

Town of Nantucket Staffing Study

Report

December 10, 2018



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December 10, 2018

Ms. Elizabeth Gibson
Town Manager
Town of Nantucket
16 Broad St.
Nantucket, MA 02554

Dear Ms. Gibson:

We are pleased to present this organizational staffing study report for the Town of Nantucket. This report includes a detailed review of Town departments, excluding the Schools, Airport, and Water Departments and Our Island Home.

The recommendations included in this report are designed to improve service delivery by providing guidance on staffing needs and related process improvements. These recommendations also address management and operational opportunities to maximize existing staff capacity, improve recruitment and retention, facilitate data tracking and analysis, and foster a proactive work environment in the organization. Input and information provided by Town staff formed the basis of these recommendations along with applicable industry standards and best practices.

We are confident that the recommendations in this report will provide a useful framework for the Town to address current and future staffing needs. Implementing the recommendations will require diligent management oversight, support from the Town's elected officials, and close coordination with Town staff.

Thank you for this opportunity to work with the Town of Nantucket.

Sincerely,

Julia D. Novak
President

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Executive Summary

The Town of Nantucket is a thriving island community. Since the 2010 Decennial Census, the Town's year-round population has increased approximately 1.4% per year on average. In addition to more than 11,000 year-round residents, the Town's growing tourism industry generates an estimated 40,000 to 50,000 additional seasonal residents each summer. The Town provides these residents and visitors with a wide variety of essential services, from public safety to roadway and beach maintenance to senior care to natural resources conservation. Nantucket's reputation for exceptional service delivery and commitment to customer satisfaction have cemented the Town's reputation as a destination of choice for residents and visitors alike.

Despite this reputation, the Town's ability to provide high-quality services is constrained by several interrelated factors. First, seasonal population changes create fluctuating demands for services and complicate efforts to appropriately staff municipal functions. In Nantucket, these challenges are compounded due to geographic isolation: the island is approximately 30 miles from the mainland, and travel to and from the island is not always reliable during winter months and severe weather events. The distance and expense associated with traveling to the island prevents most employees from commuting to work and all but eliminates the Town's ability to rely on other local governments for any mutual aid, which is a standard practice throughout the local government industry.

Another major constraint involves the economics associated with living and working on Nantucket. The commitment to conserve the delicate ecosystem of the island through land conservation and the desirability of partial-year housing creates an environment where housing is in high demand but short supply. This drives housing costs up, increasing the cost of living on the island and reducing the supply of housing that is affordable for municipal workers. According to the employee housing survey conducted by The Novak Consulting Group for this report, more than 60% of employee respondents spend 25% or more of their income on housing, and more than 20% of employee respondents spend 50% or more of their income on housing - meaning they live in conditions that affordable housing experts would classify as extreme housing stress. These circumstances prevent the Town from attracting and retaining qualified applicants for many positions, threatening the Town's ability to provide essential municipal services on the island.

There are no simple solutions which can readily address the geography or cost of living challenges facing Nantucket. Effectively staffing the Town organization in light of these constraints requires a focus on three fundamental objectives: developing a clear strategic approach to service delivery throughout the organization, maximizing the capacity of existing staff, and cultivating long-term solutions to the Town's cost of living challenges. In analyzing and evaluating the Town's staffing needs, The Novak Consulting Group has developed several short- and long-term strategies designed to accomplish these objectives. The recommendations in this report are intended to reduce the need to add additional staff while providing existing personnel with the knowledge, tools, and resources they need to effectively accomplish work.

While the recommendations in this report provide the Town with a foundation for addressing current staffing needs, it is important to emphasize that a growing year-round population and thriving tourism industry will create increasingly heavy demands for Town services in the coming years. To provide some insight regarding potential future staffing needs, The Novak Consulting Group compared the ratio of full-time equivalent (FTE) staff per 1,000 residents among Nantucket and several peer communities, as illustrated in the following figure.

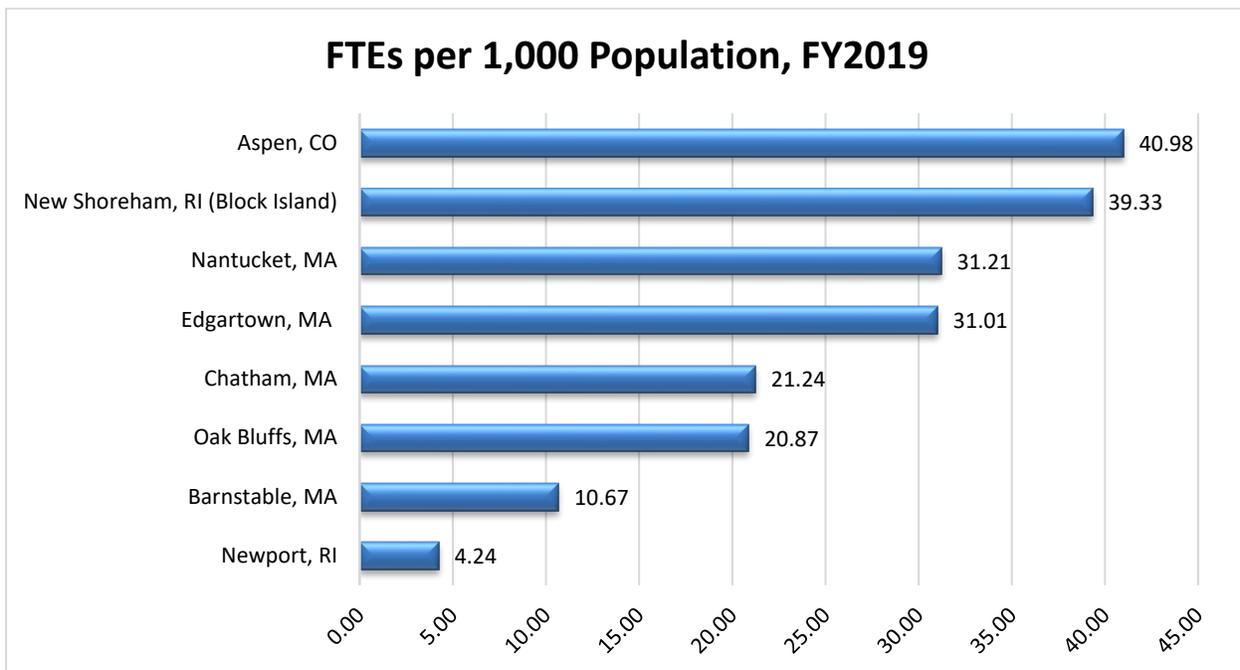


Figure 1: Full-Time Equivalent (FTE) Employees per 1,000 Population, FY2019

The FTE calculation for Nantucket above reflects all full- and part-time positions across all Nantucket departments, including departments which are outside the scope of this Staffing Study, such as Airport and Water. However, the staffing ratio calculations in the above figure exclude public education (Schools) staff from each community to provide a more accurate comparison of governmental staffing among the comparison communities.

Nantucket employs approximately 31 FTEs for every thousand year-round residents. While the ratio of staff to population is higher in Nantucket than many peers, Nantucket employs proportionally fewer staff than other tourist destinations such as Aspen, Colorado and New Shoreham, Rhode Island (on Block Island) and is approximately equivalent to Edgartown, Massachusetts (Martha's Vineyard).

As previously stated, the Town's year-round population has increased by an average of 1.4% per year since the 2010 Decennial Census. Applying this growth factor to the Census Bureau's 2017 population estimate for Nantucket indicates that nearly 1,900 new residents will live on the island year-round by 2028 if current growth trends hold. By this time, the island's population is forecasted to exceed 13,000 year-round residents. Increased population will create demand for some Town services, and it is important to be thoughtful and strategic about service levels and staffing in the future. Ultimately, an appropriate staffing level is one that allows the Town to provide services at the desired level using the most efficient number of personnel.

The recommendations in this report are designed to support the Town's efforts to understand and calculate service level demands in a more systematic way, which will enable managers and supervisors to make more accurate staffing decisions. The actual number of staff needed in future years will depend on the community's service expectations, the efficiency of operations, and the Town's ability to attract and retain new talent to meet service demands.

The following table lists the recommendations detailed in this report.

Table 1: Report Recommendations

Number	Recommendation
Town-Wide	
1	Develop a compensation and classification system that addresses the Town’s unique cost of living constraints.
2	Expand the Town’s strategic plan to include all municipal operations and develop annual work plans.
3	Develop a comprehensive Town-wide performance management system.
4	Develop a workforce development and succession plan for the organization.
5	Develop an annual Town-wide safety training program.
6	Establish a Town-wide employee recognition program.
7	Conduct a comprehensive space needs analysis.
8	Implement a document management/records retention software system.
Town Administration	
9	Convert the Strategic Projects Manager position to an Assistant Town Manager for Special Projects Position.
10	Establish a two-year Management Fellow program.
11	Create MUNIS enhancement team led by an Assistant Town Manager.
Town Clerk	
12	Assign meeting posting duties to the newly established Public Records Compliance Officer in the Town Clerk’s Office.
Finance	
13	Add a MUNIS Specialist position to the Finance Department.
14	Establish a Capital Asset Manager position to oversee capital planning, budgeting, and asset management.
15	Purchase and implement the MUNIS capital budget module.
16	Institute cross-training program for Finance Department staff.
17	Complete a comprehensive review and verification of all employee data within MUNIS.
18	Eliminate redundant processes in Department procurement.
Information Technology and GIS	
19	Add a MUNIS Application Support Specialist in IT.
20	Establish and track performance measures to evaluate service delivery and Department performance.
21	Institute IT Governance Model led by an IT Steering Committee.
Human Resources	
22	Develop a coordinated position control system using MUNIS.
23	Develop a formal organizational development policy and program administered by the Human Resources Department.
24	Develop a management and supervisory training program.
25	Update Town employee handbook.
Public Works	
26	Implement a comprehensive asset management program.
27	Develop written annual, monthly, and weekly work plans for core department functions.
28	Establish formal service level targets for Public Works functions.

Number	Recommendation
29	Procure computerized maintenance management systems (CMMS) software for fleet and facilities functions.
30	Consistently track labor hours for core tasks.
31	Relocate the Department's time clock.
32	Assign responsibility for asset management and data collection to the Deputy Director.
33	Issue an RFP for mowing services.
34	Create a designated park maintenance crew.
35	Continue contracting for engineering and solid waste services.
Sewer	
36	Implement certification incentives to attract and retain qualified operators.
37	Develop a formal cross-training program for wastewater employees.
38	Develop a comprehensive asset management program including asset inventories and condition assessments.
39	Establish formal service level targets and work plans.
40	Continue proactive investments in assets and facilities.
41	Discontinue the practice of allowing contractors to tap sewer lines and require this be done by Town staff.
42	Begin tracking labor hours associated with major departmental tasks.
Planning and Land Use Services	
43	Restructure the Building Commissioner position to include more responsibility for code enforcement issues.
44	Fund and fill the vacant Senior Planner position.
45	Track workload metrics to evaluate future staffing needs.
46	Cross train Inspectors for zoning enforcement.
47	Establish a schedule to appropriately support front counter operations.
48	Reconfigure the office layout to separate the staff area and the public entrance.
49	Document existing administrative procedures.
50	Develop a formal program to cross-train administrative staff.
51	Develop a standardized process for scheduling inspections.
52	File all inspection and plan review data in a centralized database.
53	Implement EnerGov™ software to automate plan review and permit review workflows.
Police	
54	Enhance longevity pay schedule.
55	Develop sustainable employee housing and/or affordable housing availability.
56	Re-institute an educational achievement stipend.
57	Implement a take-home vehicle program.
58	Identify and adopt a Proactive Policing Service Standard.
59	Adjust minimum staffing levels to meet adopted proactive policing standard.
60	Create an additional Patrol Officer position in the Operations Division.
61	Exclude Sergeants from shift minimum staffing targets.
62	Adjust span of control for patrol sergeants.
63	Create an additional Detective position in the Investigations Section.
64	Enhance data collection regarding Investigation Section workload indicators.
65	Maintain current Dispatcher staffing level.
66	Increase consistency of staffing the public window.

Number	Recommendation
67	Install an automated telephone information system (“phone tree”).
68	Pursue accreditation of the Department with the Massachusetts Police Accreditation Commission.
69	Track ongoing community relations efforts and diversity training.
70	Create an additional full-time Administrative Specialist position in the Police Department.
71	Ensure ongoing cross-training of non-sworn staff.
72	Maintain incentives for Field Training Officers (FTOs).
73	Enhance intra-departmental communication.
74	Change signage at public windows.
75	Review the role of sworn personnel in fleet and facility maintenance.
76	Improve access to Mobile Digital Terminals to enable report preparation from the field.
77	Reclassify the Waterway and Beach Maintainer to an Assistant Harbormaster and create an additional Assistant Harbormaster position.
78	Create two additional Lifeguard Supervisor positions to reduce Lifeguard Supervisor span of control.
79	Enhance collection of data regarding license inspections.
80	Ensure that necessary personnel are aware of the Business Licensing Office’s responsibilities regarding special events.
81	Monitor identifiable and anticipated needs and incorporate their impact into planning for future staffing adjustments.
Fire	
82	Increase shift staffing targets to six firefighters and one captain per shift.
83	Create a Deputy Chief of Training and Administration position and reclassify the current Deputy Chief position into a Deputy Chief of Operations position.
84	Assign each Captain an area of operations or administrative specialization.
85	Develop an annual training plan and standardize training across shifts.
86	Develop special teams for high angle, confined space, and trench rescue on each operations shift.
87	Adopt scheduling requirements and a training policy for on-call firefighters.
88	Establish a quality control program for Emergency Medical Services.
89	Develop pre-plans, starting with the major events and the highest-risk properties.
90	Develop a company-based fire prevention program.
91	Install mobile data units on fire and EMS apparatus.
92	Implement a centrally-managed, utilization-based preventive maintenance scheduling process.
Culture and Tourism	
93	Develop a robust recruitment plan for attracting seasonal employees.
94	Develop a mentorship program to facilitate transfer of knowledge.
95	Establish and track metrics to evaluate current services and track progress on meeting the Department’s goals.
96	Enhance the Culture and Tourism website to ensure that the Department’s online presence is meeting visitors’ needs.
97	Document all Department procedures.
Health and Human Services	
98	Develop an Implementation Plan for merging the Health and Human Services Departments.

Number	Recommendation
99	Evaluate policy implications for pursuing the Public Health Accreditation process and request policy guidance from the Select Board.
100	Create one additional full-time Health Inspector.
101	Implement an online scheduling system to reduce staff time required to process passport applications.
102	Establish cost recovery goals and a fee schedule for the Saltmarsh Senior Center.
Natural Resources	
103	Reclassify Natural Resources Coordinator position to Resiliency and Sustainability Coordinator.
104	Set clear service level and policy goals for Natural Resources programs.

Of the recommendations listed above, several will create direct cost implications as the result of adding or modifying existing staff positions. The following table lists new staffing recommendations which should be considered for priority implementation as part of the Town's next budget process. Where appropriate, benefits costs have been factored into the total estimated cost impact.

Table 2: Staffing Recommendations

Number	Recommendation	Estimated Cost Impact
9	Convert the Strategic Projects Manager position to an Assistant Town Manager for Special Projects Position.	\$15,000
10	Establish a two-year Management Fellow program.	\$67,700
13	Add a MUNIS Specialist position to the Finance Department.	\$112,000
14	Establish a Capital Asset Manager position to oversee capital planning, budgeting, and asset management.	\$112,000
19	Add a MUNIS Application Support Specialist in IT.	\$112,000
44	Fund and fill the vacant Senior Planner position.	\$120,000
60	Create an additional Police Officer position in the Operations Division.	\$93,000
63	Create an additional Detective position in the Investigations Unit.	\$93,000
70	Create an additional full-time Administrative Specialist position in the Police Department.	\$96,000
77	Reclassify the Waterway and Beach Maintainer to an Assistant Harbormaster and create an additional Assistant Harbormaster position.	\$120,000
78	Create two additional Lifeguard Supervisor positions to reduce lifeguard supervisor span of control.	\$23,400
82	Increase shift staffing targets to six firefighters and one captain per shift.	\$418,000 to \$1,088,893
83	Create a Deputy Chief of Training and Administration position and reclassify the current Deputy Chief position into a Deputy Chief of Operations position.	\$142,000
100	Create one additional full-time Health Inspector.	\$112,000

Number	Recommendation	Estimated Cost Impact
103	Reclassify Natural Resources Coordinator position to Resiliency and Sustainability Coordinator.	No Significant Impact: Reclassification involves similar salary

Implementing the staffing recommendations will result in an additional 19 positions (17 full time and 2 seasonal) in the Town, as illustrated in the following table. This information represents authorized positions for FY2019 based on data provided from the Town’s MUNIS system for budgeting purposes and may not align with department organizational structures.¹ Details about these positions are included in subsequent sections of this report.

Table 3: Current and Proposed Authorized Full-Time Positions by Department

Department	Total Authorized FY2019 Positions	Recommended Additional Positions	Authorized + Recommended Positions
Town Administration	9	1	10
Town Clerk	3	0	3
Finance	23	2	25
Information Technology	7	1	8
Human Resources	4	0	4
Public Works	29	0	29
Sewer	15	0	15
Planning and Land Use Services	21	1	22
Police	62	7	69
Fire	29	6	35
Culture and Tourism	15	0	15
Health	4	1	5
Human Services ²	74	0	74
Natural Resources	8	0	8
Total	303	19	322

¹ For example, Town Administration is staffed with eight positions, but MUNIS reports include the Energy Coordinator, which is physically located in PLUS, but budgeted for in Town Administration.

² The staffing totals for Human Services include Our Island Home and Social Services which were not included in the scope of this study.

Background and Methodology

In June 2018, the Town of Nantucket engaged The Novak Consulting Group to conduct a staffing analysis of Town departments, excluding Schools, Airport, and Water. The purpose of this study was to determine whether the Town is structured and staffed appropriately to deliver the services necessary to maintain a safe, vibrant and healthy community year-round.

To accomplish this work, The Novak Consulting Group conducted interviews and focus groups with over 110 Town staff, including department directors, managers, and key staff involved in department operations. This effort included 47 individual interviews and 14 focus groups with 64 participants. In addition to these staff, The Novak Consulting Group also interviewed each member of the Select Board. Insights and feedback from these interviews directly informed the research and analysis phase of this study.

To better understand employee perceptions of their work and the unique living circumstances on Nantucket, The Novak Consulting Group also developed and distributed an Employee Survey and a Housing Survey in consultation with the Town. These surveys were distributed to employees using unique web links and were available to respondents from July 9 – July 25, 2018. Both surveys were confidential.

The Employee Survey was designed to gather input and suggestions from employees regarding organizational culture and morale, as well as perceived strengths, challenges, and opportunities associated with Town operations. This survey received 124 responses and generated a response rate of 37%. The Housing Survey asked employees questions about their current housing accommodations and income spent on housing. This survey received 60 responses. Detailed results of these surveys are included as Attachment A and B.

In addition to physical interviews and survey efforts, The Novak Consulting Group toured Town facilities, requested information about the Town's corporate and departmental functions, and analyzed available data. The information and perspectives shared during the field work process inform the basis of recommendations discussed in this report.

About the Town of Nantucket

The Town of Nantucket is a small island community located approximately 30 miles southeast of Cape Cod, Massachusetts. The Town is approximately 13 miles long, three to six miles wide, and comprises a total land area of 44.97 square miles. Approximately 40% of Nantucket Island is designated as protected open space.

According to the U.S. Census Bureau's Population Estimates Program (PEP), in 2017 the Town had a year-round population of approximately 11,229 residents. This represents 10% population growth compared to the 2010 Decennial Census and 85% growth compared to the 1990 Decennial Census. In addition to the year-round population, the Town's population swells to over 50,000 during the summer tourism months.

