police officers dependent on number of assignments and utilization rate).***

### **3. Chief's Assistant**

The Chief's Assistant is responsible for the coordination of activities for the police department. The Chief's Assistant performs the following assigned tasks:

- Helps prepare annual police budget.
- Enters payroll into city payroll software.
- Manages and prepares purchase orders.
- Coordinates with Township finance department.
- Writes Memos and directives.
- Responds to Council Requests.
- Manages police business paperwork.

In addition to these listed tasks the Chief's Assistant handles numerous emails and phone calls throughout the day along with individual tasks that are assigned. Each of these tasks vary in length and complexity. Performance metrics are limited for the workloads of the Administrative staff.

The Chief's assistant is tasked with many routine, daily and weekly repetitive tasks such as processing payroll, billing, processing purchase orders, filing or answering phones and emails that account for significant portions of their available time. The Chief's Assistant is able to complete all current tasks on time.



**Recommendation 8.10: Maintain current staffing of one Chief's Assistant.**

**8.7 FLEET**

**1. Assessment of the Fleet**

An assessment of the police fleet for general conditions and equipment was conducted. There is a total of 26 vehicles assigned to the Police Department that includes detective cars, command staff and patrol units. The average age of the patrol fleet is 2 years as the oldest patrol vehicle is a 2016 which is well within the useful life span for a patrol vehicle. The average millage of the police fleet is approximately 30,237 (as of May 2018).

An assessment was also conducted on the police equipment installed on or in the vehicles. The vehicles had the following equipment:

- Digital light bars and light bar controller units.
- Additional warning flashers mounted inside front and rear flasher assemblies
- Digital police radios
- Safety equipment and extra gear located in trunk/ rear cargo area
- In car computers

The vehicle fleet is in good condition, given its age, and all accessories appeared to functioning properly. The table below shows the mileage and years of service for the patrol fleet:

<b>Patrol Fleet</b>					
<b>Year</b>	<b>Make</b>	<b>Model</b>	<b>Miles</b>	<b>Assignment</b>	<b>Average miles Yr.</b>
2016	Ford	INT	29,659	Patrol Fleet	23317
2017	Ford	INT	46,544	Patrol Fleet	46369
2017	Ford	INT	16,420	Patrol Fleet	33778
2016	Ford	INT	83,865	Patrol Fleet	32589
2016	Ford	INT	70,552	Patrol Fleet	38439
2017	Ford	INT	14,476	Patrol Fleet	46240
2017	Ford	INT	79,003	Patrol Fleet	48707
2016	Ford	INT	67,116	Patrol Fleet	51123
2017	Ford	INT	63,010	Patrol Fleet	43319
2017	Ford	INT	16,340	Patrol Fleet	21206
2017	Ford	INT	24,440	Patrol Fleet	24020
<b>2016.6</b>			<b>46,493</b>		<b>37,191</b>

As noted above, the average age of vehicles assigned to Patrol is 2 years and average

mileage is 46,493. Each patrol vehicle is driven an average of 37,191 miles per year. There were no new vehicles ordered in 2018.

The detective fleet has an average of 7 years and 90,159 miles which is beyond the typical useful life of the vehicles. Detective and administrative vehicles generally receive less miles than patrol vehicles and are therefore rotated out less frequently. The table below shows the mileage and years of service for the detective fleet:

Year	Make	Model	Miles	Assignment
2014	-	-	94,103	Detectives
2014	-	-	104,920	Detectives
2013	-	-	89,142	Detectives
2011	-	-	70,921	Detectives
2008	-	-	84,080	Detectives
2007	-	-	97,788	Detectives
<b>2011.1</b>			<b>90,159</b>	

As the table above indicates there are 3 vehicles that are 7 years old or older. As the fleet ages it is more expensive to maintain and importantly less safe as safety features are continually added to newer vehicles. Additionally, manufacturer warranties typically end after 5 years and 100,000 miles.

**2 The City Should Commit to a More Aggressive Replacement Plan for Its Vehicles.**

As part of any effective fleet management plan is the proper replacement of vehicles as they age. For law enforcement agencies, vehicles may transition from front line patrol vehicles to less intensive usages such as detectives or specialty units as they increase in age or have maintenance issues. There are several best practices related to the replacement cycle for law enforcement vehicles:

- Patrol vehicles (pool) should be replaced at approximately 5 years of age or 100,000 miles.
- Administrative vehicles (non-patrol) replaced every 7 years or over 125,000 miles (to maximize resale value).

Currently, the PD has detective vehicles that are in excess of 7 years old. There were no patrol or detective vehicles added this year, however patrol with the current replacement vehicles has an adequate number of vehicles below the age and mileage threshold to

serve as front line vehicles for each shift.

The City has not been consistent in their approach to vehicle replacement as some vehicles are beyond age. To keep a more even budget and consistent replacement schedule the Township should replace some vehicles every year.

Most vehicle manufactures extended warranties end after 100,000 miles and 5 years. Patrol vehicles are operated under harsher conditions than is a typical for most vehicles. They endure frequent stops, long idling times and quick acceleration and hard braking. They also are driven over sometimes harsh surface conditions. Under these operational conditions they experience more frequent repairs, which tend to increase with age. Due to this best practice to replace vehicles at approximately 5 years and 100,000 miles. The Township and Department should replace approximately 5 vehicles per year. By keeping a consistent fleet replacement program, the fleet will be kept within fleet age and millage.

The West Milford patrol fleet consists of 26 vehicles while each shift has a need of up to 8 vehicles per shift with two shifts operating each day. The department should have officers and vehicles ready patrol immediately at shift change. Additionally, the department needs vehicles to cover for repairs and crashes or special events when there is a need to have more than 7 vehicles on patrol. With this in mind the appropriate patrol fleet should consist of 26 vehicles.