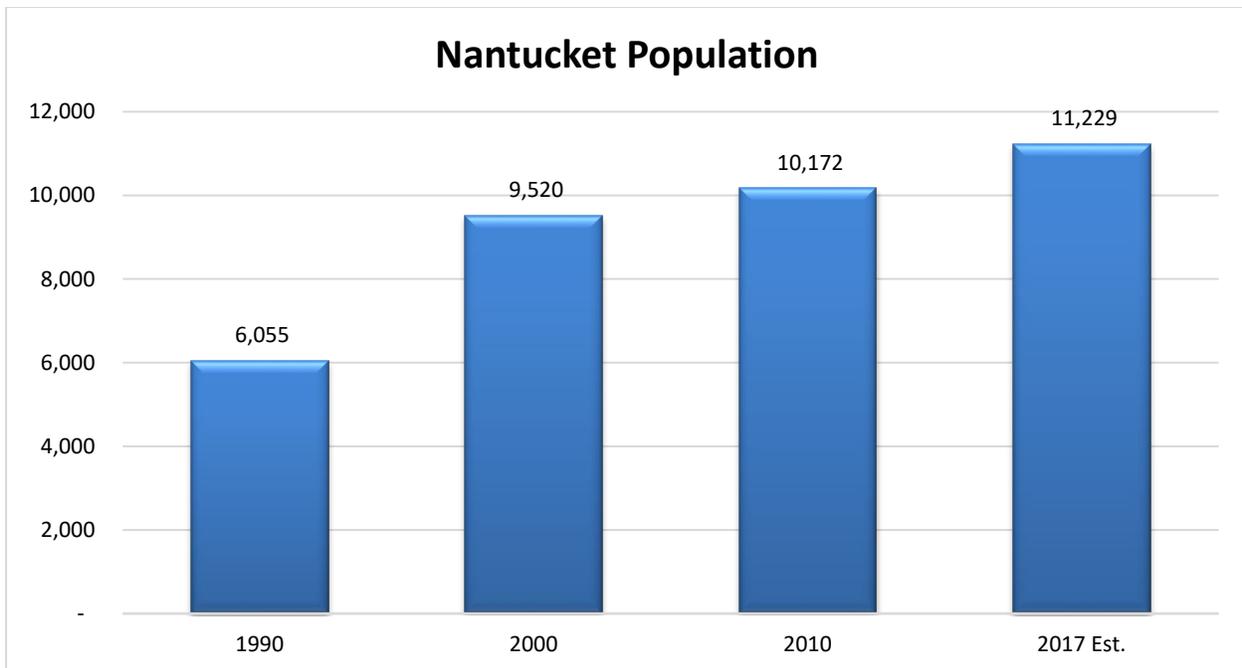


Figure 2: Town of Nantucket Year-Round Population, 1990-2017 est.

The Town's population is homogenous, with 85% of the population identifying as White, 7% identifying as Black or African American, and 4% identifying as Two or More Races according to the US Census Bureau's 2016 American Community Survey. The median household income in 2016 was \$89,428 and the median value of owner-occupied housing units was \$966,600.

The legislative authority of the Town is vested in an open Town meeting. The annual appropriations of the Town are ordinarily made at the annual meeting, which usually takes place in April. The affairs of the municipality are administered by a five-member Select Board, who are elected for three-year terms on a staggered basis. The Select Board has the authority to establish general Town priorities, goals and policies and to appoint the Town Manager who is responsible for carrying out and enforcing the policies of the Board and managing the day-to-day operations of the Town.

Nantucket is both a Town and County, with members of the Select Board serving ex officio as County Commissioners. The principal services provided by the County of Nantucket are the registry of deeds and the Sheriff's Office.

The Town of Nantucket provides general governmental services including police and fire protection, a sanitary landfill with a materials recovery facility, water and sewer services, street maintenance, parks, recreational facilities, shellfish hatchery, airport, and education from kindergarten through the 12th grade. The Town operates a municipal marina with a slip capacity of 100 boats, a solid waste facility with sanitary landfill, a composting facility, and a materials recovery facility. The Town also owns and operates Our Island Home (OIH), a nursing home that provides long-term skilled nursing and short-term rehabilitation, as well as palliative and respite care for elderly island residents.

The following figure illustrates the functional structure of the departments included in this report.

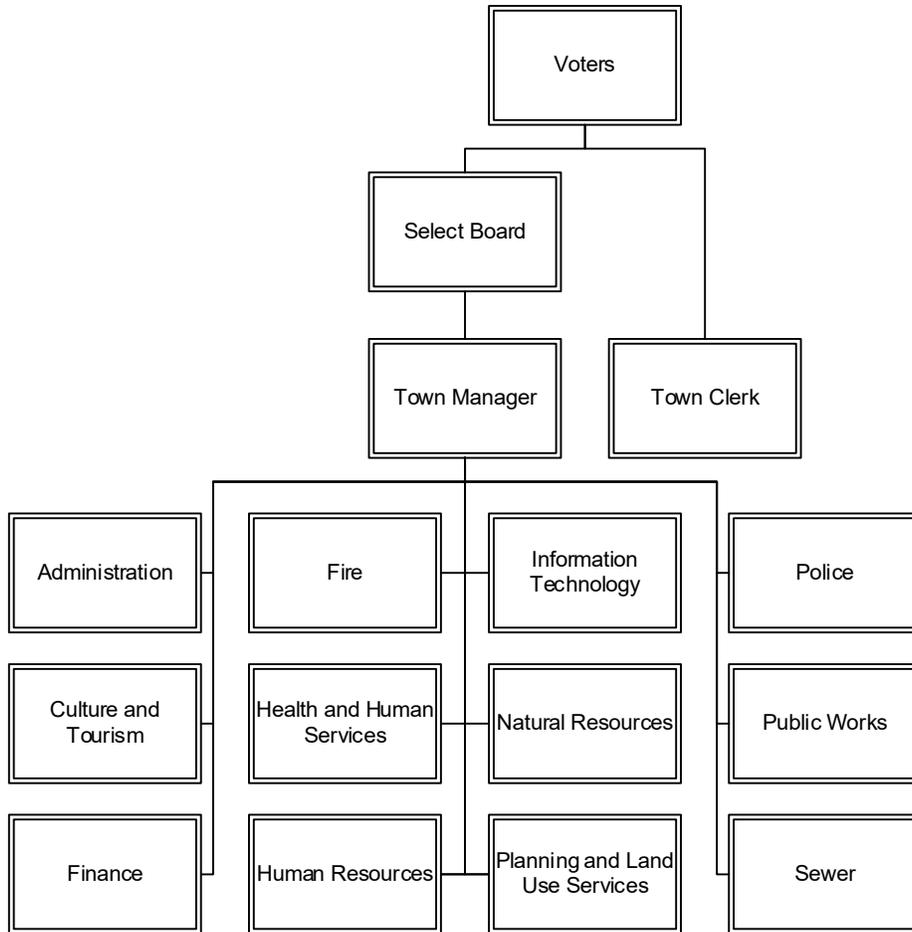


Figure 3: Town of Nantucket Functional Structure, 2018

Staffing

The Town provided authorized staffing data by department for FY2019. Among the departments included in this Study, the Town’s authorized staffing includes 266 full-time and 37 part-time positions, totaling 303 positions, according to MUNIS reports.

Table 4: Authorized Positions in Town Departments, FY2019

Department	Authorized Full-Time Positions	Authorized Part-Time Positions	Total Authorized Positions
Town Administration	9	0	9
Town Clerk	3	0	3
Finance	22	1	23
Information Technology	6	1	7
Human Resources	4	0	4
Public Works	29	0	29
Sewer	15	0	15
Planning and Land Use Services	20	1	21

Department	Authorized Full-Time Positions	Authorized Part-Time Positions	Total Authorized Positions
Police	62	0	62
Fire	29	0	29
Culture and Tourism	2	13	15
Health	4	0	4
Human Services ³	53	21	74
Natural Resources	8	0	8
Grand Total	266	37	303

Budget

The Town utilizes a fiscal year budget calendar which runs from July 1 to June 30. To assist The Novak Consulting Group with analysis for this report, the Town provided actual General Fund expenses from FY2014 through FY2018, as illustrated in the following table.

Table 5: General Fund Historical Actual Expenses, FY2014 - FY2018

Expense Category	FY2014 Actual	FY2015 Actual	FY2016 Actual	FY2017 Actual	FY2018 Actual	Percent Change FY2014 to FY2018
Personnel	\$26,613,790	\$27,662,989	\$29,865,393	\$31,903,443	\$31,984,127	20%
Operating	\$22,976,814	\$23,758,790	\$33,238,928	\$27,185,562	\$23,686,876	3%
Total	\$49,590,605	\$51,421,778	\$63,104,320	\$59,089,006	\$55,671,003	12%

While operating expenses have remained largely flat over this period, personnel expenses associated with the General Fund have increased approximately 20% due to additional staff, salary adjustments, and rising benefits costs.

³ The staffing totals for Human Services include Our Island Home and Social Services, which were not included in the scope of this study.

Town-Wide Analysis and Recommendations

The Town of Nantucket provides a wide array of services to meet the needs and expectations of the island's full-time and part-time residents as well as tourists and vacationers. This report discusses staffing and operational needs in each department which will help the Town maximize existing staff capacity, improve processes, and ensure quality service delivery throughout the year.

While there are specific opportunities for individual Town departments to enhance staffing and operations, several challenges constrain the Town's ability to provide basic services as well as innovate organization-wide. First, the Town's ability to attract and retain qualified staff is impaired by housing and cost of living considerations on the island. These economic factors impact all Town departments as well as private businesses. Additionally, there is a need for the Town to cultivate more formal and strategic management practices across all departments. These practices will help to ensure that staff implement goals and priorities established by the Select Board in an efficient and proactive manner. Finally, several Town departments experience operational challenges related to space needs and records management. Addressing these needs will help ensure Town departments make the most use of available space and minimize overhead associated with records management tasks.

The following recommendations discuss specific strategies for addressing the housing, management, and operational needs shared among Town departments.

Housing and Cost of Living

Recommendation 1: Develop a compensation and classification system that addresses the Town's unique cost of living constraints.

The Town's ability to find, attract, and retain qualified staff is heavily intertwined with the Town's economic environment, particularly regarding housing affordability and availability. Over the last two decades, the Town and nonprofit agencies such as Housing Nantucket have explored various strategies to improve housing conditions on the island. Several key reports and studies have emerged from these efforts, as illustrated in the following table.

Table 6: Key Housing Reports and Studies, 2002-2016

Year Published	Housing Study Title	Author(s)
2002	Nantucket: Housing our Community A Year-Round Needs Assessment	John J. Ryan, Consultant Development Cycles
2009 (Updated 2016)	Nantucket Chapter 40B Housing Production Plan	RKG Associates, Inc. in association with JM Goldson
2012	Optimizing Affordable Housing on Nantucket	Ethan Forbes, Casey Hayes, Alexander Kafantis Worcester Polytechnic Institute (WPI)
2015	Workforce Housing Needs Assessment	RKG Associates, Inc.
2016	Improving Nantucket Municipal Workforce Housing	Reid Billings, Jenna Troio, Michael Griffin WPI

While the intricacies of housing economics are complex and multi-faceted, these reports describe two over-arching trends which exacerbate housing difficulties on Nantucket. First, the island lacks enough affordable housing stock to accommodate year-round residents and employees who work for private

businesses and Town government. Second, wage increases have not kept pace with home valuations, further constraining the ability of residents to afford housing on the island. As a result, home ownership is prohibitive for approximately 90% of the island's year-round residents, and half of all year-round households struggle to pay for the housing units they occupy.⁴

These trends are also reflected in the results of the Housing Survey conducted by The Novak Consulting Group. Approximately 25% of survey respondents anticipate having to move in the near future, primarily due to concerns about affordability and/or landlords opting to sell properties rather than continue to rent them. Additionally, 64% of survey respondents spend more than a quarter of their gross income on housing, and nearly a quarter of survey respondents spend half of their gross income or more.

The lack of affordable housing prevents the Town from attracting staff to fill vacant and seasonal positions. According to Worcester Polytechnic Institute (WPI), the Town sought to hire 130 seasonal employees in 2016 but was only able to place 100 employees due to a lack of available housing.⁵ During field work for this study, The Novak Consulting Group observed vacancies in regular positions and a lack of seasonal personnel which Town staff attributed to housing and cost of living concerns among prospective employees.

Based on these studies, challenges, and observations, it is clear that the Town faces a housing crunch which limits its ability to recruit and retain qualified personnel. The Select Board has formally recognized this and established Housing as one of their three areas of Strategic Focus in their newly adopted Strategic Plan. Many of the recommendations contained in the housing studies referenced above focus on state and local policy development as well as the expansion of existing housing stock on the island. For example, WPI recommends creating a municipal housing policy, repurposing unused Town buildings for housing, maximizing affordable housing development, and developing additional housing on Town-owned properties.⁶ Additionally, the Town already provides housing to regular and seasonal employees at approximately eight properties which can support approximately 76 personnel; however, demand for these properties exceeds supply.

While the Town's current efforts and the recommendations proposed by housing studies are important, there is an additional opportunity to evaluate the Town's compensation strategy as a principal employer on the island. The most recent classification and compensation study of Town staff was conducted in September 2014 by DIJ Management Consultant Services. According to this study, the consultant performed a market, or cost of labor, analysis of employee compensation rather than a cost-of-living analysis.⁷ This means that the proposed classification and compensation plan evaluated Nantucket's compensation structure based on market averages paid by other Massachusetts communities. The resulting plan recommended salary minimums at 80% of the benchmark midpoint, and salary maximums at 180%. According to Town staff, this compensation and classification plan has not been implemented.

⁴ RKG Associates, Inc. "Nantucket Workforce Housing Needs Study." 2015. Page 5.

⁵ Billings, Reid; Troio, Jenna; Griffin, Michael. "Improving Nantucket Municipal Workforce Housing." Worcester Polytechnic Institute. 2016. Page 8.

⁶ Ibid, page 44.

⁷ DIJ Management Consultant Services. "Town of Nantucket Classification and Compensation Study – Final Report." 2014. Page 2. <https://nantucket-ma.gov/DocumentCenter/View/6949/Town-of-Nantucket-Classification-and-Compensation-Study-Final-Report?bidId=>

Cost of labor analysis and market salary surveys are common, best practice approaches to evaluate compensation and classification structures in municipal organizations. While this approach can help an organization determine how it compensates personnel compared to peer communities, it provides little insight regarding an employee's ability to live on the salary offered by the organization. In other words, the cost of living in a community is generally not considered as part of a market salary analysis. On the mainland, cost of living is highly dependent on a community's geography and other economic factors, and employees can often live in a low-cost area and commute to work in high-cost areas.

However, because Nantucket is an island, commuting is impractical, and the essential nature of municipal services does not allow Town employees to live in a low-cost area and commute to work for the Town. Employees who work for Nantucket are consumers of Nantucket housing, which is scarcer and more expensive than housing on the mainland. Due to these unique circumstances, it is limiting for the Town to rely on market salaries alone to gauge the competitiveness of its compensation.

To help address housing affordability concerns for employees, the Town should develop a compensation and classification system which utilizes both cost of labor and cost of living approaches to determine appropriate salary ranges. The goal of the revised classification and compensation system should be to maximize retention and provide employees with an additional hedge against increasing housing costs. This system could utilize a variety of techniques and strategies, including housing stipends, mortgage and rental subsidies, a geographic cost of living differential incorporated into base salaries, and/or hiring/longevity bonuses indexed to cost of living indicators.

Adjusting the Town's classification and compensation system to account for cost of living considerations will involve highly complex and specialized work with significant ramifications for the Town's budget process and administrative procedures. It will also require extensive negotiations with the Town's collective bargaining units. For these reasons, it is appropriate for the Town to engage a specialized compensation and classification consultant to review the 2014 compensation plan, assess the Town's current compensation structure, and design a compensation system that adequately balances market and cost of living considerations for employees based on the availability of affordable housing and the Town's budgetary constraints.

Management and Performance Culture

Recommendation 2: Expand the Town's strategic plan to include all municipal operations and develop annual work plans.

The current Select Board has demonstrated its commitment to proactively planning for the future by identifying three areas of strategic focus and associated goals to be accomplished by 2021. The three Strategic Focus areas touch everyone who lives, visits and works on the island: Transportation, Environmental Leadership, and Housing. This was an important step for the Town and provides clear direction for Town Administration. The next step will be to develop a broad strategic plan that connects a long-term vision to an organizational mission with broad outcomes that encompass the entire municipal operation.

The Select Board should continue to collaborate with the Town Manager and staff to develop comprehensive vision, mission, and values statements and identify a more comprehensive strategic planning framework. This framework can then serve as an essential guide for the Select Board to use in making critical investments in staffing and other organizational resources. Further, it allows the organization to set the overall budgeting strategy based on the priorities articulated by the Select Board.

A broad strategic plan provides a framework for the Town Manager and Department Directors to establish annual workplans focused on implementing goals identified by the Select Board in the strategic plan. This workplan should identify core projects and tasks to be completed on a calendar basis, including the estimated time associated with each project/task, necessary staff time and resources required to accomplish the work, and the department(s) responsible for achieving each goal.

Each Department should also utilize the Town's strategic plan and Town-wide workplan to develop specific workplans for their departments. These departmental workplans should consist of three key components:

- Routine functions and tasks that the Department must complete every year
- Tasks in the Town-wide workplan that directly and indirectly involve the Department
- How the Department will prioritize reactive projects as they come up through the year

For each task that is planned throughout the year, the Department should develop specific service level expectations regarding the quality and quantity of work that should be completed, describe the resources and staff time needed to accomplish the task, and identify staff who will be assigned the work. This will not only assist the Department in understanding its annual capacity but will enable the Department to evaluate program performance, as discussed in the next recommendation.

It is important to regularly update strategic plans and work plans to ensure these documents accurately reflect work performed and progress made towards achieving the Town's goals. As a best practice, strategic plans should be updated every three to five years, while work plans should be updated annually. Each time the strategic plan is updated, the Town and departmental workplans should be reviewed and updated as well to ensure that they conform with revisions to the strategic plan.

Recommendation 3: Develop a comprehensive Town-wide performance management system.

After enhancing the Town's strategic plan and annual work planning practices, it is important to accurately measure the organization's ability to fulfill service expectations and achieve goals. This requires developing a performance management system in the Town organization which enables staff and managers to regularly and productively evaluate goals and performance.

Performance management includes a variety of qualitative and quantitative approaches to maximize employee performance. These approaches may be formal, involving the use of annual reviews and performance appraisals, and informal, involving conversations and coaching sessions among managers and employees. The value of performance management is that it equips supervisors and managers with the tools they need to create, evaluate, and assess work-related goals among staff. Performance management also helps ensure that staff goals are appropriately aligned with the organization's overall strategic goals and work planning needs.

According to a 2017 white paper published by the Society for Human Resource Management (SHRM), effective performance management systems:

- Are simple and focused on improving performance
- Are flexible and allow employees and organizational units to link their work goals to broader organizational goals
- Emphasize performance measurement and avoid unnecessary documentation
- Emphasize the importance of management coaching and continuous feedback, and

- Utilize a variety of quantitative and qualitative information in employee-related decisions⁸

These elements may be broadly distilled into three core aspects of performance management: effective goal setting, a climate supportive of feedback and coaching, and the collection and analysis of performance data.

Effective goal setting ensures that employees work towards achieving the Town's broad strategic priorities. Supervisors should assist employees with the development of individual goals which are important to the employee and which directly relate to the Town's strategic goals and initiatives. According to SHRM, these goals should be challenging, yet attainable; specific, with reasonably short timelines; and achievable by the employee. Additionally, goals should be tailored for individual positions and flexible to reflect real-world constraints and challenges. This approach avoids incentivizing employees to focus on narrow, specific outcomes at the expense of new and innovative ideas. It also allows supervisors and employees to set goals as needs arise and circumstances change, rather than wait for goals to "cascade" down from other organizational levels.

Fostering a culture of feedback and coaching prioritizes the importance of two-way communication among supervisors and staff. Effective coaching environments raise awareness about employee challenges and achievements and empower employees to solve problems on their own. This feedback can be obtained in a variety of ways, including regular meetings between supervisors and staff, from peers and other individuals who work directly with staff members (such as through a 360-degree review), and from workload and service level data collected during the course of an employee's everyday work. In the context of the Town's performance management system, supervisors should be expected to provide a mixture of formal feedback (e.g., monthly performance check-ins) as well as informal feedback (e.g., conversations that occur immediately after events or issues arise). It is also important to train staff on effective methods for soliciting and giving appropriate feedback to foster trust among supervisors and staff.

Finally, the Town's performance management system should incorporate the use and analysis of data related to workloads and service delivery. This analysis is often described as performance measurement. Effective performance measurement requires the Town to identify and track objective data such as customer service response times, turnaround times, workload statistics, and related information that provides an unbiased view of program performance. Several of the recommendations included in this report are designed to support the Town's efforts to automatically gather, collect, and track this data in a manner that supports performance analysis.

Goal setting, feedback, and performance measurement provide supervisors with the tools needed to assess effectiveness and to manage organizational performance through a collaborative and flexible process. However, the success of a performance management system often depends not on the system's design, but on the organization's cultural willingness to implement, shepherd, and continually support effective performance management.