***Recommendations 8.11: Maintain patrol fleet of 26 vehicles.***

***Recommendation 8.12: Replace 3 detective vehicles that are older than recommended.***

***Recommendation 8.13: Maintain fleet with age and mileage replacement thresholds of no more than 100,000 miles and 5 years for patrol and 7 years for Detectives or Administration.***

## **8.8 TECHNOLOGY AND EQUIPMENT**

An assessment of current police technology and equipment and its use within the Department was conducted. The assessment is made by comparing current equipment and technology trends in law enforcement as evidenced by trade shows, research articles and comparisons to other departments. The Matrix Consulting Group views the effective use of technology as essential to modern policing but does not view every piece of equipment or technology available to law enforcement as necessary or essential. The

project also reviewed equipment used by the department, including firearms. The following list of technology and equipment is broken out by department area and does not encompass all technology or equipment used in the department.

**Police Technology Assessment**

Unit / Area	Equipment /System	Status	Comments
Patrol	Body Worn Cameras	Not issued	The department has opted not to deploy BWCs due to cost. BWCs can reduce liability and improve transparency.
	Patrol Rifles	Not issued	West Milford does not equip its officers with patrol rifles. Patrol rifles allow officers to use distance as a tactic and are much more accurate than shotguns.
	In Car Camera System	They are in Patrol vehicles.	This s best practice.
Vehicles (Electronics Only)	MDC Network Connection	Installed / Not consistent	The computers in the patrol vehicles lose connection in many dead spots in the Township.

**Recommendations:**

***Recommendation 8.14: Issue Patrol Rifles***

***Recommendation 8.15: Resolve computer connectivity issues.***

**8.9 ORGANIZATIONAL STRUCTURE**

This section of the report focuses on the organizational structure and efficiency of the structure. Individual units will be discussed more in depth in the proceeding chapters. The structure of an organization can have an impact on efficiency of operations and can impact service levels. The size and complexity of a police department greatly affects the organizational structure of the organization and though there are various organizational structures for police departments, there are some consistent factors the project team has observed in other departments of the size and complexity of the West Milford Police Department.

## 1. Departmental Structure

In reviewing the organizational structure of the West Milford Police Department, the project team considered four factors:

- Are similar functions grouped together in the same work group?
- Are spans of control appropriate.
- Is there a separation of work tasks between units?
- Are tasks being performed by the appropriate personnel (civilian vs sworn).

These factors are important because they can impact both internal and external efficiency.

## 2. How Organizations Are Evaluated

The following subsections provide guidelines for evaluating the organizational effectiveness of the West Milford Police Department.

### (1) Grouping of Unit Functions

The West Milford Police Department has similar work functions grouped together. Dispatch, Records, Patrol and Detectives are all grouped in independent work groups that have similar functions. These department functions all have different responsibilities and work tasks and each of these work groups /units have separate chains of command. Patrol, Detectives, Records and Dispatched are supervised by sergeants or a lieutenant. Records and Dispatch are all performed by non-sworn civilians with Records and Dispatch both reporting to a lieutenant.

The grouping of similar work functions allows personnel to be more easily cross trained and allows personnel to cover vacations and long-term absences. Additionally, it allows supervisors to have a more in-depth knowledge of the roles and tasks of each position. The West Milford Police Department has work units appropriately grouped by similar tasks and roles.

### (2) Spans of Control

The project team reviewed the span of control for leadership positions within the police department. Appropriate spans of control are important because they can impact the ability of supervisors to provide appropriate guidance and to have knowledge of their

direct reports needs and abilities. Large spans of control can lead to supervisors being unaware of what their direct reports are actually doing. Low spans of control result in more supervision than is needed and can lead to increased costs without improving organizational performance. Typically, the higher the risk of an activity, the more supervision that is needed.

The West Milford Police Department has low spans of control for most functions ranging from [REDACTED]. Patrol has a span of control of [REDACTED]. Each unit has someone in charge, which is important, and higher risk functions such as patrol and detectives have close direct supervision.

The Chief (Public Safety Director) has 11 direct reports that consists of 1 Captain, 3 Lieutenants, Administrative Assistant, Fire inspector, and six volunteer Fire Chiefs though the Chief has a limited roles for some of the direct reports.

### **(3) Separation of Work Tasks**

The project team reviewed work tasks for each unit within the WMPD to insure there was a clear separation of work tasks that could impede performance. This is important because work tasks that require separate approvals or multiple people to perform will impact how efficiently or quickly a task can be performed. In the project teams review of work tasks we found that there was the appropriate separation of work tasks and there were no impediments to efficiency or performance e.g. the records unit handles all records related tasks and open records requests and animal control handles all animal related tasks.

### **(4) Tasks Handled by Appropriate Personnel**

In any organization it is important to have tasks being performed by the appropriate personnel. This is important for two reasons: Cost and Expertise. In the project teams review of WMPD our primary focus was on roles of sworn and non-sworn to be sure that tasks were being performed by the lowest cost personnel with the appropriate training. Sworn police officers are generally more expensive than non-sworn and non-sworn receive training specific training for their assigned tasks. In WMPD we found that no sworn members were performing tasks that would be better performed by less expensive non-sworn personnel. We also found that tasks were assigned to the lowest cost capable personnel.

***Recommendation 8.17: Maintain current management structure.***

### 3. Departmental Policies

The project team reviewed the departmental policies for the police department. The project team was informed by department administration that they had identified issues with the manual already and were working to address them. They had already updated the manual to include a bias based policing policy and were making updates to policies that they had self-identified as most important to limit liability e.g. probable cause arrest procedures.

In reviewing department policies, the project was examining the clarity of the policy and to see if matched current best practice. The project team also looked for missing policies that are used by other departments. Department policies are important for number of reasons:

- Policies set the tone for a professional organization.
- They give employees a reference for what is expected.
- Policies can limit liability for a department if they are current and best practice.
- In general employees can only be held accountable for policies that exist.