To promote success, it is essential for the Town's elected officials and senior management staff to champion and communicate the value of performance management to the organization. It is also critical

⁸ Dorsey, David PhD and Mueller-Hanson, Rose PhD. "Performance Management That Makes a Difference." SHRM Science-to-Practice Series. The Society for Human Resources Management (SHRM). 2017. <https://www.shrm.org/hr-today/trends-and-forecasting/special-reports-and-expert-views/Documents/Performance%20Management.pdf>

for the Town's Human Resources staff to clearly articulate how the performance management system will be implemented and to provide appropriate training opportunities and information to the organization's staff.

Recommendation 4: Develop a workforce development and succession plan for the organization.

Not unlike other municipalities across the county, the Town of Nantucket is preparing for pending retirements. However, Nantucket's location and local economy creates unusual dynamics and challenges when recruiting to fill vacant positions. The island's isolated environment does not allow for a robust candidate pool and the cost of living on the island often deters applicants from considering employment with the Town. These conditions result in positions being vacant for an extended period of time which oftentimes impacts service delivery.

Recognizing the Town's recruitment challenges, it is essential that the organization implement a proactive approach when considering its future workforce needs. Workforce development and succession planning is best described as identifying those critical future vacancies and preparing existing staff members (when possible) to smoothly transition into more responsible positions. Having a plan in place allows for an organization to predict where critical needs are or will be, provides time to adjust and plan, allows adequate time for employees to be trained, and if necessary, time to recruit potential candidates. The goals are to develop bench strength and to ensure seamless or uninterrupted service within the organization.

It is recommended that the Town develop a workforce and succession plan to help prepare for the organization's future. The first step should be to establish a Succession Planning Steering Committee, consisting of the Human Resources Director and key managers/supervisors throughout the organization, who would be able to identify critical positions. The Committee should identify those critical positions that may become vacant within the next five years. The Committee should look at positions at all levels of the organization including executive, middle management, and supervisory staff.

Once the critical positions have been identified, the Committee should review the organization's key competencies and those needed to fill the identified critical positions and determine if there are potential knowledge gaps. The Committee should then determine training needs, which may fall into two categories: 1) technical and skill based or 2) leadership and management.

A component of developing employees for future leadership positions includes coaching and mentoring. The Committee should look at opportunities to expand coaching and mentoring beyond the performance appraisal process. Other ways to coach and mentor employees include:

- Job shadowing
- Interim assignments
- Attending higher level meetings
- Position rotations
- Committee or task force assignments

A successful succession plan should help prepare and transition front-line workers to take on the role of supervisor. However, what often happens is that employees who are not prepared to be supervisors are moved into a role before they are ready. While they may have knowledge regarding their job and be a qualified practitioner, they may not be equipped with the skills or training necessary to be a good supervisor. Developing a succession plan and the appropriate support and training programs can help the Town prepare and equip employees to be both good practitioners and supervisors.

Developing and implementing a successful workforce development and succession plan will allow the Town to proactively plan for its future. Ultimately, succession planning not only identifies those critical positions within the organization, it also assists with the training and development of employees to help them advance professionally within the organization.

Recommendation 5: Develop an annual Town-wide safety training program.

In March 2018, the Massachusetts Legislature passed a law requiring public employers to provide protections for employees equivalent to the federal Occupational Safety and Health Act (OSHA) of 1970.⁹ This law will result in the creation of an OSHA advisory board at the state level to analyze injury data, recommend training, and ensure worker safety. While implementation of this law is in progress, it is likely to impact the types and frequency of training the Town must provide to employees, particularly safety-related training.

Several Town departments currently engage in safety-related training. According to field work interviews, Sewer Department staff are provided with opportunities to participate in training programs related to confined space entry, lock out tag out, equipment operation, materials handling, and chemical awareness. Some initial training on these topics is provided during the certification process, particularly for operators. Additionally, during field work staff reported that opportunities are available to continue this training. Similarly, the Public Works Department has assigned responsibility for workplace safety and OSHA compliance to the Deputy Director of Public Works. Specifically, this position is responsible for ensuring workplace practices comply with OSHA standards, developing a safety plan, posting safety-related notifications, and formalizing safety-related standard operating procedures.

These efforts constitute a good faith effort on the part of the Town to engage staff and equip them with skills and resources to protect them while at work. However, the Town lacks a formal safety training program which clearly defines training opportunities and expectations for staff in all departments on an annual basis. As a result, it is difficult for managers and staff to proactively schedule and budget for training opportunities, coordinate training among work crews, and ensure that personnel regularly take advantage of safety training.

To address these challenges and ensure that the Town is adequately prepared to meet employee needs and new legal requirements, the Town should develop a formal safety training program. Like many other skills, safety-related skills are perishable and frequent practice is needed to prevent accidental oversights or the formation of workplace habits which create unnecessary risks. The lack of a formal safety training program creates challenges for ensuring that staff routinely utilize and retain perishable skills which are essential to the performance of their duties. These skills are particularly important for staff in Sewer and Public Works, as well as Public Safety departments, who are routinely exposed to workplace hazards and dangerous situations including volatile chemicals, confined spaces, high voltage equipment, and biological hazards.

The development and implementation of a safety training program should be implemented with insight and guidance from the Human Resources Department; however, implementing a safety training program will require each Town department to identify appropriate budgetary resources, schedule training, and coordinate when personnel will attend training sessions.

⁹ Schoenberg, Shira. "Gov. Charlie Baker signs bill extending OSHA safety standards to municipal workers." MassLive. March 10, 2018.

https://www.masslive.com/politics/index.ssf/2018/03/gov_charlie_baker_signs_bill_e.html

To ensure the Town maintains a consistent focus on employee training and help implement the safety training program across all departments, it is appropriate for staff to form a Safety Committee. The Safety Committee should be led by Human Resources staff and meet on a regular basis (such as quarterly or twice annually) to identify training opportunities, coordinate training sessions which involve multiple departments, and recommend safety-related changes to the Town's operations.

Recommendation 6: Establish a Town-wide employee recognition program.

The Town does not have a formal employee recognition program or a mechanism in place to reward employees, departments or work teams for exemplary work. During interviews, staff shared that there is a sense that their work often goes unnoticed, which can lead to feelings of frustration and low morale. Disengaged employees often choose to leave organizations, which can ultimately impact retention rates. One way for leadership to show employees that they are appreciated and valued is by recognizing outstanding work. This is also a useful way to reinforce the organizational culture identified through the adoption of mission and values in a broad strategic planning process.

Well-developed employee recognition programs can positively impact an organization's culture and boost morale, increase productivity, and reduce turnover. It is recommended that the Town establish an employee recognition program aligned with the organization's values and goals to reward and recognize outstanding performance. Employee recognition should be based on behaviors that help drive the organization's success.

Employees can be recognized in many ways such as through verbal recognition, certificates, plaques, gift certificates, and time off. Other ways to recognize employees can be through newsletters, on social media, and publicly at meetings. It is important to establish a program that allows both peers and supervisors to recognize outstanding work.

Forbes identified the following five best practices of employee recognition programs:¹⁰

- Recognize employees based on specific results and behaviors
- Allow peer to peer recognition
- Share recognition stories
- Make recognition easy and frequent
- Tie recognition to the organization's value and goals

When developing the program, ease of use should be considered. The easier it is to recognize employees, the more participation there will be in the program. The Town may want to consider creating an online platform such as an employee recognition electronic mailbox, an online form, or a fillable Portable Document Format (PDF) form. Whatever process is developed should be clearly communicated to employees throughout the organization.

A successful program requires manager and employee buy-in and training. Managers should be trained specifically on how to identify and provide employee recognition. Communicating the program to employees throughout the organization is important and, as the program is rolled out, leadership should share why the program is being implemented and its importance to the organization.

¹⁰ Adapted from – "New Research Unlocks the Secret of Employee Recognition," Forbes, June 2012

An effective employee recognition program allows recognition to take place regularly, not just once a year. It should be tied to the organization's values and goals and communicated to employees. When an effective and modern recognition program is implemented, and people start thanking one another, trust and engagement increases – improving employee morale, quality, and customer service.¹¹

Space and Records Management

Recommendation 7: Conduct a comprehensive space needs analysis.

As the Town of Nantucket has grown, its government has expanded beyond the capacity of the Town Hall and other original downtown buildings. Town staff are now spread across several municipal buildings throughout the island. Many Town buildings are aging or function as repurposed facilities originally constructed for some other use. While the Town has successfully adapted many of these structures to meet operational needs, there are several challenges associated with Town facilities.

The Planning and Land Use Services (PLUS) Department, for example, is located in a former electric company building. Some sections of this facility are not climate controlled, including the area that houses physical files and records. This contributes to the deterioration of records and makes it difficult for staff to access the area when the temperature is very hot or cold. Furthermore, many staff sit in one large common area accessible to the public, which can be distracting for them as they try to work. During field work, staff in several departments reported a lack of meeting space for group collaboration, indicating a common need for additional space. These space challenges affect the ability of the Town to provide services. When there are few meeting rooms available, for example, staff may be forced to delay or postpone meetings and the work associated with those meetings.

To address these challenges, it is vital for the Town to fully comprehend its space needs, evaluate the optimal usage of existing spaces, and understand space needs which are not currently being met by existing facilities. This is especially important in Nantucket, where space is limited and expensive. Investing in a Town-wide space needs analysis will help the Town make best use of the space it has and understand any additional space needs. A space needs analysis involves a systematic study of Town facilities, including the square footages available for staff operations and storage, functions performed in each facility, functions which cannot be performed due to a lack of available space, and anticipated future needs. Typically, these assessments include site evaluations, condition assessments of buildings and facilities, a discussion of important qualitative attributes, and quantitative analysis designed to calculate actual space needs and estimated costs.

Space needs analysis is a specialized field, and the Town will benefit from seeking a qualified consultant to provide an independent perspective of space needs. The Town should issue a request for proposals (RFP) for a firm that can inventory current space, identify facility deficiencies and future needs, and make recommendations on how to meet these needs within the unique land constraints of the island. The RFP should ask responding firms to specifically discuss their experience working with organizations where real estate is expensive and/or difficult to obtain. Furthermore, because the Department of Public Works is responsible for facility maintenance, it is critical for the Department to play an active role in the analysis. The Director of Public Works and the Facilities Manager should provide input on the RFP and selection process and work closely with the selected consultant to ensure a comprehensive analysis can be performed.

¹¹ Ibid

Conducting a space needs analysis will result in several benefits for the Town organization. First, it will allow the Town to determine the best placement for various functions and staff and inform decisions about whether and how to utilize existing spaces. This understanding is critical to ensure that existing operational needs can be met, along with the recommendations described in this report. Second, a space needs analysis can serve as a catalyst for inventorying and assessing the condition of existing Town buildings, which in turn will inform the Town's maintenance priorities and goals. This information is critical to developing appropriate work plans and identifying budgetary resources that should be committed to capital facility improvements and maintenance efforts. Finally, the analysis will provide insight into future space needs, allowing the Town to act proactively to ensure that space is available for future Town employees and functions.

Recommendation 8: Implement a document management/records retention software system.

A contributing factor to the Town's current space constraints is the amount of potential workspace currently being used to store files and records, because paper files take up a great deal of room that could be used for offices or meeting space. Town departments store files physically, often without any backups. For example, permits issued in the Health Department and PLUS are stored only in paper form. This creates a risk where records could be lost due to flooding, fire, or other incidents. As noted, the area where the files are stored in PLUS is not climate controlled, subjecting the files (and the staff who must maintain them) to wide variations in temperature and humidity. These conditions are not suitable for long-term storage of physical records and increase the likelihood that records will decay.

Aside from space and storage concerns described above, the Town lacks a central index of physical files, and staff must invest significant time searching through paper files in multiple locations if a project or Freedom of Information Act (FOIA) request requires historical information. Paper files are difficult to search, require files to be physically transmitted from place to place, are prone to human filing error and, in some cases, are vulnerable to tampering attempts. This is an unwieldy system which consumes significant staff time and creates opportunities for staff to overlook information.

There is an opportunity for the Town to increase available space, preserve records, and create a central index of files by utilizing document management software. Electronic document management systems are used to track, manage, and store documents and reduce the organization's reliance on paper records. The use of an electronic data management system would allow staff to record, file, image, index, and archive documents electronically. These systems serve as a central repository for records and enable documents to be managed in accordance with state requirements and best practices. Modern software packages also scan and digitize text as documents are entered in the system, which allows users to search and retrieve documents more easily than navigating large records storage areas.

The Town has already purchased EnerGov™ software to help manage document workflow and storage needs in the PLUS Department. Additionally, the Town is currently engaged in a pilot program using Laserfiche™ document management software to digitize and store records in the Health Department. According to interviews with staff, there is an opportunity to expand the use of Laserfiche to other Town departments if the software effectively meets the needs of Health staff.

The Town's current efforts to identify and implement an electronic document management solution are commendable and should be pursued to alleviate space, storage, and document retrieval constraints. However, it must be noted that an important aspect of fully implementing document management software involves digitizing existing records, i.e., converting paper records to a digital format. Because digitization requires retrieving, scanning, and categorizing all of the Town's existing paper records, it is

likely that this effort will require considerable staff time and attention to complete within a reasonable timeframe.

It is common for organizations implementing document management to contract with third-party providers for digitization services. This approach avoids burdening staff with processing a backlog of records and allows the Town to focus on effective implementation of the new system. While retaining a third party to assist with digitization is an option for the Town, the cost of document digitization services is likely to be significant due to the manual nature of the work and the number of staff required to accomplish the work in a timely manner. For example, the Town recently decided against digitizing PLUS files because the lowest bid for this service exceeded \$1 million. Given this cost, hiring staff to digitize files may seem like the better option; however, in the long run it may be more economical to engage a contractor rather than hire additional staff. If the Town hired two staff at a wage of \$40,000 each per year to digitize files, after 10 years the cost of those employees' salaries and benefits would likely total more than \$1.4 million. Whatever method the Town uses to accomplish this task will be expensive; however, the potential for losing vital documents is a very real risk, especially at PLUS, and it is imperative that documents be properly preserved and stored.

Once a document management system has been procured and implemented, the Town should invest in staff training and create workflow processes that require staff to routinely engage with the document management software. Adapting current workflow to embrace the new system will ensure the system is used appropriately, prevent future buildup of physical files, and obviate the need for future large-scale digitization efforts. While the monetary costs associated with electronic document management can involve significant up-front investment, the Town will gain additional usable facility space, centralize and streamline record-keeping, save staff time, and protect essential information.

Town Administration

According to the Town Charter, the Select Board has several delineated powers including: the ability to acquire real estate for the Town; to make appointments; establish Town priorities goals and policies; adopt rules for the conduct of business; approve contracts, contract amendments, and contract terminations; and declare emergencies among several others.¹² The Town's Select Board is tasked with providing clear, concise goals and policies that ensure quality in the delivery of Town services, long-term planning, and improved efficiencies in operating the Town's government.¹³

Town Administration (Town Manager's Office) is responsible for the implementation of policy set forth by the Select Board and the oversight of Town administration and operations. Although most Town departments are under the purview of the Town Manager's Office, several are not. The Town's School, Airport, and Water departments are responsible for the execution of their own administration including budget formulation, personnel, and internal oversight, and they report to independent boards.

Under the structure of the current Town Manager's Office, the Town Manager provides direct oversight of the Police, Fire, Public Works, Sewer, Finance and Human Resources departments and provides oversight and direction to PLUS as outlined in a Memorandum of Agreement with the Nantucket Planning and Economic Development Commission. The Assistant Town Manager oversees the Health and Human Services, Natural Resources, Information Technology, and Culture and Tourism departments.

The Town Manager's Office also includes a Strategic Projects Manager, who is tasked with supporting Town projects enumerated in the Town's capital and strategic plans, which can range from information technology system overhauls to infrastructure development projects. This position also provides some capital project management support to Town departments. The Operations Administrator prepares the Select Board packet, attends their meetings, and prepares minutes. Additionally, the position organizes cross organizational logistical issues and requests from the public and Town departments.

The Town Manager's Office is also staffed with a Public Outreach Manager position whose role is to integrate Town public engagement and communications processes. This position also currently manages the public records request process and serves as the Records Access Officer until a vacant Public Records Compliance Officer position can be filled. In this capacity, the position has several specific tasks including serving as the primary contact for all public records requests, ensuring that public documents are posted and regularly updated on the Town's website, and the providing annual educational training sessions for Town staff concerning public records laws. When the vacant Public Records Compliance Officer position is filled, s/he will take on these responsibilities and the Public Outreach Manager will expand public engagement and communication practices within the Town.

Lastly, the Town Manager's Office is staffed with a full-time Office Manager and a Minute Taker. The Office Manager provides administrative and financial management support to Town Administration staff and the Minute Taker supports some Town Boards by recording meeting minutes. The structure of the Town Manager's Office is illustrated in the following organizational chart.

¹² Town of Nantucket, MA, Code, Part I, Article III: Board of Selectmen. <https://ecode360.com/31938118>.

¹³ Town & County of Nantucket, MA, Select Board. <https://www.nantucket-ma.gov/192/Select-Board>.

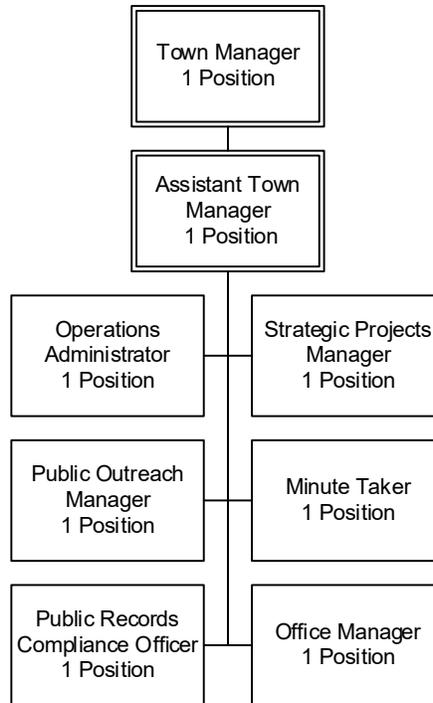


Figure 4: Town Manager’s Organizational Structure, 2018

Core Services

Each of the divisions of the Town Manager’s Office performs a variety of services and tasks that constitute core department services. Those functions are summarized in the table below.

Table 7: Town Manager’s Office Core Services

Town Manager’s Office Division/Function	Program Area	Core Services
Administration	Community Engagement	<ul style="list-style-type: none"> Respond to citizen inquiries
	Planning	<ul style="list-style-type: none"> Initiate and adopt strategic plans Initiate and adopt long-range plans
	Organizational Leadership	<ul style="list-style-type: none"> Provide executive leadership to Town government Supervise municipal operations and department directors
	Board Management	<ul style="list-style-type: none"> Support Town boards, councils, commissions, and committees Manage appointment process for members to Town boards, councils, commissions, and committees
	Budget	<ul style="list-style-type: none"> Prepare and submit annual operating and capital budgets Prepare and submit budgetary amendments as necessary Establish budgetary processes, procedures, and schedules each fiscal year

Town Manager's Office Division/Function	Program Area	Core Services
	Contracts	<ul style="list-style-type: none"> Negotiate, sign, and execute Town contracts and contract amendments Initiate contract terminations and enforcement of actions Assure that all terms and conditions imposed in favor of Town in any statute, franchise or contract are faithfully kept and performed
	Warrants	<ul style="list-style-type: none"> Prepare Town Meeting warrants for adoption by Select Board Approve treasury warrants for payment before submission to Select Board
	Budget	<ul style="list-style-type: none"> Assist Town departments to help them understand their budget Work with Town departments to create budget management tools
	Labor Relations	<ul style="list-style-type: none"> Lead and coordinate collective bargaining process Negotiate collective agreements Mediate union arbitration and grievances
Minutes	Administration	<ul style="list-style-type: none"> Prepares minutes for assigned boards, committees, and commissions Transcribes minutes Maintains meeting minutes library including video and audio recordings Provides copies of recordings as requested

Budget

In total, the Town Manager's Office actual expenditures for FY2018 are \$1,074,059. This figure represents a 60% increase over FY2014. The growth in expenses during this period have largely been the result of increased personnel expenses. Since FY2014 personnel expenses for the department have grown 48% or \$240,958 due to uniform raises and cost of living adjustments across the department and the creation of additional departmental positions. Since 2014, the Town Manager's Office has added several positions including Strategic Projects Manager, Energy Coordinator (housed in PLUS), and Office Manager, who provides customer service to people who come to Town Hall or call the Town Manager's Office. Since FY2014 operating expenses have grown largely due to increases in professional services, utilities, supplies, and equipment costs. The following table summarizes Town Manager's Office spending trends from 2014 through 2018.