The project reviewed the most recent version of the policy manual which was provided to the project team during the course of this study. Though the policies covered the most important aspects of policing, they were in some instances outdated, poorly worded or were poorly organized. Issues the project team identified are listed below:

- The policies have an effective date, but the version of policies that the project team was provided did not have a date for review. A formal process and set date for review is best practice. Court rulings and new laws can impact police department policies so there must be a constant review of policies to insure they comply with best practice and case law. Having a review date formalizes this process.
- Each policy was not signed by the current chief indicating their approval of the policy. Some policies the project team received had the former chiefs signature on them. Dated December 6, 1975.
- In several instances the policies used gender specific pronouns for example policy D76.03 states "patrolmen." Best practice is to use officer in this case to be more inclusive of all officers.

The policies for the West Milford police department cover all relevant areas, though the policy manual has not been recently updated or organized. The department should update all policies that formatting is consistent. Each policy should have an effective date and a date for a review. Every policy should be signed by the current chief as policies are in effect an order of the chief.

***Recommendation 8.18: Update the policy manual to improve organization. Set review dates for all polices so that are consistently reviewed. Include chief's signature on all policies.***



## **9. Fire Prevention**

This section of the report will focus on data and analysis associated with the workload associated with the Fire Prevention Bureau and subsequent staffing requirements. The Fire Prevention Bureau consists of three personnel, 2 full time and 1 half time person. The personnel are The Fire Marshal, The Administrative Secretary and the half time Fire Prevention Inspector who works 21 hours a week.

### **1. Fire Marshal**

There are many factors that impact the workload associated with a Fire Marshal. In the case of the West Milford Fire Marshal also serves as the Emergency Manager and assists in arson investigations. The Fire Marshal supervises the Administrative Secretary and the Fire Prevention Inspector. The Fire Marshal conducts inspections for life hazard, non-life hazard, smoke detectors, and fire. The Fire Marshal also investigates complaints, conducts public outreach, attends community events, issues temporary permits and responds to Hazmat incidents. The Fire Marshal performs all inspections in accordance with the New Jersey Uniform Fire Code, New Jersey Uniform Safety Act and West Milford Township Ordinances.

### **2. Fire Prevention Inspector**

The Fire Prevention Inspector works 21 hours a week and conducts inspections in accordance with the New Jersey Uniform Fire Code, New Jersey Uniform Safety Act and West Milford Township Ordinances.

### **3. Administrative Secretary**

The Administrative Secretary is assigned to the Fire Prevention Bureau but also has duties as assigned by the Fire Commissioners Office and the office of Emergency Management.

The following is a list of some of the basic tasks required of this position:

- Performs clerical / secretarial duties as assigned.
- Answers phone and responds to emails.
- Handles in person visits.
- Schedules annual fire inspections and other events.

- Generates violation notices, penalties, permits and certificates of inspection.
- Assists with filing reports.
- Establishes and maintains files for the Fire Prevention Bureau, The Fire Commissioner and the Office of Emergency Management.
- Maintains the National Fire Incident Reporting System (NFIRS) database for the six volunteer fire companies.

The Administrative Secretary is the first point of contact for many community members.

#### 4. Unit Workload

The West Milford Fire Prevention Bureau reported the following performance metrics for 2017:

Activity	Number
Life Hazard Use Initial Inspections	253
Life Hazard Use Re- Inspections	168
Non- Life Hazard Use Initial Inspections	560
Non- Life Hazard Use Re- Inspections	272
Smoke Detector/ CO Inspections (Sales Rentals)	575
Smoke Detector/ CO Re-Inspections (Sales Rentals)	67
Fire Safety Permits issued and inspected	152
Complaints Investigated / Resolved	52
Fire Investigations	17
Public Events / Fireworks/ Festivals	7
Fire Safety Education Events	14
Emergencies, Haz-Mat, Alarm Issues, Illegal Burns.	67
<b>Total Activities</b>	<b>2204</b>

As the table above indicates the Fire Prevention Bureau performs 2,204 activities/ inspections per year even with very little new development. To reduce travel time inspections are conducted by geographic region that correlates to the boundaries of the 6 fire companies. All new home sales and rentals require a smoke detector and carbon monoxide detector inspection before they can be sold or rented. The bureau conducts these inspections on Wednesdays. The bureau averages approximately 14.6 activities per business day.

Workload by time required for tasks. To understand the staffing needed to perform the necessary inspections each task was assigned an approximate time to perform, including

minimum travel time. This data is reflected in the following table:

Activity	Number	Time including travel (in minutes)	Total
Life Hazard Use Initial Inspections	253	30	7590
Life Hazard Use Re-Inspections	168	25	4200
Non- Life Hazard Use Initial Inspections	560	30	16800
Non- Life Hazard Use Re- Inspections	272	25	6800
Smoke Detector/ CO Inspections (Sales Rentals)	575	20	11500
Smoke Detector/ CO Re-Inspections (Sales Rentals)	67	15	1005
Fire Safety Permits issued and inspected	152	40	6080
<b>Total</b>	<b>2047</b>	<b>N/A</b>	<b>53,975 minutes</b>
<b>Total in Hours</b>	<b>-</b>	<b>-</b>	<b>899 Hours</b>

The table above indicates that inspections alone take approximately 899 work hours which does not include administrative tasks associated with inspections. Additionally, the Fire Prevention Bureau conducts fire investigations, attends community events, and investigates fire/safety related complaints. The Fire Marshal is also the Emergency Management Coordinator and is responsible for updating all emergency plans every year which takes considerable time.

The current number of inspections and other duties has resulted in the Fire Marshal and the part Fire Prevention Inspector having difficulty completing all required inspections on time, though they have managed. The workload has impacted their ability to be more proactive in public education and to attend more community events. To better serve the community and to be provide better fire prevention services the part time position should be converted to a full time position. The part time inspector salary is currently \$18.07 per hour or approximately \$19,732 per year. Adding 11 hours per week for a total 32 hours per week would result in annual cost of \$30,068 or an increase of \$10,336. As discussed in the following section this increase would be less than the anticipated increase in revenues.