Table 8: Town Manager’s Office Expenses – General Fund, FY2014 through FY2018

Expense Category	FY2014 Actual	FY2015 Actual	FY2016 Actual	FY2017 Actual	FY2018 Actual	Percent Change FY2014 to FY2018
Personnel	\$505,831	\$556,878	\$600,777	\$657,736	\$746,790	48%
Operating	\$164,287	\$235,503	\$205,338	\$414,421	\$327,269	99%
Total	\$670,119	\$792,381	\$806,115	\$1,072,159	\$1,074,059	60%

Staffing

The following is a list of authorized positions within the Town Manager’s Office for FY2019 based on data provided from the Town’s MUNIS system.

Table 9: Town Manager’s Office Authorized Staffing, FY2019

Town Administration	Authorized Full-Time Positions	Authorized Part-Time Positions	Total Authorized Positions
Town Manager	1	0	1
Assistant Town Manager	1	0	1
Project/Operations Administrator	1	0	1
Project Manager	1	0	1
Customer Service Assistant (Office Manager)	1	0	1
Administrative Assistant	2	0	2
Minute Taker	1	0	1
Energy Coordinator	1	0	1
Total	9	0	9

It should be noted that the information provided from MUNIS in the table above does not detail the newly approved Public Records Compliance Officer or the Public Outreach Manager positions. Additionally, the Energy Coordinator position is budgeted for in the Town Manager’s Office budget, but the position physically resides in the PLUS Department.

Town Administration Analysis and Recommendations

The responsibilities of the Town Manager's Office include public engagement and communication, policy implementation, administrative and program oversight, and departmental oversight. The Town Manager's Office must balance the responsibility of allowing departments the flexibility to administer their operations while also providing proactive direction on major issues and championing important initiatives that impact strategic issues and service delivery goals. This review of the Town Manager's Office indicates there are two primary areas of focus that deserve attention. The first relates to expanding the Department's ability to proactively manage and lead special projects and strategic initiatives. The second relates to implementation of the Town's Enterprise Resource Planning (ERP) system, MUNIS.

Project Management

Recommendation 9: Convert the Strategic Projects Manager position to an Assistant Town Manager for Special Projects Position.

The Town Manager and Assistant Town Manager currently divide the responsibility for direct departmental oversight. The Town Manager oversees the Police, Fire, Public Works, Sewer, Finance, and Human Resources departments. In addition, the Town Manager serves as the liaison with PLUS and all independent enterprise fund operations. The Assistant Town Manager provides direct oversight for the Natural Resources, Health and Human Services, Information Technology, and the Culture and Tourism departments.

The Town Manager's Office is also responsible for serving as a clearinghouse and champion for those strategic projects and initiatives that impact multiple departments. However, the current structure and staffing levels limit the Office's ability to move beyond day-to-day operations and effectively drive and manage organization-wide initiatives. In practice, however, the Town Manager and Assistant Town Manager are highly engaged in the daily administration and operation of each department and have little capacity to focus on strategic initiatives and special projects.

The Town Manager's Office has limited capacity for managing projects. As a result, the approach to managing major projects is largely decentralized among departments, and the role the Town Manager's Office in these initiatives is inconsistent. There is a clear need within the organization to create dedicated and focused project management capacity so that major Town-wide initiatives receive consistent, priority attention.

Recently, the Strategic Projects Manager position became vacant. This provides an opportunity to rethink the role of this position and to potentially expand the internal capacity of the Town Manager's Office to focus on broader strategic issues and engage in more proactive project management. This can best be accomplished by converting the Strategic Project Manager position to an Assistant Town Manager for Special Projects position. This would elevate the project management role of Town Manager's Office and vest centralized project management authority in a position with the ability to drive process change within departments.

This position would be tasked with managing all non-capital related special projects such as the Harbor Plan, L8 National Grid Plan, Coastal Resiliency Plan, and major policy issues that require attention throughout the year (i.e. Marijuana RFQ, 40B Comment Letters, etc.). They would also be tasked with monitoring the progress and outcomes of departmental special projects and initiatives. In this role, the Assistant Town Manager for Special Projects will support the Town Manager by providing proactive and consistent oversight and direction for all special projects and initiatives. This will generate the capacity for the Town Manager to place greater emphasis on strategic initiatives and Select Board engagement. The

incumbent Assistant Town Manager will continue with the responsibility of managing a portfolio of operating and administrative departments and managing the administrative personnel of the Town Manager's Office.

This proposed reclassification creates the hierarchical structure to provide for the development of a formal project management function that can serve as the home for those tasks, positions and functions that do not plainly fit within the purview of an individual or department.

Reclassification of the Strategic Projects Manager position to an Assistant Town Manager for Special Projects position will cost an estimated \$15,000 per year in additional salary expense.

Recommendation 10: Establish a two-year Management Fellow program.

Though the addition of an Assistant Town Manager for Special Projects position will provide enhanced executive project management capacity, there is still a need for organizational project management support. The Project Administrator position will continue to serve in a support role in the Town Manager's Office; however, an additional professional level position is warranted to provide analytical support, assist with implementation and ongoing management of recommendations contained within this report, and carry forward special projects on behalf of the Town Manager (e.g., updating personnel policies or researching and developing new programs).

The primary responsibilities of this management analyst level position should include:

- Supporting special projects and performing research, program development, and implementation support;
- Coordinating the Town's performance management and performance measurement programs;
- Assisting the Town Manager and departments with implementing Town-wide policies and procedures; and
- Serving as a liaison between the Town Manager and staff in other departments.

The International City/County Management Association's Local Government Management Fellowship (LGMF) Program is an excellent resource for these types of management analyst positions. The LGMF program offers recent graduates and young professionals an opportunity to contribute meaningful work to the profession of public administration and the communities they serve. The LGMF program requires a minimum salary for management analysts of \$35,000 per year. After accounting for employer costs and benefits, the estimated total compensation for a Management Fellow position is approximately \$67,700 per year.

Regardless of whether the Town utilizes an LGMF fellow for this position, the starting salary is a useful reference point for the approximate cost of filling a management analyst position. Given housing constraints, it will be important for the Town to provide housing to this individual as part of the Fellowship compensation. The City of Hamilton, Ohio, for example, provides a housing stipend of \$1,000 per month as well as a parking stipend to its International City/County Management Association (ICMA) fellows. Offering additional incentives, such as the stipend described above, will increase the cost of the Management Fellow program; however, it will also increase the Town's ability to attract highly qualified applicants to the island.

The following organization chart summarizes the recommended structure for the Town Manager's Office. New or modified positions are highlighted in green.

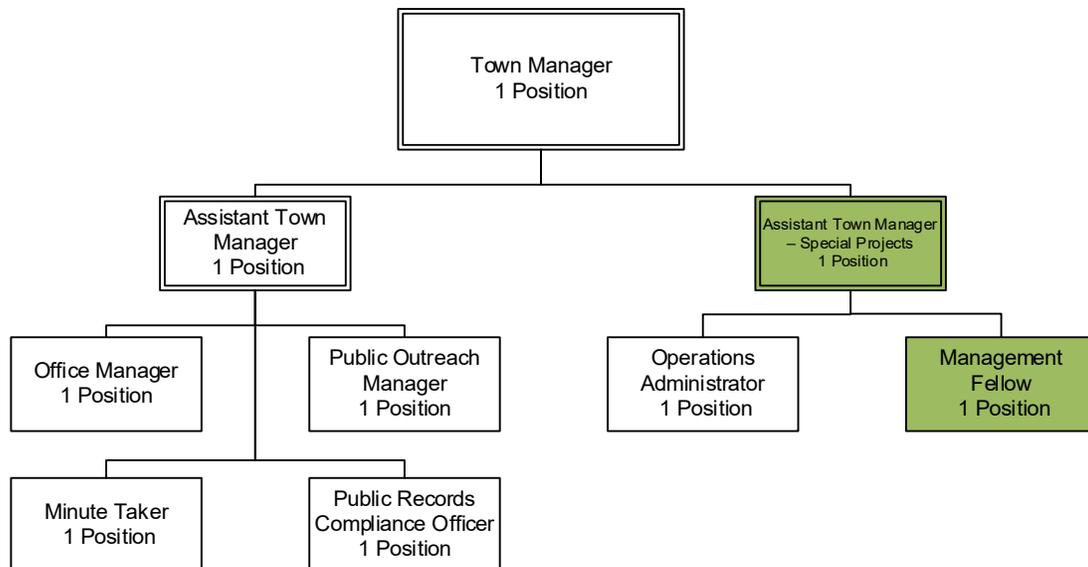


Figure 5: Recommended Town Manager’s Office Organizational Structure

Recommendation 11: Create MUNIS enhancement team led by an Assistant Town Manager.

An Enterprise Resource Planning (ERP) is a management information system that integrates areas such as planning, purchasing, inventory, marketing, finance, and human resources. The Town implemented MUNIS as its ERP with the goal of centralizing and integrating each department’s financial and personnel-related business processes into one central enterprise system. However, integration and implementation of the system throughout the Town has been a challenge. There is widespread inconsistency in departmental staff expertise in MUNIS applications and the system is underutilized. There are several issues which contribute to this challenge.

First, the Town has had limited staff capacity in IT, Finance, and HR to fully develop and troubleshoot MUNIS modules and train end-users to consistently utilize the systems and processes. Second, most Town departments do not employ a MUNIS “super user,” and there is not a concerted effort to develop a training regimen to instill the skills and knowledge necessary to utilize the system effectively. A super user is an individual who possesses detailed knowledge and expertise in a software package or program relative to each department’s areas of operations and administration. Because of their expertise, super users generally can provide system support and troubleshooting and can train end-users on system use and functionality. The lack of internal staff capacity related to the Town’s ERP multiplies the work required of Finance, HR and IT personnel. Due to the lack of internal capacity in relation to the Town’s ERP platform, staff are often performing tasks manually outside of the platform and then entering the results into the system. Most of these process tasks can be automated when using the ERP to its full capabilities. However, limited staff capacity in this area has resulted in the development of several duplicative and redundant processes that are inefficient from a time and cost perspective.

Finally, the Town has struggled to update the platform with the most recent updates from Tyler Technologies. This stems from the lack of capacity in IT to manage system updates as well as a lack of clarity regarding a designated “owner” of MUNIS in the organization.

Therefore, there is a need to increase staff capacity to leverage the MUNIS system and implement critical modules such as Capital Budget Development and Employee Self Service. The Novak Consulting Group has

recommended the addition of two MUNIS-focused IT and Finance personnel to begin to address these issues (See Recommendation No. 13 and No. 19). However, there is a broader need for the Town Manager's Office to spearhead and champion a MUNIS improvement initiative. Enhancing the Town's MUNIS functionality is a key component needed to eliminate the redundancies and inefficiencies in business-related processes that have developed over time.

This can best be accomplished by establishing an inter-disciplinary team, led by the Town Manager's Office, whose task is to develop and implement improvements in MUNIS utilization and functionality throughout Town departments. The team should be led by an Assistant Town Manager and staffed by MUNIS subject matter experts from Finance, IT and HR, as well as key executives and departmental personnel. An Assistant Town Manager should be supported by the Management Fellow and Project Administrator and will be tasked with developing a comprehensive project implementation plan and tracking and reporting progress.

The team should focus on several key goals. First, they should secure the integrity of data within existing MUNIS modules and update modules where appropriate. Second, they should develop a proactive and ongoing training plan for MUNIS end users. Third, they should develop implementation and training plans for new MUNIS modules, including those recommended in the Finance and HR sections of this report.

For each goal of the improvement action plan, there should be an associated workplan and schedule to guide the execution of each goal. This will help to establish clear expectations with targeted outcomes and timelines that are critical to ensuring the project's success. In addition, the team should develop a reporting process for the project. For reporting, the team should meet with the management teams of the HR and Finance Departments, as well as the Town Manager's Office to review the project's workplan and to provide status updates. This reporting process will integrate the project into the Town's management system to enable Town staff to evaluate the project's progress.

Module development, i.e., the enhancing of existing MUNIS module functionality and the implementation of new modules, will require the inventorying of current MUNIS capabilities for the Town. To execute this, the team should meet with each department to identify and inventory each department's current business functions as well as their current utilization of MUNIS. The two inventory lists should serve as the basis for evaluating the current MUNIS technological infrastructure. Where deficiencies in the existing platform are identified, they should be included in the work plan for attention. Attention should also be given to identifying gaps between current platform capabilities and department needs. When available, updates should be made to the platform and new modules that are not currently part of the Town's MUNIS suite should be added.

Town Clerk's Office

The Nantucket Town Clerk's Office is responsible for a variety of functions critical to the administration of Town government. By Charter, the Town Clerk serves as the Town's recording officer, registrar of vital statistics, and chief election official. In addition to these duties, the Town Clerk's Office serves as a gateway to the public for information requests, various licenses and permits (such as pet, taxi, and business licenses), record scanning and retention, and posting notifications of public meetings. The structure of the department is illustrated in the following organizational chart.

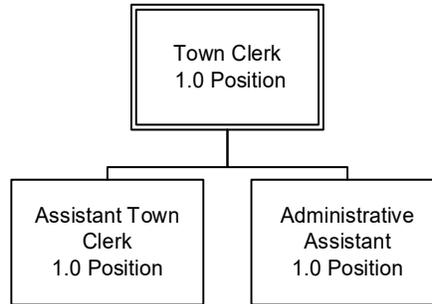


Figure 6: Town Clerk's Office Organizational Structure, 2018

Notably, the Town Clerk is an elected position, while the Assistant Town Clerk and Administrative Assistant are appointed.

Core Services

The Town Clerk's Office performs a variety of services and tasks that constitute core department services. Those functions are summarized in the table below.

Table 10: Town Clerk's Office Core Services

Town Clerk's Office Division/Function	Program Area	Core Services
Town Clerk's Office	Town and State Elections	<ul style="list-style-type: none"> • Prepare for election activities • Assist approximately 1,200 early voters and increasing early voting registration requests • Maintain voter registration lists • Certify nominations for citizens' petitions and candidates • Test three voting machines before each election • Mail approximately 300 absentee ballots before each election • Hire election workers • Certify election results after each election
	Town Census	<ul style="list-style-type: none"> • Annually mail Town census documentation to 6,500+ residents • Maintain and update Town census data based on information received • Annually prepare and update Annual Street List book for purchase

Town Clerk's Office Division/Function	Program Area	Core Services
	Licensing and Permitting	<ul style="list-style-type: none"> Issue livery, animal, business, junk, and underground storage tank licenses as requested Issue Resident Steamship passage certifications as requested and add residents to the Town Census File Certificates of Appropriateness, issue raffle permits, and other required permits as requested
	Document Recording	<ul style="list-style-type: none"> Issue and record documents including: Vital records (birth, marriage, death certificates, and affidavits and corrections to vital records) Planning and Zoning Scan in minutes from boards and commissions as received
	Violations	<ul style="list-style-type: none"> Receive fines for all non-criminal violations (stickers on boats, dogs off leash, etc.)
	Oaths of Office	<ul style="list-style-type: none"> Swear in Notaries Public and members of the Town's 45 board and committees
	Public Meeting Notification	<ul style="list-style-type: none"> Post notifications of public meetings for all 45 Town Boards and Commissions as necessary

Budget

The Town Clerk's Office is supported by the General Fund. Since 2014, expenses in this Department have increased approximately 20%. These increases are attributable to regular salary increases as well as expenses for professional services.

Table 11: Town Clerk's Office Expenses - General Fund, FY2014 through FY2018

Expense Category	FY2014 Actual	FY2015 Actual	FY2016 Actual	FY2017 Actual	FY2018 Actual	Percent Change FY2014 to FY2018
Personnel	\$227,574	\$217,611	\$246,990	\$263,980	\$262,534	15%
Operating	\$44,346	\$69,744	\$59,214	\$95,418	\$64,949	46%
Total	\$271,920	\$287,355	\$306,204	\$359,398	\$327,483	20%

Staffing

The following is a list of authorized positions within the Town Clerk's Office for FY2019 based on data provided from the Town's MUNIS system.

Table 12: Town Clerk's Office Authorized Staffing, FY2019

Town Clerk	Authorized Full-Time Positions	Authorized Part-Time Positions	Total Authorized Positions
Administrative Assistant	1	0	1
Assistant Town Clerk	1	0	1

Town Clerk	Authorized Full-Time Positions	Authorized Part-Time Positions	Total Authorized Positions
Town Clerk	1	0	1
Total	3	0	3

Town Clerk’s Office Analysis and Recommendations

Much of the work performed by the Town Clerk’s Office requires significant investments of time procuring, managing, tracking, and recording public documents. Over the last several calendar years, the Department’s workload has increased in several key areas, as illustrated in the following table.

Table 13: Town Clerk’s Office Workload Metrics, 2015-2017

Town Clerk Workload Metrics	2015	2016	2017	Percent Change 2015 to 2017
Planning and Zoning Decisions Recorded	206	264	306	49%
Births Recorded	154	177	138	-10%
Deaths Recorded	67	74	79	18%
Marriages Recorded	230	210	208	-10%
Amendments to Vital Statistics Records	10	13	15	50%
Meeting Notifications Posted	967	1,075	1,132	17%
Pole Relocations Recorded	10	22	30	200%

Aside from managing these public records, Town Clerk’s Office staff spend considerable time managing processes which are less quantifiable, including Town/State elections and the annual Town Census. These increasing workload demands, as well as the island’s growing population, have created a corresponding increase in the staff time necessary to adequately serve customers.

Given the constraints associated with hiring additional staff on Nantucket, there is an opportunity to redistribute some of the workload currently assigned to the Town Clerk’s Office to other staff in the Town Manager’s Office, as described in the following recommendation.

Recommendation 12: Assign meeting posting duties to the newly established Public Records Compliance Officer in the Town Clerk’s Office.

The Town of Nantucket currently utilizes 45 boards and commissions which engage in a variety of public meetings and initiatives. The Town is required by state law to give the public adequate notice of meetings related to each board and commission. Due to the number of boards and commissions and their meeting schedules, the number of postings which must be made by Town Clerk’s Office staff is voluminous and surpassed 1,100 notifications in calendar year 2017. According to staff, nearly 1,000 notifications have been issued as of November 2018. Staff estimate that creating and posting each notification requires approximately ten minutes, or two to four hours of staff time per day – equivalent to approximately half of a full-time position.

Assigning responsibility for these meeting postings to the Town Clerk’s Office poses some significant challenges to the Department’s staff. First, much of the work performed by the Town Clerk’s staff involves working directly with customers to record important documentation while a customer is physically present. The need to fulfill customer service obligations promptly often interferes with staff’s ability to post

notifications in a timely manner. Second, as a Department with only three personnel, any usage of staff leave or a vacancy in a Town Clerk's Office position places even greater strain on staff's ability to meet customer needs while also posting notifications.

To address these challenges and enhance the ability for Town Clerk's Office staff to provide reliable customer service, it is recommended that responsibility for public meeting notifications be transferred to the Public Records Compliance Officer position to be located in the Town Clerk's Office. This position is currently vacant but under recruitment. As a position responsible for a wide variety of special assignments involving many Town departments, boards, and commissions, it is appropriate for the Public Records Compliance Officer to coordinate the notification process for public meetings. This responsibility also creates an additional feedback loop for the Town Manager's Office to receive timely information about the activities and meeting schedules associated with each board and commission. As a result, the Public Outreach Manager and Town Manager's Office, as well as the Town Clerk's Office, will be better informed about when various Town bodies will be meeting, what the agenda items for each meeting are, and which staff will be attending public meetings.

Enhancing the capacity of the Town Clerk's Office will allow Town Clerk staff to focus more closely on customers who appear in-person to conduct important business and provides staff with greater capacity to manage records associated with the island's growing population.

Finance Department

The Town of Nantucket's Finance Department is responsible for all town accounting and financial reporting, budgeting, short and long-term financial planning, debt administration, cash and investment management, and property assessment and tax collection. The Department also acts as a strategic partner for business operations with the Town. In this capacity, the Department formulates procedures and processes that provide clarity, structure, and control of the Town's resources and supports operating departments in the delivery of public services and the financial administration of departmental procedures.

The Department is led by the Finance Director, who is responsible for oversight and management of each department division and serves as the Town's chief financial officer. The five divisions of the Finance Department are Assessor, Tax Collection, Treasury, Accounting, and Procurement. The primary responsibility of the Assessor Division is the appraisal of private property on the island for tax purposes. For Nantucket, property subject to appraisal and assessment includes residential, commercial, industrial, and personal property. Once the Division arrives at a value for these items, that value is then converted into an assessment used in the calculation of property taxes. The Assessor Division is led by a Town Assessor who supervises an Assistant Assessor, a Field Assessor, and an Administrative position.