## 5. Revenues

The Fire Prevention Bureau is able to charge inspections fees which are set by the state. They receive 65% of the fee charged. The following table details fees collected over the last three years:

Fee Type Collected	2015	2016	2017
Life Hazard	35,121	42,958	40,734
Non-Life Hazard	36,075	34,845	35,111
Permits	16,464	15,158	18,237
Smoke Detector	24,925	32,015	34,070
Fire Code Penalties	7,107	9,475	6,778
Haz-Mat Clean up	12,525	7,257	6,213
Other Fines	1,730	1,530	4,655
<b>Total</b>	<b>\$133,947</b>	<b>\$143,238</b>	<b>\$145,798</b>

As the table indicates the Fire Prevention Bureau revenues are increasing year over year. A trend that may increase revenue is the anticipated increase in Air BnB rentals that require inspections. The base fees will increase 29% next year due to a change in the state fee rate which will result in an increase of permit revenue of approximately \$42,281 to the Township. The Township currently receives 65% of the fee. Total fees collected is anticipated to be approximately \$188,000 for 2019.

***Recommendation 9.1: Increase part time hours from 21 hours a week to 32. Increased salary will be covered by increase in fees.***

***Recommendation 9.2: Maintain current staffing of one Administrative Secretary.***

## 10. Employee Survey Results

As part of the Matrix Consulting Group's study for the Township of West Milford, the project team distributed an anonymous survey to employees of the Township to gauge their opinions on a variety of topics relevant to the study. Survey responses were gathered and analyzed to understand employee sentiments on

The survey generally asked two types of questions:

- **Multiple Choice Questions:** Respondents were presented with a number of multiple choice questions, or statements where respondents indicated their level of agreement or disagreement with the statement.
- **Open-ended response questions:** As the end of the survey, staff were given space to provide opinions about the Township's strengths and weaknesses in their own words.

The link to the online survey was distributed to staff in July and August via email. Out of the 113 surveys distributed, a total of sixty-two (62) responses were received, in varying degrees of completion, for a response rate of 55%.

### 1. SUMMARY OF KEY FINDINGS

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

#### Findings of Strengths

- Most staff understand how their position's contributions advance the Township's overall goals, and feel empowered to make decisions within their professional capacity.
- Most staff believe there is good teamwork and communication within the Township among individuals and departments.
- Most employees say they have the technology they need to perform their jobs effectively.

- Staff feel strongly that they maintain a high standard of quality, cost-effective service to the Township.
- Most employees think that their departments have an appropriate structure and adequate policies and processes to handle their workload.
- Most staff believe their managers and supervisors are effective at coaching them, communicating, and maintaining a clear strategic direction.
- Employees believe that the Township's dedicated, experienced staff are one of its key strengths.
- Staff appreciate the Township's natural beauty, small-town atmosphere, and spirit of volunteerism.

#### **Findings of Potential Improvement Opportunities**

- There is a strong, widespread belief that many departments are understaffed.
- On a related note, most staff felt overworked or very busy. Very few say that they have a good balance of work to be done and time to complete it.
- Not all staff believe there is good teamwork or alignment of job duties with strategic goals in the Township. Respondents from the Engineering group unanimously disagreed with statements to this effect.
- A number of staff in the Police Department do not believe that they have adequate technology to perform their job duties effectively.
- While most staff said that their departments have enough clerical/admin support, respondents from Engineering and Planning & Building tended to disagree.
- Employees believe there is a need to improve the Township's financial position by encouraging economic growth and growing the tax base.
- Many staff believe the Township should invest more in facilities, infrastructure, and equipment to provide better service and quality of life.

- Many employees cited a need for respect, understanding, and equal treatment of line staff across departments, especially by elected officials and upper management.

**2. RESPONSES BY DEPARTMENT**

While responses to the survey were confidential, the project team asked respondents to indicate some information about their position in order to understand the demographics of respondents. The following table shows the number of responses by Department.

Response	Count	%
Administration	3	4.7%
Clerk	4	6.3%
Community Services and Recreation	2	3.1%
Engineering	5	7.8%
Finance/Personnel	6	9.4%
Health	2	3.1%
Municipal Court	0	0.0%
Planning & Building	6	9.4%
Police	30	46.9%
Public Works	4	6.3%
Other	2	3.1%
<b>Total</b>	<b>64</b>	<b>100%</b>

Staff in the Police Department accounted for nearly half of the responses received, while most other departments produced response volumes in the single digits. The two “other” responses were in Fire Prevention and the Fire Marshal’s Office.

**3. MULTIPLE CHOICE QUESTIONS: TOWNWIDE FOCUS**

The first section of the survey asked respondents to indicate their level of agreement or disagreement with eight (8) statements about the Township. The response options were “strongly agree” (SA), “agree” (A), “disagree” (D), and “strongly disagree” (SD). Respondents could also choose “N/A” or opt out of responding to the statement at all, in which case they were not counted among the respondents for that statement. For this reason, percentages may not add up to 100%.

**(1) Most Staff Feel Positively About the Township Government in General and the Role They Play in It.**

The table below shows the responses received to statements about the Township government in general, focusing on the employee experience.

#	Statement	SA	A	D	SD
1	There is good teamwork among the various Departments within the overall Township organization.	16%	45%	26%	11%
2	I have the technology I need to do my job efficiently and effectively.	26%	43%	11%	20%
3	I am empowered to make decisions within my professional judgment.	33%	46%	15%	3%
4	I am kept informed of what is happening in the Township.	11%	41%	20%	28%
5	My Department and the other Township departments work towards the same strategic goal(s).	16%	34%	20%	21%
6	I understand how my job aligns with the Township of West Milford's overall goals.	26%	41%	15%	11%
7	The Township of West Milford is a good place to work.	18%	49%	23%	8%
8	I feel that I can make a career with the Township of West Milford.	34%	46%	7%	5%

Most statements in this section were met with general agreement from staff – there were more agreeing responses than disagreeing responses for every statement in this section. In particular, statements about the empowerment of individual staff, their understanding of how their job aligns with the Township’s goals, and their ability to make a career with the township received strong agreement.

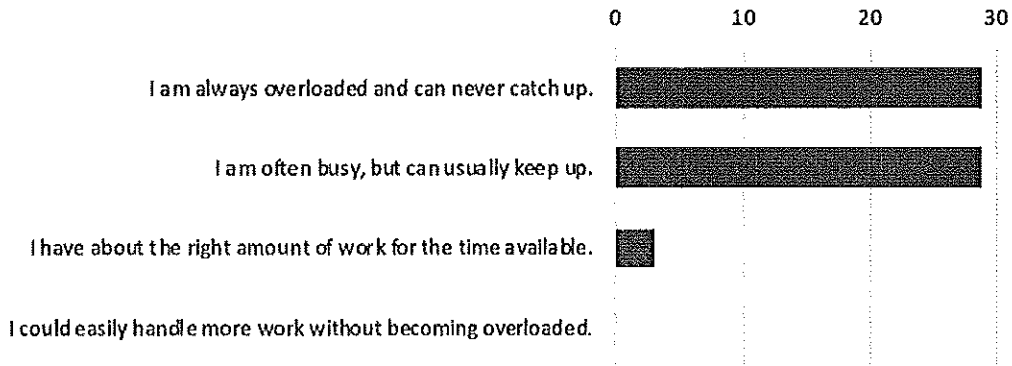
**(2) Most Staff Feel Overloaded or Very Busy; Few Believe They Have a Good Balance of Workload and Capacity.**

Respondents were asked one multiple-choice question about their own workload. The following table and chart show their responses.



Response	Count	Percentage
I am always overloaded and can never catch up.	29	48%
I am often busy, but can usually keep up.	29	48%
I have about the right amount of work for the time available.	3	5%
I could easily handle more work without becoming overloaded.	0	0%

**Very Few Staff Feel That They Have An Appropriate Workload.**



The responses to this question suggest that staff feel overworked – 95% said that they have more than “the right amount of work for the time available”, and nearly half of respondents claimed to be “always overloaded”. These responses make sense in light of the 82% of staff who disagreed in a later section with the statement that their division has sufficient staff to handle their workload.

**4. MULTIPLE CHOICE QUESTIONS: DEPARTMENT-SPECIFIC FOCUS**

The following sections show answers provided by staff about their specific departments. The questions focus specifically on departments’ performance and efficiency, structure and workload management, and leadership and supervision.

**(1) Staff Feel Strongly That They Maintain a Standard of Quality, Cost-Effective Service to the Township.**

The table below shows responses to statements about the level of performance and efficiency achieved by departments.

#	Statement	SA	A	D	SD
1	My Department provides a high level of service to the residents of West Milford.	65%	23%	12%	0%
2	My Department places a high priority on high-quality work.	54%	37%	4%	4%
1 2	We have high performance expectations in my area.	54%	36%	2%	5%
1 3	Performance issues in my Department are dealt with appropriately.	32%	39%	11%	16%
3	My Department places a high priority on cost-effective methods of providing services.	58%	26%	9%	2%
1 7	My Department explores new and innovative ways to reduce costs.	28%	30%	11%	11%

Every statement in this section received more agreement than disagreement, and all but one statement received more than 70% agreement. No statement exceeded 30% disagreement. Staff clearly have high opinions of their individual departments' service levels, work quality, and cost efficiency.

**(2) Most Staff Feel Their Departments Have Effective Policies, Structure, and Processes to Handle Workload, But Strongly Believe They Lack Sufficient Staffing.**

The table below shows the responses to statements about departments' structure, policies, and ability to effectively manage workload.

#	Statement	SA	A	D	SD
5	We do a good job in my Department of coordinating the work to be done between employees.	49%	33%	9%	7%
6	In my Department, we do a good job of planning ahead and scheduling our work.	39%	44%	7%	4%
16	My section effectively manages workload so that all individuals are highly utilized.	39%	33%	12%	12%
7	The organizational structure of my Department promotes the efficient delivery of services.	39%	40%	9%	7%
8	Staffing levels in my Department are adequate for the work to be performed.	5%	11%	19%	63%

#	Statement	SA	A	D	SD
15	My Department has the secretarial and clerical support it needs to accomplish its goals and objectives efficiently and effectively.	11%	47%	12%	25%
9	Our internal policies and procedures are effective at helping me perform my job.	23%	55%	13%	5%

Every statement except for one received more agreement than disagreement. Only one statement, in fact, exceeded 40% disagreement. That statement was #8, about the adequacy of staffing, which received 82% disagreement and only 16% agreement, making clear that the Township’s employees do not feel that the staffing of their departments is sufficient to handle their workload.

**(3) Township Staff Generally Feel Confident in Their Management and Supervisors.**

The table below shows responses from employees about the management and supervision of their department.

#	Statement	SA	A	D	SD
4	My immediate supervisor does an effective job of coaching and mentoring me.	58%	24%	9%	7%
10	I am encouraged by my managers and supervisors to identify better ways to provide services.	32%	44%	7%	12%
11	Managers and supervisors in my Department have a clearly-defined strategic direction.	23%	50%	13%	9%
14	Managers and supervisors in my Department do a good job of communicating important information to me in a timely manner.	33%	53%	7%	5%

Every statement in this section received at least 70% agreement, and no statement exceeded 25% disagreement. Staff are widely in agreement that the management of their departments are effective, encouraging, and communicative.

**5. OPEN-ENDED QUESTIONS**

The final section of the survey asked respondents to provide input in their own words. The following headers show their opinions on the Township’s strengths and improvement opportunities.

**(1) Respondents Believe That Quality Staff and Volunteers, a Beautiful Small-Town Setting, and Administrative Leadership Are Strengths for the Township.**

The first open-ended question asked respondents what they felt the greatest strengths were in the Township. A total of 39 responses were received, most with multiple responses. The list below shows the most common themes among these responses.