The Tax Collection Division is responsible for billing, collecting, and distributing real property taxes for the Town. The Division is staffed by a Tax Collector, an Assistant Collector, a Senior Clerk, and Administrative positions.

The Treasury Division is responsible for cash and investment management and also oversees the Town payroll process. The Treasury Division is composed of an Assistant Treasurer, a Payroll Administrator, and an Administrative position. The Assistant Treasurer is responsible for the management of the Town's cash and investments. The position is responsible for the analysis of expenditures and revenues stemming from personnel costs, union contracts, general funds, grants, and enterprise funds. The Payroll Administrator is tasked with execution and maintenance of the Town's employee payroll, benefits, and salary reporting.

The Accounting Division monitors and maintain the Town's accounts payable, receivable, fixed assets, and payroll. In carrying out these tasks, employees of the Division are required to perform regular audits and reconciliation of governmental funds and accounts to ensure accuracy and compliance with Generally Accepted Accounting Principles. The Division's reconciliation efforts are extended into the Town's ERP, MUNIS. The Accounting Division is staffed with an Assistant Town Accountant, an Accounts Payable Clerk, an Operations/Bookkeeper, and Accounting Clerks.

The Procurement Division is responsible for administering the Town's procurement policies and processes. The Division is staffed by the Assistant Procurement Officer who reports to the Assistant Director of Finance. The position is tasked with providing daily support to the Town's departments for the procurement of significant goods and services. Other significant responsibilities include the maintenance of the Town's Capital Improvement Plan (CIP) software, the management of contract documents, and documenting the payment of major Town expenditures.¹⁴

The structure of the department is illustrated in the following organizational chart.

¹⁴ Town of Nantucket Job Description: Assistant Procurement Officer (2016).

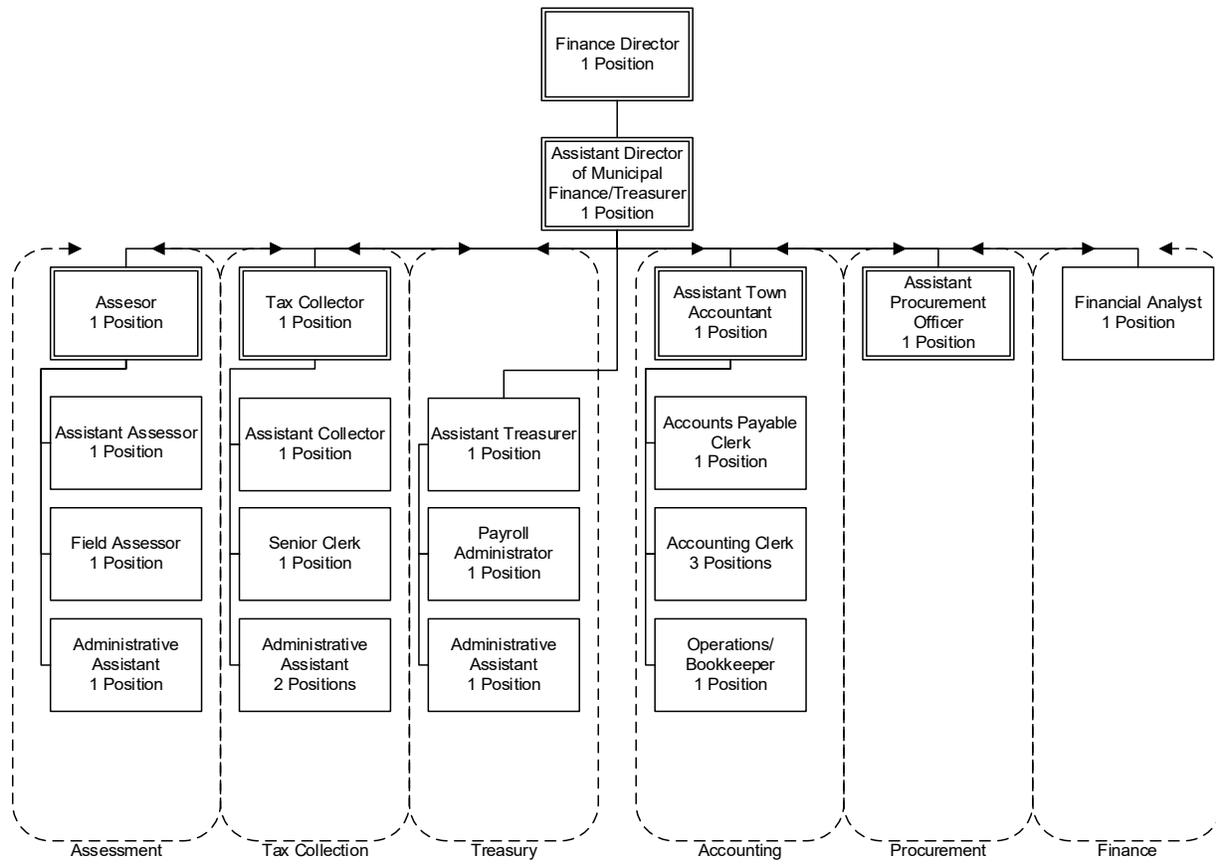


Figure 7: Finance Department Organizational Structure, 2018

Core Services

Each of the divisions of the Department performs a variety of services and tasks that constitute core department services. Those functions are summarized in the table below.

Table 14: Finance Department Core Services

Finance Division/Function	Program Area	Core Services
Administration	Community Engagement	<ul style="list-style-type: none"> Respond to public inquiries
	Budget	<ul style="list-style-type: none"> Manage and maintain MUNIS ERP system Test and implement ERP updates Incorporate changes and customer requests to the ERP system Facilitate data transfer between ERP and other applications
	Policy Development	<ul style="list-style-type: none"> Create and maintain Town policies and procedures to guide Town financial management.
	Procurement	<ul style="list-style-type: none"> Review and authorize Town purchases and assist with bid and RFP processes
	Financial Monitoring	<ul style="list-style-type: none"> Create financial tools to aid departments

Finance Division/Function	Program Area	Core Services
		<ul style="list-style-type: none"> • Develop and publicize Town financial reports • Analyze financial trends and provide financial guidance to elected officials and Town executive staff • Monitor financial conditions including cash and investments • Prepare monthly, quarterly, and annual financial reports
	Financial Planning	<ul style="list-style-type: none"> • Create plans for the Town to achieve a balanced budget • Perform revenue and expense forecasting
	Debt Management	<ul style="list-style-type: none"> • Finance approved Town projects • Administer grant agreements • Establish project budgets • Monitor debt activity
	Budget	<ul style="list-style-type: none"> • Prepare, update, and analyze the Town’s general budget • Conduct budget forecasting • Assist Town departments to help them understand their budget • Work with Town departments to create budget management tools
Assessment	Analysis	<ul style="list-style-type: none"> • Analyze market conditions to determine trends and changes in the market and provide guidance to policy makers on the potential financial impact • Perform ratio studies to ascertain the level of assessment and determine reassessment parameters
	Tax Management	<ul style="list-style-type: none"> • Oversee tax commitments and warrants for real, personal, motor vehicle and boat properties • Review abatement applications and manage the tax assessment appeal process
Treasury	Administration	<ul style="list-style-type: none"> • Prepare Federal and State required reports
	Financial Management	<ul style="list-style-type: none"> • Manage cash flow process for the General Fund and all restricted funds • Invest surplus Town funds in interest bearing accounts • Manage the daily cash and account reconciliation process • Maintain escrow, stabilization, investment and trust funds • Enter and process bi-weekly payroll
Tax Collection	Administration	<ul style="list-style-type: none"> • Establish procedures for sending tax demands, initiating tax takings, reporting of bounced checks, running of credit reports • Provide weekly reports of all money received to Treasurer

Finance Division/Function	Program Area	Core Services
	Tax Management	<ul style="list-style-type: none"> Furnish fidelity bond with a surety payable to Town Verify that commitments received are duly and properly signed Maintain electronic tax commitment list showing status of taxpayer account
Procurement	Administration	<ul style="list-style-type: none"> Maintain list of capital projects Maintain capital project software Document payment of Town expenditures Manage contract files Provide guidance and support to Town departments to aid in internal procurement purchases

Budget

Since FY2014, expenses for the Department have increased by 14%. This has been the result of increases in staffing levels for the department and the natural growth of salaries and benefit expenses. Since FY2014, the Department has added or filled several positions including the Assistant Procurement Officer and the Financial Analyst positions. Operating expenses have doubled over this period, stemming from the growth in professional services expenses for MUNIS support. The following table summarizes expenditure trends over the previous five fiscal years.

Table 15: Finance Department Expenses – General Fund, FY2014 through FY2018

Expense Category	FY2014 Actual	FY2015 Actual	FY2016 Actual	FY2017 Actual	FY2018 Actual	Percent Change FY2014 to FY2018
Personnel	\$1,447,935	\$1,509,293	\$1,561,943	\$1,548,621	\$1,594,856	10%
Operating	\$326,059	\$504,723	\$427,752	\$315,549	\$432,654	33%
Total	\$1,773,994	\$2,014,016	\$1,989,695	\$1,864,170	\$2,027,510	14%

Staffing

The following is a list of authorized positions within the Finance Department for FY2019 based on data provided from the Town's MUNIS system.

Table 16: Finance Department Authorized Staffing, FY2019

Finance	Authorized Full-Time Positions	Authorized Part-Time Positions	Total Authorized Positions
Assessor			
Assessor	1	0	1
Assistant Assessor	1	0	1
Field Assessor	1	0	1
Office Administrator	1	0	1
Collector			

Finance	Authorized Full-Time Positions	Authorized Part-Time Positions	Total Authorized Positions
Administrative Assistant	1	1	2
Assistant Collector	1	0	1
Tax Collector	1	0	1
Senior Clerk	1	0	1
Finance			
Accounting Clerk	3	0	3
Accounts Payable Clerk	1	0	1
Assistant Procurement Officer	1	0	1
Assistant Director of Municipal Finance	1	0	1
Assistant Town Accountant	1	0	1
Director of Municipal Finance	1	0	1
Financial Analyst	1	0	1
Operations Coordinator/Bookkeeper	1	0	1
Treasurer			
Administrative Assistant	1	0	1
Assistant Treasurer	1	0	1
Payroll Administrator	1	0	1
Treasurer	1	0	1
Total	22	1	23

It should be noted that some position titles provided by the Finance Department do not align with those provided from the Town’s MUNIS system. For example, the Operations Coordinator/Bookkeeper position has been converted to an Accounting Clerk.

Finance Department Analysis and Recommendations

The Finance Department provides direct support to every General Fund department as well as the six-Enterprise Fund departments. For this reason, it is of paramount importance that the Finance Department develop and maintain strong relationships with each customer department of the Town. Department staff consistently reflected commitment to this goal.

The Department benefits from having a wealth of experienced staff. Given the current staffing and retention climate for many Town departments, this feature of the Finance Department is notable. The Department has been insulated from the staffing challenges witnessed in other Town departments, and the operational and staffing capacity for the Finance Department remains relatively stable. During the interviews with operating departments, the Finance Department was largely reflected as a helpful and important partner in service delivery.

However, the Department does face several challenges. There is a need within the Department to augment capacity to support and expand the use of MUNIS throughout the Town. This represents an area where additional staffing capacity will be required. By focusing on enhancing the use and functionality of MUNIS, the Department will also be able to increase the use of automation of Department processes and procedures for both transactional and core services. This will generate additional staffing capacity not just

within the Finance Department, but within other departments as well. In addition, there is a need to enhance the Town's ability to proactively manage capital projects and coordinate a centralized approach to asset management.

MUNIS Implementation Support

Recommendation 13: Add a MUNIS Specialist position to the Finance Department.

An ERP is intended to be a comprehensive management tool that centralizes and integrates each Town department's business processes and functions into one complete system. The centralization of business processes into a single management information system should enable the Town to streamline business operations and allow for the efficient dissemination of business information. As the Town's ERP, the platform impacts the operations and efficiency of every department within the Town. However, the Town has struggled to develop and maintain operational expertise among staff as well as ensure the Town's MUNIS platform remains current on module offerings, features, patches, and updates. As a result, there is little capacity to fully utilize, enhance or expand the use of MUNIS in the current structure. Consequently, the MUNIS investment is underutilized within the Town.

Within the Finance Department, there is one position – the Accounting Manager – who can be considered a MUNIS “subject matter expert.” This person's expertise in this area is derived from working with the platform for several years; the incumbent serves as the primary point of contact for staff seeking to resolve MUNIS issues or clarify processes. However, this position is also responsible for managing the accounting function for the Town. It is unreasonable to expect this position to drive the expansion of MUNIS or train staff on its functionality while also managing the Town's accounting functions.

Most Town departments do not employ a MUNIS subject matter expert, and there has been limited and sporadic effort paid toward training staff to use MUNIS modules or incorporate departmental processes into the system. As a result, many departments fail to utilize the platform to its full capabilities. For example, the degree to which the purchasing modules are utilized by departments varies considerably. Staff often compile quotes, invoices, and purchase order documentation separately for entry by central administrative personnel even though they have access to the appropriate MUNIS module to perform these tasks. This delays processing time and limits staff's access to valuable information and reports contained with MUNIS.

The Finance Department is a major user and administrator of the ERP. Financial systems such as the Purchase Order (PO) system, asset management system, budgeting modules, General Ledger, and cash accounting systems impact departments across the Town. When considering where best to add additional MUNIS capacity, one of the most impactful areas to add expertise is in the Finance Department. However, it is also clear that many of the areas of MUNIS that require augmentation relate to the Human Resource information System (HRIS) components.

As a result, it is recommended that a MUNIS Specialist position be added in the Finance Department and be utilized by both HR and Finance to increase the technical capacity of staff in both departments and train end-users in all Town Departments on system use and functionality.

This will require the MUNIS Specialist to develop a comprehensive MUNIS training program for Town end users. The MUNIS specialist should begin by conducting a needs assessment of each department's current operational processes performed both inside and outside of MUNIS as well as an assessment of the current MUNIS technical capacity among department staff. This information should be used to identify training needs for the program as well as identify objectives or goals for the program which will be used to evaluate

skill attainment of participating staff. Once the needs and goals are identified, the MUNIS Specialist should contact the MUNIS parent company, Tyler Technologies, to develop a series of tailored training modules to meet the needs of identified staff and departments.

The development of MUNIS subject matter experts at the department level should be a critical component of the Town's overall MUNIS improvement strategy. This component will require ongoing education and training to stay current on the latest MUNIS updates and refine staff expertise. The MUNIS Specialist must take a proactive role in the skill development of end users into the future.

The MUNIS Specialist position will report to the Assistant Director of Finance but will serve as a critical member of the MUNIS Enhancement Team detailed in Recommendation 11. Because this position's work will involve highly technical skills, it is appropriate to classify the MUNIS Specialist similarly to other technical positions in the Information Technology (IT) Department. IT technical staff are represented under a collective bargaining agreement between the Town and the Laborer's International Union of North America (LIUNA). Classifying the proposed MUNIS Specialist similarly under the LIUNA agreement will result in a classification of S-B, with a starting salary of \$76,235. After accounting for employer and benefits expenses, the estimated total cost of the MUNIS Specialist position is \$112,000 in the first year.

Capital Planning and Asset Management

Recommendation 14: Establish a Capital Asset Manager position to oversee capital planning, budgeting, and asset management.

One of the most significant issues identified during The Novak Consulting Group's review of the Town's operations functions is the need to develop a proactive asset management program. Asset management is an integrated process for managing municipal infrastructure to ensure it supports the delivery of quality and fiscally-responsible services. Focusing on each asset's life cycle, asset management considers the maintenance, rehabilitation and replacement of all municipal infrastructure to provide sustainable service delivery while managing risks and minimizing costs. A robust asset management plan helps municipalities make informed, proactive infrastructure and budget decisions according to priorities and needs.

The Novak Consulting Group has recommended the development of proactive asset management processes in the Public Works and Sewer Departments. However, there is also a need to provide dedicated capacity to centrally manage and prioritize asset management decisions and provide decision-makers with comprehensive data regarding the impact of capital investment decisions. Therefore, a Capital Asset Manager position is recommended. This position should provide capital project management support to operating departments and serve as the link between the operating, planning, maintenance, and funding components of an effective CIP and comprehensive asset management system.

This position will be tasked with three primary tasks. First, the Capital Asset Manager position will serve as the central project manager responsible for driving and managing implementation of the asset management program development recommendations outlined in the Public Works and Sewer Department sections of this report. In this role, the Capital Asset Manager will coordinate the development of work plans and project plans to complete the necessary infrastructure condition assessments and develop long-term estimates of capital needs. Staff in several departments are readily positioned to assist the Capital Asset Manager's efforts to coordinate the Town's approach to asset management. For example, the Public Facilities Manager and Central Fleet Manager in Public Works should play a primary role in refining existing asset inventories related to the Town's buildings, facilities, fleet vehicles, and equipment, as discussed in the Public Works section of this report. Similarly, the Sewer Director, Compliance Engineer, and Chief Operator should continue the Sewer Department's existing asset inventory practices. Together, these staff should coordinate with the Capital Asset Manager to ensure that asset inventory and condition

information is accurate, up-to-date, and readily informs future CIP priorities. The Capital Asset Manager will serve as the interface to the Finance Director and Town Administration and will track and report progress on all initiatives pertaining to the development of a proactive asset management program.

Second, the Capital Asset Manager position will be tasked with providing direct project management support for vertical construction projects in the Town. As such, the incumbent should have experience serving as a construction project manager or owner's representative. In this role, the Capital Asset Manager will coordinate with facility users to properly scope facility construction projects and will serve as the project manager on behalf of the Town.

Third, the position will be tasked with providing management support to the Town's CIP process. In this role, the Capital Asset Manager should serve as the point of contact and liaison to the Town's Capital Program Committee (CapCom). At present, CapCom is comprised of seven individuals representing the Select Board, the Town's Finance Committee, the Nantucket Planning and Economic Development Commission, and the public.

Under the Town's current approach, Town departments submit their capital requests annually to the Finance Department, and CapCom then evaluates each request and prioritizes each based on several criteria including:¹⁵

- Imminent threat to health and safety of citizens, employees or property
- Maintenance and improvement of capital assets
- Requirements of state or federal law
- Improvements of infrastructure
- Improvements/maintenance of productivity
- Improvement of an overburdened situation
- Newly identified need
- Priority assigned by department
- Consistency with furtherance of long-term capital planning objectives of Town
- Fiscal impact of the proposed project and Town's ability to finance it
- Cost savings for the Town
- Operating efficiencies
- Revenue generation
- Community benefit

The CIP includes a comprehensive list of all approved Town capital projects. It takes the form of a 10-year schedule, and individual projects are scheduled based upon priority considerations. As projects are completed, they are removed from the CIP and new projects are added. Each year those capital requests that receive highest priority by CapCom are included in the proposed CIP for that year. Also included are each project's estimated financial costs. This document is then incorporated into the Town's operating and capital budget for the following year and must be approved by the Town's Select Board, Finance Committee, and Town Meeting.

¹⁵ Capital Program Committee Role

Though the current process offers several advantages, there are some remaining challenges. First, despite having criteria to facilitate the prioritization of capital projects, the interpretation of that criteria can still be difficult to discern. For example, viewpoints on the degree to which a project may provide community benefit may vary from one committee member to the other. Second, the absence of a central and consolidated framework that outlines mid-term and long-term asset management needs and future investment challenges makes it difficult to make investment decisions that take into account the totality of measurable needs. The Capital Asset Manager will be tasked with helping departments develop condition-based asset management plans and integrating those data-based investment requirements into the decision-making process.

The following figure summarizes the recommended organization chart for the Finance Department. Recommended new positions are highlighted in green.