Response	Count
Quality, dedicated employees	24
Natural beauty	9
Volunteers	6
Employee experience	5
Small town atmosphere	4
Town Leadership	4

- By far the most common strength listed was the dedication, experience, skill, and overall quality of the Township’s employees. Staff clearly view their commitment to the Township and its residents as its greatest asset.
- The Township’s natural beauty was cited several times, as was the small town atmosphere and charm of the area. Staff recognize the inherent value of the geographic area and the development that has occurred on it.
- The Township’s volunteers, including volunteer firefighters, were listed as one of the township’s top strengths by a number of staff.
- Town leadership was also cited as a strength in the Township, specifically the Administrator and the directors of some departments.

In summary, staff in the Township believe the organization’s top strengths are its employees, natural beauty, volunteer participation, and leadership.

**(2) Respondents View Economic and Tax Growth, Staffing Increases, Respect and Accountability for Employees, and Facilities and Infrastructure Improvements as Key Improvement Opportunities.**

The second open-ended question asked respondents what they felt to be the most significant opportunities for improvement. There were 36 responses to this question,

many with multiple suggestions. The following table shows the most common themes in these responses.

Response	Count
Economic growth	10
Staffing levels	9
Understand and respect line staff	6
Employee accountability	6
Facilities improvements	6
Infrastructure upgrades	6
Improve staff quality	5
Equal treatment of staff	4
Equipment	4
Grow tax base	4

- A repeated theme in the responses to this statement was the need for promoting economic growth and expanding the tax base by attracting new business and adding ratables to the tax rolls. Employees clearly believe that the Township has not maximized revenues.
- Staffing levels was another common opportunity for improvement listed by staff. Along with the multiple choice question on this topic and the fact that so few staff feel they have an appropriate workload, a consistent picture emerges of a staff which feels undermanned.
- An understanding and respect for line level staff was listed as an improvement opportunity by many staff, along with equal treatment of staff and better equipment. Many of the Township’s personnel believe that their elected officials do not respect them or understand what they do on a daily basis, and that some departments are treated differently than others.
- Several responses focused on the need for improvements to the Township’s facilities and infrastructure. Some employees cited the Township’s new library as a potential location for the Town hall or an example of the kind of investment that they would like to see on a wider scale.
- Along with increased staffing and a better relationship with elected officials, several staff pushed for more accountability for their fellow employees. They advocated

putting personnel with the right abilities in the right positions and judging employees by their actual performance.

To summarize the responses to this survey, most employees believe they work in a pleasant setting with dedicated coworkers, sound department management, good operational processes, and high quality of service. They view understaffing and the need for revenue growth as major concerns, however.

## 11. Comparative Survey

As part of the study of West Milford Township, a comparative survey of other townships was conducted in order to gather benchmark data on their staffing and operations. The following sections show the responses gathered from these organizations and the project team’s analysis of those responses.

The following table shows the population, median income, and land area for each of the comparable townships surveyed, for 2016. These data points were largely used to determine the comparability of other townships to West Milford.

	2016 ACS Population Estimate	Median Household Income	Land Area in Sq Miles
Mahwah	26,434	\$ 106,875	68
Vernon	22,783	\$ 89,657	71
Jefferson	21,451	\$ 96,304	43
Washington	18,712	\$ 131,750	45
Rockaway	24,541	\$ 103,990	46
Average	22,784	\$ 105,715	55
West Milford	26,575	\$ 101,767	80

As the table shows, the population of West Milford is slightly higher than each of the comparable townships. Because of West Milford’s large size, none of the other townships match its land area, but all are at least half the size of West Milford. The Township’s median income falls approximately at the midpoint, with two townships below and three townships above.

### 1. SUMMARY OF SURVEY RESULTS

The following table outlines key similarities and differences between West Milford and the other townships in staffing and expenditures.

Similarities	Differences
<ul style="list-style-type: none"> <li>In every functional area, the Township has a number of FT staff that is within the typical per capita range for peer municipalities. This is also true for PT staff in every area but parks and recreation.</li> <li>The Township's spending is fairly similar to that of other townships on an absolute and per capita basis in nearly every functional area.</li> </ul>	<ul style="list-style-type: none"> <li>The Township relies heavily on PT seasonal parks and recreation staff, an approach duplicated by only one other comparable township.</li> <li>The Township's parks and recreation spending per capita exceeds that of any peer township.</li> </ul>

**2. COMPARISON TABLES**

The following sections outline the results of the comparative survey in staffing and budget expenditures, and point out similarities and differences between West Milford and the other townships.

**(1) Staffing**

The following table shows the number of 2018 FTE's in each comparable township, as well as the average for comparable townships and the staffing numbers for West Milford.



	Mahwah	Vernon	Washington*	Jefferson	Rockaway	Average	West Milford
<b>FULL TIME</b>							
General Government	15.8	13.5	9.0	15.5	20.0	14.8	17.0
Land-Use Administration	4.8	2.0		0.7		2.5	3.0
Uniform Construction Code	6.8	5.5		2.5	4.0	4.7	3.0
Public Safety	60.9	43.0	29.0	46.3	61.0	48.0	53.0
Public Works	44.5	23.5	25.0	28.0	32.0	30.6	29.5
Health and Human Services	9.0	3.0	2.0	7.0	15.0	7.2	5.0
Parks and Recreation	2.5	3.5	2.0	7.0	8.0	4.6	9.0
Court and Public Defender	4.0	2.0	2.0	4.0	3.0	3.0	3.0
Education (including Library)				8.0			
Landfill / Solid Waste Disposal				0.5			2.5
Shared Services				0.5			
<b>Total</b>	<b>148.3</b>	<b>96.0</b>	<b>69.0</b>	<b>111.0</b>	<b>143.0</b>	<b>113.5</b>	<b>122.5</b>
<b>PART TIME</b>							
General Government	9.0	9.0	6.0	14.0	11.0	9.8	11.0
Land-Use Administration	0.2	1.0	3.0		1.0	1.3	
Uniform Construction Code	1.2	1.0		8.5	6.0	4.2	2.0
Public Safety	13.2	4.0	5.0	7.0	10.0	7.8	12.0
Public Works		5.0	3.0	5.0	6.0	4.8	5.0
Health and Human Services	2.1	2.0	3.0	15.0	5.0	5.4	11.0
Parks and Recreation	2.1	2.0	3.0	2.0	85.0	18.8	87.0
Court and Public Defender	1.0	2.0	1.0	1.0	3.0	1.6	3.0
Education (including Library)				4.0			
Landfill / Solid Waste Disposal				0.5			2.0
Shared Services				0.3			
Unclassified							2.0
<b>Total</b>	<b>28.8</b>	<b>26.0</b>	<b>24.0</b>	<b>52.5</b>	<b>127.0</b>	<b>51.7</b>	<b>131.0</b>

\*2017 figures

- The Township's overall staffing falls approximately at the midpoint of comparable townships, with more staff than Jefferson, Vernon, and Washington, but fewer than Mahwah or Rockaway.
- West Milford's FT staffing figures do not vastly exceed those of any other township, although the number of parks and recreation staff is slightly higher than any other.

- Only Jefferson has a number of PT staff which comes remotely close to that in West Milford, mostly due to the heavy utilization of PT parks and recreation staff. For other functions, West Milford's use of PT staff falls with the typical range for comparable townships.

The following table shows the number of full-time and part-time staff for each township on a per capita basis (the actual figure is "per 10,000 population" because of the size of the staffing figures).

	Mahwah	Vernon	Washington*	Jefferson	Rockaway	Average	West Milford
<b>FULL TIME</b>							
General Government	6.0	5.9	4.2	8.3	8.1	6.5	6.4
Land-Use Administration	1.8	0.9	0.0	0.4	0.0	0.6	1.1
Uniform Construction Code	2.6	2.4	0.0	1.3	1.6	1.6	1.1
Public Safety	23.0	18.9	13.5	24.8	24.9	21.0	19.9
Public Works	16.8	10.3	11.7	15.0	13.0	13.4	11.1
Health and Human Services	3.4	1.3	0.9	3.7	6.1	3.1	1.9
Parks and Recreation	0.9	1.5	0.9	3.7	3.3	2.1	3.4
Court and Public Defender	1.5	0.9	0.9	2.1	1.2	1.3	1.1
Education (including Library)	0.0	0.0	0.0	4.3	0.0		
Landfill / Solid Waste Disposal	0.0	0.0	0.0	0.3	0.0		0.9
Shared Services	0.0	0.0	0.0	0.3	0.0		
<b>Total</b>	<b>56.1</b>	<b>42.1</b>	<b>32.2</b>	<b>59.3</b>	<b>58.3</b>	<b>49.6</b>	<b>46.1</b>
<b>PART TIME</b>							
General Government	3.4	4.0	2.8	7.5	4.5	4.4	4.1
Land-Use Administration	0.1	0.4	1.4	0.0	0.4	0.5	
Uniform Construction Code	0.5	0.4	0.0	4.5	2.4	1.6	0.8
Public Safety	5.0	1.8	2.3	3.7	4.1	3.4	4.5
Public Works	0.0	2.2	1.4	2.7	2.4	1.7	1.9
Health and Human Services	0.8	0.9	1.4	8.0	2.0	2.6	4.1
Parks and Recreation	0.8	0.9	1.4	1.1	34.6	7.8	32.7
Court and Public Defender	0.4	0.9	0.5	0.5	1.2	0.7	1.1
Education (including Library)	0.0	0.0	0.0	2.1	0.0		
Landfill / Solid Waste Disposal	0.0	0.0	0.0	0.3	0.0		0.8
Shared Services	0.0	0.0	0.0	0.1	0.0		
Unclassified	0.0	0.0	0.0	0.0	0.0		0.8
<b>Total</b>	<b>10.9</b>	<b>11.4</b>	<b>11.2</b>	<b>28.1</b>	<b>51.8</b>	<b>22.7</b>	<b>49.3</b>

\*2017 figures

- When examined on a per capita basis, the FT staffing levels in West Milford are actually lower than in comparable townships, and exceed the per capita average in only three of nine functional areas. In no area does the per capita FT staffing of the Township exceed the typical range.
- The PT staffing of the township on a per capita basis falls within the typical range of peer townships in every functional area. In the parks and recreation department, PT per capita staffing was exceeded only by Jefferson township, which also relies heavily on seasonal staff.

(2) Expenditures

The following table shows 2018 budget appropriations for each comparable township.