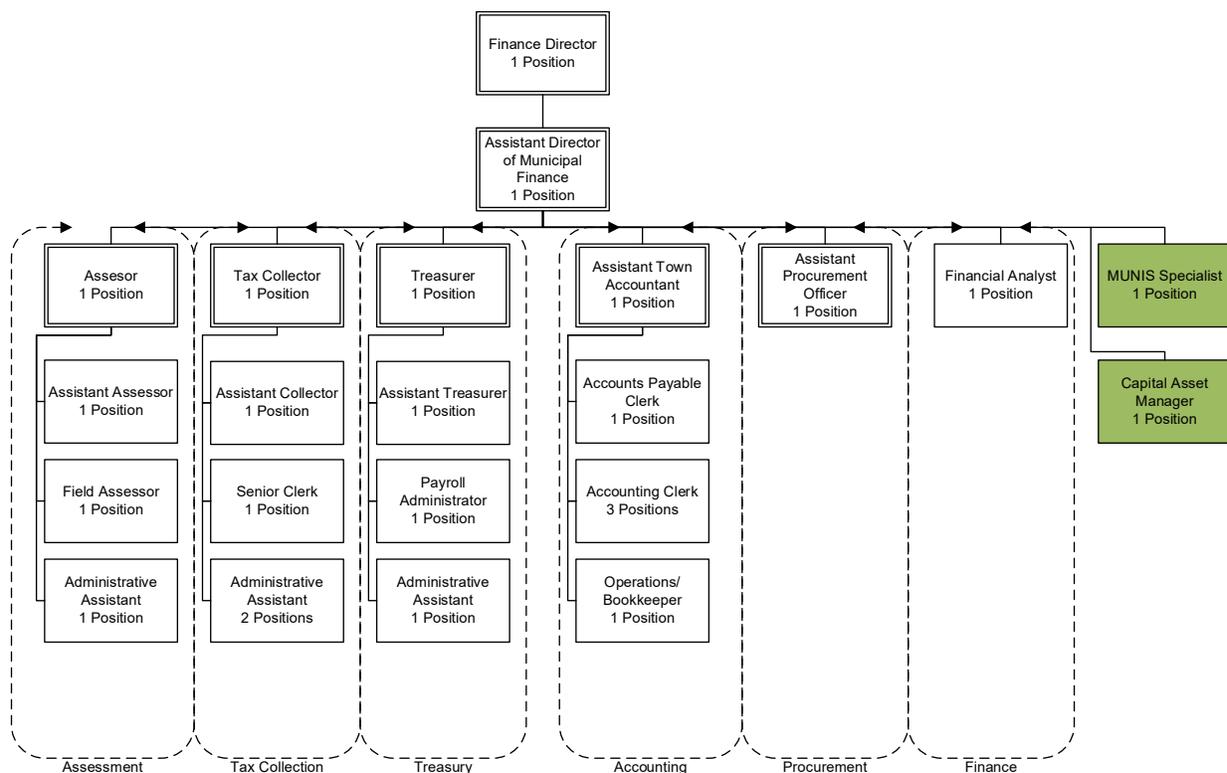


Figure 8: Proposed Finance Department Organizational Structure

Because the Capital Asset Manager represents a new position for the Department, determining an appropriate salary for this position should be accomplished through a rigorous position study process and as part of the Town’s efforts to update its classification, compensation, and position control systems as discussed elsewhere in this report. However, at the time of this writing, it is reasonable to assume that the Capital Asset Manager’s responsibilities will be similar to other employees in the Town organization who are represented by LIUNA, and who are classified in the Town’s collective bargaining agreement with LIUNA as S-B positions. According to the latest available agreement, S-B positions receive a base salary rate of \$76,235 per year. After accounting for employer costs and benefits, it is reasonable to assume an estimated total cost for the Capital Asset Manager position of \$112,000 per year.

Recommendation 15: Purchase and implement the MUNIS capital budget module.

One of the central challenges associated with developing an effective asset management program is that asset condition and life cycle information are still assembled manually on an ad hoc basis, as project needs become immediately apparent. As a result, investment decisions are being made without the benefit of a consolidated, holistic database of all capital needs and asset condition beyond the budget cycle in question. As previously discussed, it has been recommended that asset management processes be developed in the Public Works and Sewer Departments. The development of these processes, which should be supported by the recommended Capital Asset Manager position, will require comprehensive assessments of asset condition. These condition assessments should be integrated with an asset management system that helps to consolidate, collate and project investment needs into the future.

There is an opportunity to expand the use of MUNIS to meet this objective. MUNIS offers a capital asset module that is capable of centralizing and automating most of the work being performed by the departments and CapCom. This includes features to enable the creation of comprehensive inventory lists, condition assessments, and capital depreciation schedules. It allows prioritization criteria to be reflected in the process and provides reporting features that will better enable the comprehensive evaluation of capital project needs. In addition, the module can integrate the accounting and reporting of capital assets with the Town's current MUNIS finance modules. These features will provide valuable information that can be used to evaluate and prioritize capital projects for the Town and aid in the facilitation of multi-year capital project and operational budget planning.

The utilization of a MUNIS capital asset module is also in alignment with the recommendations made in the *Town of Nantucket – Capital Program Committee FY2019 Report*. The contents of this report focused heavily on capital asset management as a tool that could inform and compliment the CIP process to develop a more comprehensive approach to the management of the Town's capital inventory. In this report, CapCom made a series of recommendations that, if implemented, could benefit both the Town's capital asset management and CIP initiatives. Specifically, the report recommended that the Town centralize its capital asset management program. Included in this recommendation was the creation of a directorship to manage and administer the Town's capital assets and the use of a software-based solution that automates and enhances intended outcomes.¹⁶ Using MUNIS to facilitate a more efficient prioritization process and to aid in long-term project management and budget planning advances this recommendation. The Town should engage with MUNIS to develop a cost-estimate for the implementation of the capital budgeting module.

Cross-Training**Recommendation 16: Institute cross-training program for Finance Department staff.**

The Finance Department performs several core Town-wide business processes that must be completed on a recurring, schedule-driven basis. For example, payroll must be completed bi-weekly, accounts payable must be completed monthly, cash reconciliation must be completed daily, etc. However, there are some areas within the Department where one employee is responsible for a core function with limited or no backup.

For example, presently there is one position responsible for the accounts payable function. When this individual is absent, the Department does not have other staff who possess the process knowledge to

¹⁶ Town of Nantucket – Capital Program Committee FY2019 Report and Recommendations

backfill and execute the Department's accounts payable processes. As a result, the execution of the Town's accounts payable function does not occur until the employee returns to work. Similarly, the Department is equipped with one employee with the skills to address issues in the MUNIS financial system and General Ledger. There are no other employees trained to serve these functions.

To address this issue, the Department should create a cross-training program designed to improve the internal capacity of staff. An effective cross-training program has two core components: identifying synergies among staff skillsets, and training staff to perform tasks outside of their usual job functions. Doing this enlarges the operational capacity of staff by enabling them to perform multiple functions during peak workload periods and by creating competency to enable staff to backfill when necessary for other positions. Unlike most employee training programs and initiatives, a cross-training program need not be a formal one. Instead, a productive cross-training program could consist of teaching willing employees processes outside of their usual functional area, and then periodically assigning the cross-trained employees work to maintain a basic skillset.

The execution of a successful cross-training program will require the continuous engagement and support of the Finance Director and Department management. It will be important for this group to articulate clear expectations of the program. In addition, in a highly organized Town such as Nantucket, consideration should also be given to employee union contracts to not interfere with negotiated guidelines and requirements between employees and the Town.

The Director will also need to adjust the Department's workload and each employee's desires for specific cross-training to ensure that each division's core functions are accomplished effectively while cross-training occurs. When fully implemented, the cross-training program will expand staff capacity and enable the department to more effectively and efficiently execute their core functions and services.

Employee Data Verification

Recommendation 17: Complete a comprehensive review and verification of all employee data within MUNIS.

The execution of the Town's payroll function is a shared responsibility of both the Finance and Human Resource Departments. The Human Resources Department is responsible for setting up all new employees in MUNIS and administering adjustments to employee data resulting from profile information changes (e.g., change of address), benefit changes, and the like. The Finance Department is responsible for administering payroll on a bi-weekly basis and coordinates the collection of all-time sheets and entry into the payroll system.

The payroll process is largely a manual process; Town employees are required to fill out their time on paper time-sheets. Finance Department staff manually administer compensation, deductions, and tax calculations and manually enter that information into the Town's payroll system.

One of the central challenges with the payroll process is that employee data within MUNIS is outdated and inaccurate. In many cases, employee data was incorrectly entered when MUNIS was implemented and there is no process in place to review and verify employee information on a consistent basis. Further, there is no mechanism in place for employees to proactively review and verify what is in MUNIS. In addition, the process of updating that data when employee electives or employee information changes occur is a manual process. Employees must complete manual forms for review and entry into MUNIS by Finance Department personnel. This manual entry results in payroll and benefits errors that must be manually addressed by personnel.

There are two important steps that must be taken to address this issue. First, the Town should engage in a comprehensive cleaning of all MUNIS personnel data. They should initiate a process whereby all employee data is reviewed and verified within the MUNIS system. By implementing a process of verifying the accuracy of all existing employee information, the Town can then move to eliminate antiquated or inaccurate data from the system and limit the number of labor hours required to manually adjust human resource and financial data to account for inaccurate base data. This process can be implemented with little additional investment and should be completed on a recurring basis; however, it will likely be necessary for the Town to contract with a third-party to complete the necessary initial data cleaning and employee record update process.

Following this process, the Town should consider purchasing an employee self-service module (ESS) in MUNIS. ESS allows employees to easily monitor and maintain personal and employment information — including paid time off accruals and requests, pay and contract history, benefits selections, job openings, performance evaluations, and announcements. They also provide a timely electronic communication conduit with HR to address issues. The effective implementation of ESS will give the Town the ability to efficiently improve the quality of MUNIS personnel information going forward and provide a mechanism for employees to review and verify payroll and leave accrual data.

Implementing the ESS module will also allow the Town to move toward a fully electronic time keeping process and eliminate the existing manual data entry process which requires at least 16 hours of labor time every two weeks in the Finance Department and countless additional labor hours in other Town departments. In MUNIS ESS, employees will be given access to an electronic timesheet. Employees will then enter their time each day through the ESS interface just like they would in a paper-based timesheet. The ESS timesheet is linked into the Town's accounting and payroll programs, thereby automating most of the payroll functions of the Town. The Town should engage with MUNIS and evaluate the cost of ESS module implementation compared to the benefits gained.

It should also be noted that the Finance Department and IT Department have begun working to address the issue. They have developed a test database to use as the platform to correct employee data before it is transferred into the live MUNIS system.

Procurement Process

Recommendation 18: Eliminate redundant processes in Department procurement.

MUNIS is intended to fully automate the procurement process from purchase order (PO) through solicitation and payment. The Town requires an online MUNIS purchasing requisition to be created and entered into the platform for all department purchases. The Town also requires that department staff complete each requisition and record and file bids/invoices through the platform as well. However, due to system limitations and the number of staff across each department who lack the technical knowledge and experience in MUNIS to properly and efficiently execute these PO module functions, many are being performed on paper outside MUNIS and re-entered into the system by departmental administrative personnel or procurement personnel in the Department of Finance. This is both an inefficiency and an oversight challenge for the Town.

The Finance Department should eliminate duplication throughout the Department's procurement processes and automate procurement using the MUNIS platform to enable Town staff to devote less time on transactional tasks and spend more time on core services. This will require the inventorying of the Town's procurement capabilities of MUNIS as well as the current processes and procedures used by department staff to execute their procurement responsibilities. The goal should be to fully automate those

processes that could be automated in MUNIS and to reduce the technical barriers that prohibit automation from happening.

Timelines and goals to guide this process should also be developed and should be communicated to stakeholder departments. The use of timelines and goals will facilitate structure and direction for the project and enable the Director of Finance and Town Administration to remain abreast of a project's progress and challenges if they occur.

Information Technology and GIS Department

The mission of the Town of Nantucket’s Information Technology and Geographic Information Systems (GIS) Department (IT Department) is to “provide a reliable, secure computing environment that facilitates the use of technology to deliver a more effective and efficient government to the citizens and business community of Nantucket.”¹⁷ As such, the Department is tasked with the management of the Town’s communication and technical infrastructure. This includes the installation, maintenance, and updating of the Town’s hardware, software, networks, and communications systems. Geographic Information Systems or GIS also constitutes a significant area of responsibility for the Department. The Department maintains interactive GIS maps of the Town on their WebGIS site. Several Town departments utilize the GIS information provided by the IT Department to aid in their decision-making processes.

The Department supports both the Town’s General Fund and enterprise fund departments. The structure of the department is illustrated in the following organizational chart.

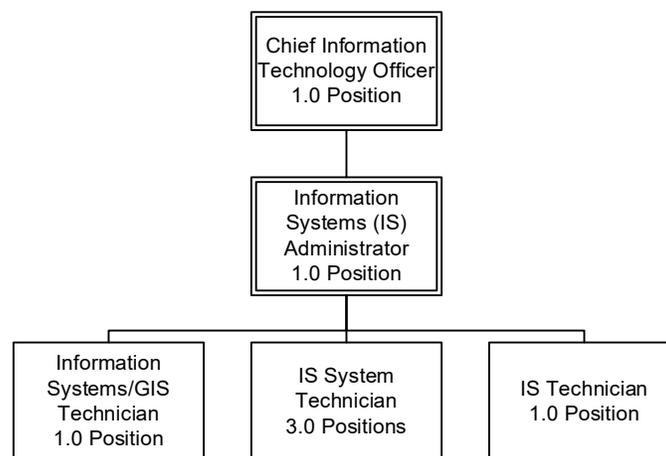


Figure 9: Information Technology Organizational Structure, 2018

The Department is led by a Chief Information Officer and daily operations are overseen by the Information Systems (IS) Administrator. In this capacity, the IS Administrator is responsible for both basic Department administration and the execution of technical tasks in support of the Department’s mission.

The GIS Information Technician, three IS System Technicians, and a part time Information Systems Specialist report to the IS Administrator. The employees of these three positions execute most of the technical support for the Town including the installation, configuration, support, and troubleshooting of the Town’s hardware and software. Help desk support is also a major area of concentration for these positions.

¹⁷ 2017 Nantucket Executive Budget

Core Services

Each of the divisions of the Department performs a variety of services and tasks that constitute core department services. Those functions are summarized in the table below.

Table 17: IT Department Core Services

Information Technology Division/Function	Program Area	Core Services
Administration	Strategic Planning and Project Management	<ul style="list-style-type: none"> Oversee and administer IT strategic planning and governance
	Budget	<ul style="list-style-type: none"> Develop and administer department budget Identify capital needs and budget accordingly
	Enterprise Resource Planning	<ul style="list-style-type: none"> Manage and maintain MUNIS ERP system Test and implement ERP updates Incorporate changes and customer requests to the ERP system Facilitate data transfer between ERP and other applications Manage and configure EnerGov e-permitting platform and applications
	Policy Development	<ul style="list-style-type: none"> Create and maintain appropriate technology policies for Town and department staff
	Procurement	<ul style="list-style-type: none"> Identify and authorize appropriate hardware and software procurement
	Systems Administration	<ul style="list-style-type: none"> Design and manage network systems Manage Town’s fiber optic network
Geographic Information Systems (GIS)	GIS system	<ul style="list-style-type: none"> Maintain Town’s GIS software
	Map Creation	<ul style="list-style-type: none"> Develop custom GIS maps for departments and external customers Develop and maintain web-based GIS maps for the Town website
Systems Administration	Security	<ul style="list-style-type: none"> Manage user account access on Town systems Oversee Town access and camera systems
	Systems Administration	<ul style="list-style-type: none"> Design, deploy, and configure Town server systems Test and troubleshoot servers and related systems as issues arise Assist with other enterprise-wide systems needs
	Device Configuration and Support	<ul style="list-style-type: none"> Procure and configure desktops, phones, and peripheral equipment Researches and obtains quotes for technology equipment and peripherals
	LaserFische System Management	<ul style="list-style-type: none"> Design, develop, implement and maintain LaserFische system features

Information Technology Division/Function	Program Area	Core Services
	CivicPlus and CivicReady Website and Notification System Administration	<ul style="list-style-type: none"> • Manage and maintain CivicPlus website application
Technology Support	Help Desk	<ul style="list-style-type: none"> • Answer and respond to customer support requests and Town facilities • Diagnose and troubleshoot issues • Enter and track issues in the Town’s Spiceworks system

Budget

IT Department expenses have increased by 36% over the preceding five-year period. Operating expenses have increased by 80% (nearly \$195,000), largely due to one-time expenditures associated with IT upgrades and equipment purchases which were made with operating funds. Personnel expenses have also increased over this period. Department staffing has remained relatively stable and as a result has not impacted personnel costs as seen in other Town departments. Instead, the increases in personnel costs for the Department have largely been the result of pay increases and cost of living adjustments for current staff.

Table 18: Information Technology Expenses – General Fund, FY2014 through FY2018

Expense Category	FY2014 Actual	FY2015 Actual	FY2016 Actual	FY2017 Actual	FY2018 Actual	Percent Change FY2014 to FY2018
Personnel	\$458,601	\$459,183	\$457,171	\$515,741	\$517,781	13%
Operating	\$243,144	\$284,706	\$332,179	\$370,823	\$437,654	80%
Total	\$701,745	\$743,889	\$789,350	\$886,565	\$955,435	36%

Staffing

The following is a list of authorized positions within the IT Department for FY2019 based on data provided from the Town’s MUNIS system.

Table 19: IT Department Authorized Staffing, FY2019

Information Technology	Authorized Full-Time Positions	Authorized Part-Time Positions	Total Authorized Positions
Chief Information Technology Officer	1	0	1
Information Systems (IS) Administrator	1	0	1
GIS Info Technician	1	0	1
GIS Coordinator	1	0	1
IS System Technician	1	0	1

Information Technology	Authorized Full-Time Positions	Authorized Part-Time Positions	Total Authorized Positions
IT Technician	1	1	2
Total	6	1	7

It should be noted that some position titles provided by the IT Department do not align with those provided from the Town’s MUNIS system.

IT Department Analysis and Recommendations

The Town of Nantucket’s IT Department was the subject of an IT Assessment conducted by the consulting firm of Plante Moran in 2016. The report issued a series of recommendations aimed at improving departmental and Town operations. Since being issued, several of the report’s recommendations have been fully implemented. However, interviews with staff from inside and outside the Department and research on current operations have revealed that other recommendations found in the report have not been pursued to date. The Novak Consulting Group’s review of this assessment has verified the intent of many of the recommendations included therein and some of those recommendations are reiterated below. However, a need for additional staffing in MUNIS and departmental application support has also been identified.

MUNIS Implementation Support

Recommendation 19: Add a MUNIS Application Support Specialist in IT.

As discussed in preceding sections, expanding the capacity and functionality of the MUNIS system must be an important goal for the Town. As such, this Staffing Study has recommended the creation of a new position in the Finance Department to increase MUNIS support capacity and to augment end-user functionality in both the Finance and Human Resources related modules of MUNIS. This Study also recommends increasing the number of MUNIS modules actively utilized by the Town to automate manual processes and increase operational efficiencies throughout the Town’s financial and personnel functions. To support this broader initiative, there is a need to increase the capacity of the IT Department to support the technology features of MUNIS and coordinate with Tyler Technologies on licensing, system upgrades, and associated training. Adequate staff capacity is needed to address end-user MUNIS issues that arise as the Town moves to more assertively institutionalize the use of MUNIS as a core business system in every department. Therefore, it is recommended that a MUNIS Application Support Specialist position be created.

The addition of this position within IT will augment the Town’s ability to proactively implement each of the modules of MUNIS and provide additional help desk management capacity for the Department. Adding this position will increase the capacity of the Department to address MUNIS help desk ticket requests as well as enable existing Department staff to re-allocate their time to focus on other critical IT functions, such as software, hardware, website, Active Directory (AD), and email support. Furthermore, as MUNIS becomes more functional and fully implemented, this position should be leveraged to provide direct customer support for departmental business applications and reporting. For example, the position should implement a work order system in Public Works and enhance data analysis and reporting functions within the Fire Department. Currently, there is limited capacity for IT to provide this level of support, and these are examples of areas where departmental business applications are clearly needed as a mechanism to improve efficiency.

While the position classification will need to be evaluated by the HR Department, it is reasonable to assume that the proposed Application Support Specialist will be classified similarly to IS Technicians covered under the Town’s labor agreement with the Laborer’s International Union of North America. Under the latest agreement, IS Technicians are classified as S-B positions with a base salary of \$76,235. After accounting for employer costs and benefits, the estimated total cost of the Application Support Specialist position is approximately \$112,000 per year.

The following organizational chart summarizes the recommended organization structure for the IT Department; recommended positions are highlighted in green.