	Mahwah	Vernon	Washington*	Jefferson	Rockaway	Average	West Milford
General Government	\$ 2,154,967	\$ 1,654,351	\$ 981,558	\$ 2,241,380	\$ 2,513,615	\$ 1,909,174	\$ 2,678,077
Land-Use Administration	\$ 393,550	\$ 219,770	\$ 57,142	\$ 46,826	\$ 103,470	\$ 164,152	\$ 292,979
Uniform Construction Code	\$ 645,660	\$ 406,545	\$ 66,000	\$ 353,798	\$ 699,583	\$ 434,317	\$ 399,710
Insurance	\$ 8,228,750	\$ 4,357,217	\$ 2,173,234	\$ 4,886,190	\$ 8,489,500	\$ 5,626,978	\$ 4,338,725
Public Safety	\$ 9,180,373	\$ 4,839,262	\$ 4,089,182	\$ 6,189,018	\$ 8,176,061	\$ 6,494,779	\$ 7,422,077
Public Works	\$ 6,658,647	\$ 2,582,550	\$ 2,773,298	\$ 4,450,880	\$ 4,229,774	\$ 4,139,030	\$ 4,331,431
Health and Human Services	\$ 843,920	\$ 79,205	\$ 320,537	\$ 714,180	\$ 1,339,471	\$ 659,463	\$ 753,135
Parks and Recreation	\$ 1,196,214	\$ 378,617	\$ 530,147	\$ 907,984	\$ 1,020,263	\$ 806,645	\$ 1,419,801
Education (including Library)	\$ 2,023,825	\$ -	\$ 962,727	\$ 908,274	\$ 1,403,627	\$ 1,324,613	\$ 1,048,022
Unclassified	\$ 315,555	\$ -	\$ -	\$ 297,490	\$ 650,000	\$ 421,015	\$ 510,924
Utilities and Bulk Purchases	\$ 6,433,500	\$ 2,120,967	\$ 387,000	\$ 913,148	\$ 1,447,275	\$ 2,260,378	\$ 835,550
Landfill / Solid Waste Disposal	\$ 1,940,451	\$ -	\$ -	\$ 2,136,500	\$ -	\$ -	\$ 2,022,650
Contingency	\$ 5,000	\$ -	\$ -	\$ -	\$ 950	\$ -	\$ -
Statutory Expenditures	\$ 3,329,100	\$ 1,934,500	\$ 1,717,379	\$ 2,765,235	\$ 3,760,038	\$ 2,701,250	\$ 3,019,100
Shared Services	\$ -	\$ 350,215	\$ -	\$ 95,118	\$ -	\$ -	\$ -
Court and Public Defender	\$ 334,200	\$ 202,531	\$ 158,194	\$ 296,294	\$ 323,575	\$ 262,959	\$ 303,245
Capital	\$ 795,000	\$ 275,000	\$ 997,000	\$ 661,447	\$ 680,000	\$ 681,689	\$ 290,000
Debt	\$ 5,605,075	\$ 3,146,252	\$ 1,050,594	\$ 4,171,342	\$ 3,285,135	\$ 3,451,680	\$ 4,238,081
Deferred Charges	\$ 308,018	\$ 240,000	\$ -	\$ 786	\$ 630,000	\$ 294,701	\$ 57,701
Reserve for Uncollected Taxes	\$ 2,888,074	\$ 2,551,876	\$ 1,495,000	\$ 1,875,000	\$ 3,638,950	\$ 2,489,780	\$ 2,225,000
Surplus General Budget	\$ 635,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
<b>Total</b>	<b>\$ 53,914,880</b>	<b>\$ 25,338,858</b>	<b>\$ 17,758,992</b>	<b>\$ 33,910,981</b>	<b>\$ 42,391,287</b>	<b>\$ 34,663,000</b>	<b>\$ 36,186,208</b>

\*2017 figures

As the table shows, overall spending for West Milford falls just above the average of peer townships. The township spends slightly more in General Government and Parks and Recreation than most peer townships, but expenditures fall within the normal range of peer townships for other functional areas.

The following table shows expenditures on a per capita basis.

	Mahwah	Vernon	Washington*	Jefferson	Rockaway	Average	West Milford
General Government	\$ 81.52	\$ 72.61	\$ 45.76	\$ 119.78	\$ 102.43	\$ 84.42	\$ 100.77
Land-Use Administration	\$ 14.89	\$ 9.65	\$ 2.66	\$ 2.50	\$ 4.22	\$ 6.78	\$ 11.02
Uniform Construction Code	\$ 24.43	\$ 17.84	\$ 3.08	\$ 18.91	\$ 28.51	\$ 18.55	\$ 15.04
Insurance	\$ 311.29	\$ 191.25	\$ 101.31	\$ 261.13	\$ 345.93	\$ 242.18	\$ 163.26
Public Safety	\$ 347.29	\$ 212.41	\$ 190.63	\$ 330.75	\$ 333.16	\$ 282.85	\$ 279.29
Public Works	\$ 251.90	\$ 113.35	\$ 129.29	\$ 237.86	\$ 172.36	\$ 180.95	\$ 162.99
Health and Human Services	\$ 31.93	\$ 3.48	\$ 14.94	\$ 38.17	\$ 54.58	\$ 28.62	\$ 28.34
Parks and Recreation	\$ 45.25	\$ 16.62	\$ 24.71	\$ 48.52	\$ 41.57	\$ 35.34	\$ 53.43
Education (including Library)	\$ 76.56	\$ -	\$ 44.88	\$ 48.54	\$ 57.20	\$ 56.79	\$ 39.44
Unclassified	\$ 11.94	\$ -	\$ -	\$ 15.90	\$ 26.49	\$ 18.11	\$ 19.23
Utilities and Bulk Purchases	\$ 243.38	\$ 93.09	\$ 18.04	\$ 48.80	\$ 58.97	\$ 92.46	\$ 31.44
Landfill / Solid Waste Disposal	\$ 73.41	\$ -	\$ -	\$ 114.18	\$ -	\$ 93.79	\$ 76.11
Contingency	\$ 0.19	\$ -	\$ -	\$ -	\$ 0.04	\$ 0.11	\$ -
Statutory Expenditures	\$ 125.94	\$ 84.91	\$ 80.06	\$ 147.78	\$ 153.21	\$ 118.38	\$ 113.61
Shared Services	\$ -	\$ 15.37	\$ -	\$ 5.08	\$ -	\$ 10.23	\$ -
Court and Public Defender	\$ 12.64	\$ 8.89	\$ 7.37	\$ 15.83	\$ 13.19	\$ 11.59	\$ 11.41
Capital	\$ 30.07	\$ 12.07	\$ 46.48	\$ 35.35	\$ 27.71	\$ 30.34	\$ 10.91
Debt	\$ 212.04	\$ 138.10	\$ 48.98	\$ 222.92	\$ 133.86	\$ 151.18	\$ 159.48
Deferred Charges	\$ 11.65	\$ 10.53	\$ -	\$ 0.04	\$ 25.67	\$ 11.97	\$ 2.17
Reserve for Uncollected Taxes	\$ 109.26	\$ 112.01	\$ 69.69	\$ 100.20	\$ 148.28	\$ 107.89	\$ 83.73
Surplus General Budget	\$ 24.02	\$ -	\$ -	\$ -	\$ -	\$ 24.02	\$ -
<b>Total</b>	<b>\$ 2,039.60</b>	<b>\$ 1,112.18</b>	<b>\$ 827.89</b>	<b>\$ 1,812.26</b>	<b>\$ 1,727.37</b>	<b>\$ 1,503.86</b>	<b>\$ 1,361.66</b>

\*2017 figures

The township's compiled per capita spending falls below the average of peer townships. With the exception of Parks and Recreation, the Township's spending in each functional area falls within the range of other township.