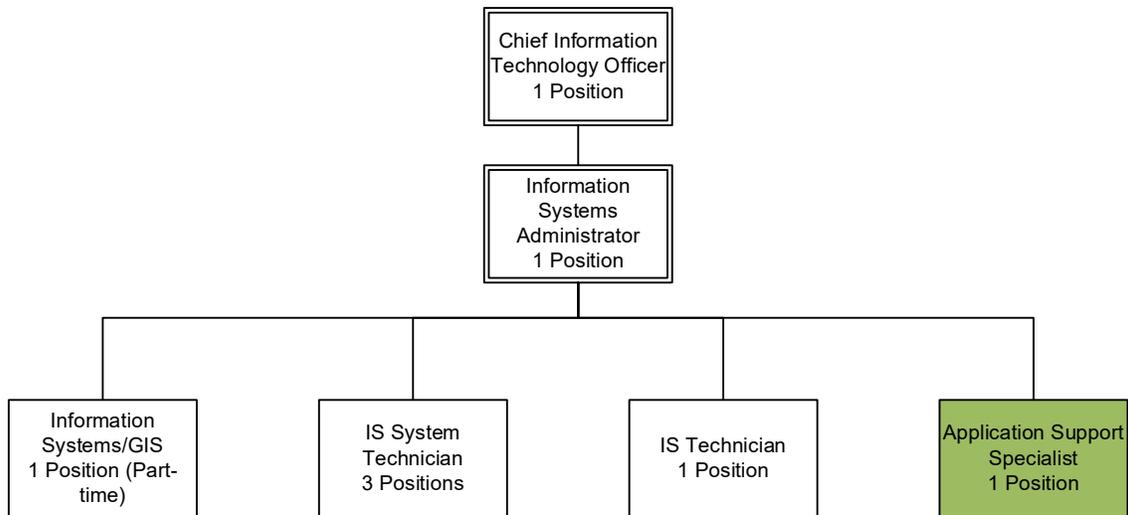


Figure 10: Proposed Information Technology Department Organizational Structure

Performance Measurement

Recommendation 20: Establish and track performance measures to evaluate service delivery and Department performance.

As detailed in Recommendation 3, the use of performance measures is a critical management tool. Metrics allow Department management to provide substantive information regarding workload, process times, and other analytic information that may be used to inform staffing calculations, improve services or to assess overall Department performance.

The following table details a series of performance measures that IT can begin tracking to more effectively measure performance and service delivery.

Table 20: Information Technology Performance Measures, Illustrative

Performance Measure	Inputs Required
Percentage change in number of PC’s supported	<ul style="list-style-type: none"> Number of PC’s in period 1 (could be year 1) Number of PC’s in period 2
Percent change in number of Town-provided/owned PDAs supported	<ul style="list-style-type: none"> Number of PDAs in period 1 Number of PDAs in period 2

Performance Measure	Inputs Required
Percent change in number of help desk queries received	<ul style="list-style-type: none"> • Number of queries received in period 1 • Number of queries received in period 2
Percent of help desk queries resolved	<ul style="list-style-type: none"> • Number of total queries • Number of queries resolved
Number of help desk queries resolved by FTE	<ul style="list-style-type: none"> • Total FTE count for Department • Number of queries resolved
Cost per help desk query	<ul style="list-style-type: none"> • Total time spent on help desk queries • Total salary cost of IT Department Staff
Percent change in number of GIS requests processed	<ul style="list-style-type: none"> • Total number of GIS requests processed in period 1 • Total number of GIS requests processed in period 2
Average number of network outages	<ul style="list-style-type: none"> • Number of network outages for period 1 • Number of network outages for period 2
Average duration of network outages	<ul style="list-style-type: none"> • Total time of network outages for period 1 • Total time of network outages for period 2
Number of projects managed by FTEs	<ul style="list-style-type: none"> • Total number of projects for Department in period • Total number of FTEs in department
Average cost per project managed	<ul style="list-style-type: none"> • Total number of projects for Department in period • Identify implementation costs for each project within a selected period
Percent of projects completed as scheduled	<ul style="list-style-type: none"> • Total number of projects within a set period • Total number of projects completed within schedule over set period
Percent change in number of projects managed	<ul style="list-style-type: none"> • Total number of projects in period 1 • Total number of projects in period 2

IT Governance

Recommendation 21: Institute IT Governance Model led by an IT Steering Committee.

Currently, there is no clear process in place to centrally inventory and prioritize annual departmental IT software applications budget requests as part of the budget development process. Rather, each department submits their IT budget requests as an element of their operating budget, and those requests are evaluated within the limited context of departmental needs and available resources. The 2016 assessment of the IT Department provided a series of best practices recommendations related to IT governance and strategic planning, including the development of an IT Steering Committee. However, this critical initiative has not been implemented.

To address this, the Town should create a formalized IT budget request review and investment process that utilizes an IT review committee to ensure consistency and integration of all IT purchases with the Town's enterprise IT goals and the Town's budget as recommended in the strategic plan. This process should include several steps including planning, evaluation, and execution. In the planning stage, each department submits IT requests to the Town Manager and Finance Department for coalition and initial evaluation. The requests should cover a five to 10-year period and should be evaluated based on their alignment with the goals of the IT strategic plan, the requested technology's level of integration with existing Town technology, cost, and scope. If approved, each purchase or project should be added to an IT schedule for implementation.

There should also be a central IT budget for the Town as part of the Town's operating budget. Each year the IT budget should be set, and all IT related purchases and projects should be allocated from this budget. This will add an additional layer of control for the Town in IT procurements and will help the Town formulate strategies to guide purchasing and replacement of IT infrastructure.

An IT Steering Committee should be formed with subject matter experts in IT as well as representatives from the Town customer departments to manage this process. Maintaining communication and coordination are vital in this process. Because of this, the Committee should meet regularly to discuss IT related subjects, evaluate requests, and receive updates on projects. Monthly Committee meetings outside of the budget cycle should occur. Because the Committee has budget considerations, it should meet more frequently during the annual Town budget process.

The Town has already begun the process of implementing this important initiative. The Town's new Chief Information Technology Officer is in the process of forming an IT Governance Team to perform these tasks. This team will be chaired by the Chief Information Technology Officer and will consist of subject matter experts and departmental end-users. In addition, the Chief Information Technology Officer is in the process of contracting with a facilitator to help this new team operationalize the IT Strategic Plan and governance process.

Human Resources Department

The Human Resource (HR) Department’s mission is to “energize our employees with fair treatment, challenging work, competitive benefits, equitable compensation, and membership in Nantucket’s diverse and beautiful community.”¹⁸ The Department is responsible for managing the employee recruitment, payroll set up, benefits, labor relations, training and workforce development programs for all Town departments. Human Resources is responsible for ensuring that personnel policies and practices follow State and Federal laws, regulations, and requirements, as well as adopted Town ordinances, and serves as a resource to managers, supervisors and employees on all matters pertaining to the employee experience. The structure of the department is illustrated in the following organizational chart.

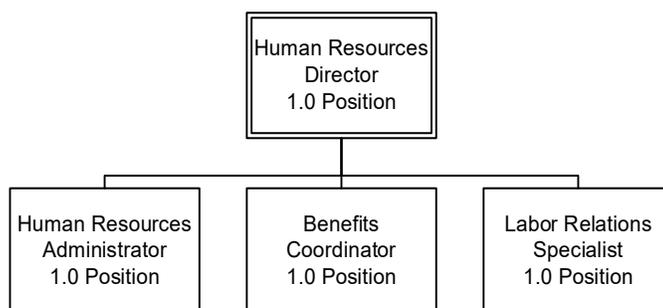


Figure 11: Human Resources Organizational Structure, 2018

The Department is led by the Human Resources Director. The Director is responsible for labor relations, leading the Town’s recruitment and hiring efforts, assisting department leadership in their budget review processes, maintaining and updating the Town’s personnel policies, and supervising HR personnel.

The HR Director has three direct reports, including the Benefits Coordinator, Human Resources Administrator, and Labor Relations Specialist. The Benefits Coordinator’s primary task is to assist the Director in executing the Department’s human resources initiatives relating to employee health benefits, family medical leave, Consolidated Omnibus Budget Reconciliation Act (COBRA), workers compensation, unemployment, and Affordable Care Act (ACA) reporting, as well as other special projects as assigned.

The Human Resources Administrator primarily assists with recruitment and new hire on-boarding. In this capacity, the position posts vacancy notices, prepares job advertisements, and schedules interviews. The position also leads the Town’s new hire orientation programs and facilitates professional development training sessions for new and existing staff.

The Labor Relations position is intended to provide labor relations and employee relations support for the Town and to support the collective bargaining, arbitration, and discipline processes.

Core Services

Each of the divisions of the Department performs a variety of services and tasks that constitute core department services. Those functions are summarized in the table below.

¹⁸ 2018 Town of Nantucket Finance Committee Document

Table 21: Human Resources Core Services

Human Resources Division/Function	Program Area	Core Services
Administration	Budget	<ul style="list-style-type: none"> • Develop and administer Department budget • Participate in budget review process for other Town departments to assist with new positions and reclassifications
	Liaison	<ul style="list-style-type: none"> • Staff serve as liaison to EAP and Health Insurance Consultants
	Policy Development	<ul style="list-style-type: none"> • Create, update, and maintain Town policies and procedures for Town employees including compensation and classification • Ensure Town policies are in alignment with State and Federal laws and regulations
	Committees	<ul style="list-style-type: none"> • Represents Town on several Town committees that relate to Human Resources
	Technology Administration	<ul style="list-style-type: none"> • Lead implementation of HR MUNIS module
Personnel	Recruitment	<ul style="list-style-type: none"> • Formulate and implement Town recruiting strategy • Perform needs assessment for Town departments • Conduct job description and compensation review • Review and posts vacancy notices • Screen applicants • Management Town's Affirmative Action program • Administers written examinations • Routinely audit recruiting files, interview notes, background checks • Administer Town drug testing program
	Hiring	<ul style="list-style-type: none"> • Manage Town's new hire onboarding program • Assist Town department during interview process
	Employee Relations	<ul style="list-style-type: none"> • Review Town performance evaluations • Conduct disciplinary investigations and employee conflicts • Develop employee discipline plans
	Compensation	<ul style="list-style-type: none"> • Review and adjust Town compensation classifications based on salary studies • Manage Town unemployment requests • Administer Town workers' compensation
	Benefits	<ul style="list-style-type: none"> • Oversee and administer Town employee benefit program including health, dental, disability, life insurance, etc. • Manage benefit contracts • Conduct review of benefit program as mechanism for cost containment

Human Resources Division/Function	Program Area	Core Services
		<ul style="list-style-type: none"> Assist Finance Department in benefit enrollment census audit
	Labor Relations	<ul style="list-style-type: none"> Lead and coordinate collective bargaining process Negotiate collective agreements Mediate union arbitration and grievances
	Professional Development	<ul style="list-style-type: none"> Provide employee development opportunities Provide supervisory skill training

Budget

The HR Department’s expenses have grown since FY2014 due to increases in both personnel and operating expenses. The 72% increase in personnel expenses since FY2014 can be attributed to the Department adding one position during this time. Operating expenses have grown by 284% (nearly \$100,000) over this period, primarily as the result of increases in training, Affordable Care Act reporting, advertising, recruiting expenses, and professional services.

Table 22: Human Resources Expenses – General Fund, FY2014 through FY2018

Expense Category	FY2014 Actual	FY2015 Actual	FY2016 Actual	FY2017 Actual	FY2018 Actual	Percent Change FY2014 to FY2018
Personnel	\$144,798	\$144,153	\$170,852	\$201,705	\$249,709	72%
Operating	\$24,351	\$25,828	\$33,941	\$46,274	\$93,630	284%
Total	\$169,149	\$169,981	\$204,793	\$247,979	\$343,339	103%

Staffing

The following is a list of authorized positions within the HR Department for FY2019 based on data provided from the Town’s MUNIS system.

Table 23: HR Department Authorized Staffing, FY2019

Human Resources	Authorized Full-Time Positions	Authorized Part-Time Positions	Total Authorized Positions
Benefits Coordinator	1	0	1
Director of Labor Relations	1	0	1
Human Resources Administrator	1	0	1
Human Resources Director	1	0	1
Total	4	0	4

While MUNIS lists a Director of Labor Relations, the Department is currently recruiting for a Labor Relations Specialist.

HR Department Analysis and Recommendations

Though the Department has experienced some transition, The Novak Consulting Group's assessment is that when the Labor Relations Specialist position is filled, the additional capacity stemming from this position should enable the Department to focus their efforts on expanding the role of HR as a strategic partner to the organization. This additional capacity will allow the Department to expand offerings in the areas of organizational development, training, and policy development. Further, the recommended addition of a Management Fellow in the Town Manager's Office provides some additional capacity to assist with special projects relating to personnel policy research and development. These factors indicate that there is not a compelling reason to add additional personnel in the Human Resources Department. However, to further enhance the Department's capacity and provide for maximum cross-training, it may be appropriate for the Department to consider hiring an HR Generalist, rather than a Labor Relations Specialist. The ideal HR Generalist would be an individual with a broad range of human resource experience who could assist the HR Director in a variety of responsibilities, beyond solely labor relations. An HR Generalist could manage the recruitment process and lead the development and coordinate of Town wide training and safety initiatives.

Additionally, the following recommendations represent areas of focus for the Department going forward.

Position Control

Recommendation 22: Develop a coordinated position control system using MUNIS.

One of HR's most critical functions involves the accurate administration and documentation of the Town's position control system. A position control system is a method of categorizing an organization's positions by title, quantity, department or division assignment, and funding source. Although the Town utilizes MUNIS to assist with position control, classification, and compensation functions, there are several challenges associated with the Town's current approach.

In the course of conducting this staffing study, The Novak Consulting Group requested and received information regarding authorized and actual positions in each Town department. This information consisted of a list of authorized positions by department and title for FY2019, a census (list) of current employees by department and title as of August 2018, and organizational charts illustrating the structure of Town departments. An analysis of this information revealed several discrepancies in the source data.

First, position titles on the authorized staffing list do not uniformly match position titles listed on the current employee census. For example, the Sewer Director position is titled as "Sewer Director" according to the authorized staffing list, but appears as a "WWTP Director" on the employee census list. Similarly, the employee census includes a Health Director position, but this position is not identified on the authorized staffing report. Second, the number of actual employees in some departments exceeds authorized positions. For example, employee census records for the Public Works Department include eight Seasonal Laborers and a Take It or Leave It Attendant that do not appear on the authorized staffing list. Finally, some positions which have reportedly been approved for FY2019 are not included on the authorized staffing list for FY2019.

The variations and inconsistencies among the Town's employee and position reports illustrate a need to develop a coordinated position control system using the Town's MUNIS software. Specifically, the Town should ensure that authorized position information stored in MUNIS reflects a true accounting of all positions allocated to each department and pursuant to the classification structure in the collective

bargaining agreements. These positions should be titled and classified consistently to ensure that staff can accurately compare authorized staffing levels with actual employees in an accurate manner.

The process of reconciling position information in MUNIS creates three additional opportunities for the Town which will greatly enhance the integrity of its position control system. First, the process of consistently applying titles to positions should be undertaken after a compensation and classification analysis has taken place (See Recommendation No. 1). This ensures that all position titles and classification information will be consistent with any changes recommended as part of that assessment.

The second opportunity involves categorizing positions in a manner that more accurately reflects the Town's actual practices. Currently, the MUNIS system organizes staff into various groups which do not align with the organizational structure of various departments. For example, MUNIS organizes employees in the PLUS Department in three separate groups: Building, Planning, and Historic District Commission. This complicates efforts to compare total Department staffing and illustrates a need to further aggregate existing position data.

Finally, developing a coordinated position control system creates an opportunity for HR to regularly update position information through the annual budget process. Currently, each Town department reviews a list of its authorized positions and proposes changes to positions, titles, and reclassifications which are then submitted back to Finance and HR. However, approved position-related requests are not consistently incorporated into the MUNIS system. This directly contributes to the discrepancies among position titles and authorized staffing levels described above. Each year, as part of the annual budget process, the HR Department should coordinate with Finance and other Town Departments to ensure that approved position modifications are accurately recorded in MUNIS.

Developing a coordinated position control system in the Town will help to ensure consistent data is available to elected officials and staff regarding staffing trends. Maintaining the accuracy of this information over time is critical to preserving the Town's ability to understand staffing levels and facilitate accurate staffing analysis in future years.

Employee Development

Recommendation 23: Develop a formal organizational development policy and program administered by the Human Resources Department.

Oversight of corporate training and organizational development is a shared responsibility between the HR Department and operating departments. The Human Resources Department provides orientation training for all new employees and offers some corporate level training opportunities on topics such as sexual harassment or employee benefits. However, if a department wishes to provide supervisory or management training, or training related to the development of Microsoft® Office Suite skills, that training is coordinated in a decentralized manner and, as a result, is inconsistently offered. With the recent reorganization of the HR Department and the addition of new personnel to support labor and employee relations, there is an opportunity to expand the role of HR to provide more consistent training opportunities and a structured organizational development and training program.

Organizational and workforce development is one of the most important functions of a central human resources department. The role of the HR Department is to provide training and development support that allows each employee to thrive in their positions and grow within the organization. To that end, it is appropriate to develop a proactive program and policy to meet this need. This program should focus on identifying those workforce development and training programs that should be offered at a corporate level

as a means to create consistent opportunity and consistent standards of service throughout the organization. For example, it is reasonable for a central Human Resources Department to take the lead in providing training regarding supervisory skills or customer service standards and expectations because those skills are widely utilized across departments. It also a reasonable expectation that departments take the lead in proactively developing and providing training for specific functions that relate to their discrete operations. For example, the Fire Department should be tasked with providing training regarding the proper handling of hazardous materials. Ultimately, effort should be made to clearly articulate a policy defining what training should and will be offered centrally and a process established to document what training is being offered by departments.

The policy should address the purpose and goals of the organizational development program. Additionally, it should clearly articulate the role of the HR Department, as well as the role of departments and agencies, in providing training and development opportunities. The types of training and development to be offered should be outlined, including leadership development, professional development, customer service training, and other behavioral and skill based-training. The policy should also establish minimum training requirements for all employees. Currently, departments track their own training participation, and there is no centralized oversight.

Once a policy has been established about the roles and responsibilities for training and development, it will be necessary to develop an effective curriculum and training calendar. The HR Department should continue the process of utilizing multiple staff for training delivery and, where possible, tap personnel from other departments to deliver training. However, the prioritized intent of the program and the anticipated outcomes should be clear.

The effort to develop the policy and training plan should be led by the Human Resources Director with the support of the Labor Relations Specialist. However, it is unlikely that these positions will have the capacity to take on the delivery of corporate training as an ongoing task. As the policy and training curriculum is developed, the Department should contract for training programs where possible. Further emphasis should be made to ensure that training is offered in a web-based environment so as to accommodate the difficulty of access to the island. It is also important to note that once the scope of the program is fully defined, there may be a need to hire a training specialist in the HR Department to administer the program and also provide ongoing in-house training. This need should be evaluated against the availability and access of contractors to deliver the training curriculum.

Recommendation 24: Develop a management and supervisory training program.

One of the initial areas of focus for the organizational development and training plan relates to supervisory and management training. The Town of Nantucket, like many local governments, seeks to promote personnel from within the organization to grow talent and provide professional development opportunities for employees, as detailed in Recommendation 4 regarding succession planning. This is an especially important task in an island environment where recruitment and retention are fundamentally challenging. However, there has not been a concerted effort, due to the lack of resources available, to train new supervisors and managers on the fundamentals of management and supervision. There is broad inconsistency in supervision, management, and discipline approach throughout the Town and, as a result, HR personnel spend a high percentage of their time assisting in the investigative and disciplinary processes that are more appropriately addressed at the supervisory and management levels. This issue can be mitigated by creating a proactive supervisory and management training program that will not only serve to standardize employee relations processes but equip new supervisors and managers with the tools to potentially avoid disciplinary issues and challenges going forward.

This training is a vital component of developing competent, informed managers who can build effective relationships with their employees and must be tailored to fit specific considerations that affect different departments. As a best practice, good management training provides supervisors with a better understanding of their relationship to employees in the context of the work environment, the ethical considerations associated with supervising employees, strategies for understanding and effectively managing employee behaviors, and best practices for equitably evaluating employee performance.

The training program should be offered at least once per year. The program should be led by the Human Resources Director but will require the participation of each HR employee as well as the participation of staff and subject matter experts from other departments. For example, it will be prudent to include training modules relating to procurement oversight, risk management, and financial management. Given the work required to plan and administer an effective supervisory and management program, the Town should contract for program and curriculum development with a third-party training provider. Once the program is established, the Human Resources Department should be tasked with providing the training on an annual basis. Over time it would be appropriate to work with the schools to identify learning opportunities that could lead to future employment with the Town (i.e. skilled mechanics and other trades).

Personnel Policies

Recommendation 25: Update Town employee handbook.

Like most municipalities, the Town of Nantucket codifies policies relating to employment with the Town in an employee handbook. The employee handbook outlines the Town's business process and guidelines to manage employee and Town interactions and expectations, personnel policies, leave accrual information, benefits information, and Human Resources program offerings. Employees are given copies of the Town's employee handbook when they are hired, and a copy is available online on the Town's website. Providing this information to employees and ensuring ongoing access is a best practice and the Town should be commended for their efforts in this area.

The last update to the Town's employee handbook occurred in 2013, and since that time several changes have occurred in State and Federal laws and regulations that have a direct impact on human resources policies and procedures of the Town. Because it has been five years since the last update, several of the Town's human resources policies and procedures may be inconsistent with the changes that have occurred at the State and Federal levels. For example, the personnel policies need to be updated to reflect the July 2018 Massachusetts Equal Pay Act (MEPA), which clarifies the consequences associated with entities who are legally found to discriminate on the basis of gender.

To rectify this, the Town should prioritize the review and update of their employee policies and procedures to reflect consistency with State and Federal mandates. This effort should be led by the Town's Human Resources Department. Staff from the HR Department should be tasked with reviewing each policy and procedure to ensure compliance with legislative and regulatory changes, and where uncompliant HR staff should make necessary adjustments. Policy changes should then be proactively communicated to all Town employees. Further, the Human Resources Department should adopt a practice of reviewing and updating HR policies on an annual basis to ensure that personnel policies remain current and that employees have access to accurate information. This review and update process should be assigned to the Labor Relations Specialist and supported and overseen by the Human Resources Director.

Public Works Department

The Nantucket Department of Public Works (DPW) is responsible for a variety of traditional public works functions, including mowing, street maintenance, facility management, and fleet maintenance for non-public safety departments. In 2011, park maintenance functions were merged into DPW. As a result, DPW staff are also responsible for maintaining park facilities, beaches, non-school playing fields, and playground equipment. In addition, the Department oversees contract management for cemetery maintenance, landscaping at Town facilities, engineering design, and solid waste facility operations. The structure of the department is illustrated in the following organizational chart.

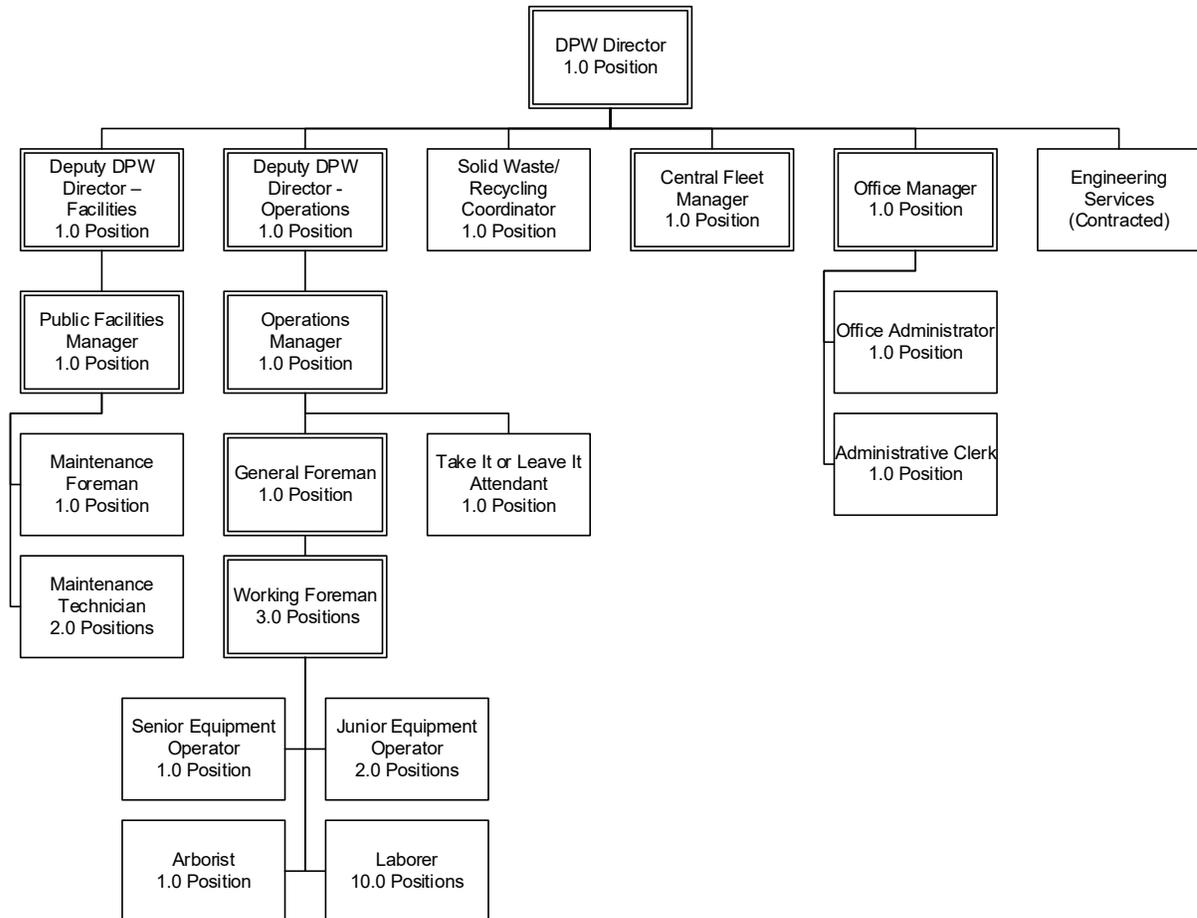


Figure 12: Department of Public Works Organizational Structure, 2018

The DPW Director is responsible for supervising the Deputy Directors, Operational Managers and staff, serving as the Department’s Emergency Manager, managing the Department’s annual budget and capital programming, prioritizing major projects and tasks for staff, and overseeing contracted services including engineering and solid waste/landfill operations.

The Department currently utilizes two Deputy Directors who assist the Director with oversight of the Department’s functions. The Deputy Directors are also collectively responsible for developing and coordinating the Department’s safety training program.

The Deputy Director – Facilities oversees the Facilities Manager and Facilities maintenance staff. The Facilities Manager supervises three staff who perform a wide variety of year-round and seasonal maintenance and upkeep tasks at approximately 35 Town facilities, maintain the decorative street lamps, prepare and coordinate special events, run the beach mobility program, and provide emergency response to weather related events. The Facilities Manager also coordinates contracts with third-party service providers for custodial services and specialized trades work, such as electrical, plumbing, and heating, ventilation and cooling.

The Deputy Director – Operations oversees the Operations Manager, who supervises the General Foreman as well as the Department’s laborers. These staff are responsible for year-round and seasonal activities, including but not limited to: maintaining Town roads, bridges, sidewalks, bike paths, and stormwater infrastructure; street sweeping, salting, snow plowing, and snow fence installation; beach raking and beach/boardwalk cleanup; right-of-way vegetation management; maintaining Town parks, cemeteries, and fields; collecting solid waste and recycling from public trash containers; staffing the Take It Or Leave It exchange, installing fencing and guardrails; planting, pruning, and removing public shade trees; maintaining signs and pavement markings; recovering roadside trash and roadkill; installing traffic barriers for special events; and providing emergency response to weather related events.

The Department’s Solid Waste/Recycling Coordinator reports directly to the DPW Director. This position is responsible for analyzing the performance of the Town’s solid waste contractor (Waste Options Nantucket) and the contractor’s compliance with the Waste Services Agreement (WSA); reporting annual recycling statistics to MassDEP; analyzing ongoing public and private collection operations at the Solid Waste/Recycling Facility and around Town; reviewing and recommending solid waste-related policies; community outreach; staff education; grant writing; contract management; and developing educational messaging to impact customer behavior and achieve or exceed established solid waste and recycling goals for the community.

The Central Fleet Manager supervises the Department’s fleet management services. Public Works provides primary fleet management support for most Town departments; however, the Police, Fire, Airport, and Water Departments generally perform their own primary vehicle and equipment maintenance. Public Works provides backup fleet support to these departments and will assist with vehicle and equipment maintenance needs as necessary throughout the year. At the time of this writing, two Laborers assist the Central Fleet Manager as mechanics and perform preventative maintenance activities, such as scheduled oil changes, as well as scheduled and reactive repairs to fix broken or damaged vehicles and equipment. Staff also coordinate repairs with third-party service providers and local dealerships as needed. The Central Fleet Manager also makes budget and capital recommendations, coordinates vehicle and equipment surplus events, manages the Town’s fueling station at Public Works, and ensures that hazardous materials are properly stored and disposed.

The Office Manager and administrative staff perform a wide variety of tasks which support the Department’s managers and operations. These tasks include, but are not limited to, providing front-line customer service support; processing records, payroll, and accounts payable and receivable; managing record and work order systems, issuing permits, and processing payments for solid waste services.

Core Services

Each of the divisions of the Department performs a variety of services and tasks that constitute core department services. Those functions are summarized in the table below.

Table 24: Public Works Core Services

Public Works Division/Function	Program Area	Core Services
Administration	Accounting/Budget	<ul style="list-style-type: none"> • Assist staff efforts to procure goods and services • Evaluate Department spending • Develop Department budget • Process accounts payable/receivable • Coordinate and establish service contracts
	Cemetery	<ul style="list-style-type: none"> • Manage and document sale of cemetery plots
	Permitting	<ul style="list-style-type: none"> • Issue driveway access permits within five business days • Issue street blocking and street opening permits within two business days • Issue excavation permits as needed
	Customer Service	<ul style="list-style-type: none"> • Assist customers via phone calls, walk-ins, emails, letters, etc.
	Internal Support	<ul style="list-style-type: none"> • Provide internal staff support for travel, reimbursements, benefit time assistance, office attendance calendar management, HR matters, etc. • Process payroll • Manage work order system • Maintain office supplies and office equipment, and arrange repairs/maintenance when necessary • Assist with posts and updates to the Department's webpage
	Records Management	<ul style="list-style-type: none"> • Maintain filing systems and electronic document storage
Public Facilities	Solid Waste	<ul style="list-style-type: none"> • Distribute monthly invoices and statements for commercial landfill accounts • Process landfill account payments • Report outstanding balances to Tax Collector • Process payments to the landfill contractor • Coordinate and run Household Hazardous Collection events
		Facility Maintenance

Public Works Division/Function	Program Area	Core Services
		<ul style="list-style-type: none"> Assist with development of Operation/Maintenance and Capital budgets
	Streetlight Maintenance	<ul style="list-style-type: none"> Inspect decorative streetlights for failure Repair fixtures as needed Contact National Grid as needed
Central Fleet	Vehicle Maintenance	<ul style="list-style-type: none"> Schedule and perform routine preventative maintenance for Town vehicles and equipment Respond to customer maintenance requests
	Fuel/Hazardous Materials	<ul style="list-style-type: none"> Manage and maintain Town’s fuel station Store, manage, and dispose of hazardous materials
	Vehicle Replacement	<ul style="list-style-type: none"> Develop specifications for replacement vehicles as needed Prioritize vehicles and equipment for replacement based on mileage, age, and department needs
Operations	Mowing and Landscaping	<ul style="list-style-type: none"> Mow and trim rights-of-way and public spaces as needed, weather-permitting, May through October Mow and trim athletic fields as needed, weather permitting, May through October Aerate athletic fields as needed Supervise mowing contractor and quality of mowing services provided at cemeteries and Town facilities
	Parks and Recreation	<ul style="list-style-type: none"> Clean and level beaches Collect litter from Town boardwalks, parking lots Stripe and rake athletic fields Mow parks and fields
	Right-of-Way (ROW) Maintenance	<ul style="list-style-type: none"> Repair potholes and patch right-of-way infrastructure as needed Construct road improvements (e.g., turn lanes) as needed Maintain ROW signs and pavement markings Address ROW Encroachment issues as needed Coordinate capital construction projects for roadways as needed Plant, prune, remove public shade trees
	Stormwater	<ul style="list-style-type: none"> Inspect culverts and stormwater infrastructure for blockages and drainage issues Street sweeping Remove silt, sand, and debris from catch basins, drainage pipes, and discharge areas as needed
	Solid Waste	<ul style="list-style-type: none"> Collect solid waste from public trash receptacles throughout the island Remove roadside trash and roadkill
	Snow Plowing	<ul style="list-style-type: none"> Prepare vehicles for snow plowing activities Respond to snow events as needed

Budget

DPW operations are primarily supported by the General Fund. The following table illustrates actual DPW expenses associated with the General Fund over the last five fiscal years.

Table 25: Public Works Expenses - General Fund, FY2014 through FY2018

Expense Category	FY2014 Actual	FY2015 Actual	FY2016 Actual	FY2017 Actual	FY2018 Actual	Percent Change FY2014 to FY2018
Personnel	\$1,782,417	\$1,864,023	\$2,192,584	\$2,228,056	\$2,292,143	29%
Operating	\$679,569	\$875,811	\$890,470	\$940,588	\$937,098	38%
Total	\$2,461,986	\$2,739,834	\$3,083,054	\$3,168,644	\$3,229,241	31%

Increases in operating costs are attributable to higher snow removal, vehicle maintenance, and professional services expenses, while personnel expenses have increased due to higher salary costs.

DPW operations are also supported by the Solid Waste Enterprise Fund. This fund collects revenues from tipping fees at the Town's solid waste and materials recycling facility. According to the Town's FY2019 budget, this fund has accounted for approximately \$9.5 million in annual expenses on average over the last several years. However, 85% of these expenses support the Town's contractual arrangements for solid waste services, operating the materials recycling facility, and freight expenses associated with solid waste. On average, this fund provides less than \$25,000 per year to support DPW personnel expenses, including seasonal positions and the Take It or Leave It Attendant.

Staffing

The following is a list of authorized positions within the Public Works Department for FY2019 based on data provided from the Town's MUNIS system.

Table 26: Public Works Department Authorized Staffing, FY2019

Public Works	Authorized Full-Time Positions	Authorized Part-Time Positions	Total Authorized Positions
Administrative Clerk	1	0	1
Arborist	1	0	1
Central Fleet Manager	1	0	1
Deputy Director	1	0	1
Director	1	0	1
Jr. Equipment Operator	2	0	2
Laborer	11	0	11
Maintenance Foreman	1	0	1
Maintenance Tech	2	0	2
Office Administrator	1	0	1
Office Manager	1	0	1
Operations Manager	1	0	1

Public Works	Authorized Full-Time Positions	Authorized Part-Time Positions	Total Authorized Positions
Public Facilities Manager	1	0	1
Sr. Equipment Operator	1	0	1
Working Foreman	3	0	3
Total	29	0	29

It should be noted that some position titles provided by the Public Works Department do not align with those provided from the Town’s MUNIS system. Additionally, the positions of Take It or Leave It Coordinator and Recycling Coordinator were not listed in the MUNIS information.

Public Works Analysis and Recommendations

Like many other departments, DPW experiences challenges attracting and retaining qualified workers, particularly with respect to seasonal laborers. Because of these challenges and the Town’s isolated location, it is critical for DPW to ensure that current staff are effectively utilized. Staffing needs in public works departments are driven by several factors, including the quantity and types of assets to be maintained, the condition of those assets and their preventative maintenance needs, seasonal and weather-dependent tasks such as leaf collection and snow removal, and the volume and types of reactive service requests submitted to staff. Calculating an appropriate staffing complement to meet these needs requires a thorough understanding of services and the labor hours necessary to provide them.

DPW has begun establishing asset inventories to inform staffing decisions; however, the Department lacks a comprehensive overview of the assets under its control, the condition of those assets, and the labor hours necessary to maintain those assets. As a result, there are opportunities to expand the Department’s asset management and work planning efforts, adjust service level expectations, and enhance technology usage to streamline operations and inform staffing analysis.

The recommendations for DPW do not include additional staff positions. Rather, these recommendations are designed to build upon the best practices that DPW has begun to implement and increase the Department’s understanding of its service responsibilities and requirements. This understanding is essential to maximize the capacity of existing staff, determine which seasonal vacancies should be filled, more effectively target new staff positions in the future, if warranted, and balance workload assignments.

Asset Management and Work Planning

Recommendation 26: Implement a comprehensive asset management program.

Asset management is a strategic approach to providing public works services which involves quantifying existing assets, determining the overall condition of each asset, and developing work plans designed to maximize each asset’s useful life. Examples of assets maintained by DPW include facilities, vehicles and equipment, roadway infrastructure, and other amenities such as park and playground equipment.

DPW has begun to lay the groundwork for implementing an effective asset management program, particularly with respect to streets and vehicles. For example, the Department is responsible for maintaining approximately 100 miles of roadway and regularly engages a contractor to evaluate the condition of roadway pavement. Fleet staff are in the process of procuring software to better track vehicles, vehicle condition, and maintenance records. However, the Department is unable to quantify asset

management responsibilities for all functions, and the condition of all assets under the Department's control is unknown or not readily available.

The lack of a comprehensive asset management program in DPW creates several challenges for management and staff. First, it is difficult for managers to develop a proactive, preventive maintenance program without knowing how many assets the Department must maintain and the present condition of those assets. As a result, the Department lacks insight into assets which are nearing or have surpassed their useful life, and reactive service calls associated with unexpected asset failures are more likely to interrupt other planned work. This puts additional stress on staff to respond to routine tasks as well as immediate requests that arise as the result of asset failure. Additionally, prioritizing maintenance activities and asset replacement on a Department-wide basis is largely a subjective exercise in the absence of quantifiable data. This decreases the Department's ability to anticipate and budget for future capital replacement needs in a systematic manner. Finally, without an understanding of its asset maintenance obligations, it is difficult (if not impossible) to accurately estimate the Department's total staffing needs.

It is recommended that DPW implement a comprehensive asset management program designed to build awareness about the Department's maintenance responsibilities, facilitate more proactive work planning and budgeting efforts, and inform decisions about where and how to best utilize existing staff. To accomplish this, the Department should first develop inventories of all physical assets under its control and evaluate the relative condition of those assets. The following table provides an example list of assets and characteristics which should be included in a master inventory list.

Table 27: Example Asset Inventory Components and Characteristics

Asset Type	Characteristics to Inventory
Streets/Roadways	<ul style="list-style-type: none"> • Pavement type (e.g., asphalt, cobblestone) • Lane miles by type • Presence of curbs/gutters on each roadway segment
Right-of-Way Signs and Markings	<ul style="list-style-type: none"> • Number of signs/markings by type (e.g., wayfinding, traffic, street signs) • Retro reflectivity compliance of each sign/marking • Location of each sign/marking
Facilities and Buildings	<ul style="list-style-type: none"> • Square footage of each facility • Intended use of each facility • Facility location • Facility age • Major systems (e.g., heating, ventilation, and cooling – HVAC) • Major components (e.g., pumps, generators, etc.)
Parks and Forestry	<ul style="list-style-type: none"> • Number of amenities by type (e.g., drinking fountains, playground equipment, picnic tables) • Number of trees • Age of trees
Fields and Mowing Areas	<ul style="list-style-type: none"> • Number of fields and areas to be mowed • Acreage/square footage of fields • Linear/square footage of mowing areas along rights-of-way
Vehicles and Equipment	<ul style="list-style-type: none"> • Number of vehicles by type (e.g., sedan, light-duty truck, heavy-duty truck)

Asset Type	Characteristics to Inventory
	<ul style="list-style-type: none"> • Mileage • Engine run time • Age

Asset inventories should also include information about the initial investment cost associated with each asset, such as its purchase price.

Next, the Department should determine the relative condition of each asset compared to other assets in its class. For example, street and roadway segments should be organized according to their overall pavement condition and expected remaining service life. There are several methodologies employed by public works departments to evaluate the condition of various assets. While there is no single “best” methodology, the Department should utilize methodologies based on empirical, data-driven rankings as opposed to subjective assessments. Ultimately, the purpose of performing condition assessments is not merely to provide a condition rating for each asset, but also to help the Department prioritize maintenance activities and capital replacement expenditures for every asset under its control.

Finally, effective asset management programs regularly review and update inventories and condition assessments to assist future work planning and budgeting decisions. The most effective way to update these inventories is to utilize technology designed to help staff track and evaluate asset management practices. It is common for public works departments to employ a variety of software packages dedicated to inventorying and tracking assets of various types. For example, street and roadway assets are commonly inventoried using GIS software, while facility and fleet assets are inventoried and managed using dedicated computerized maintenance management systems (CMMS) software systems as described elsewhere in this report. These systems automatically update asset management records and enable staff to produce work orders and track time and materials devoted to asset management.

Regardless of the specific method utilized, it is critical for DPW to gain a baseline understanding of the assets it is responsible for maintaining, regularly evaluate the condition of those assets, and update inventories as assets are acquired and disposed. This process creates a continuous cycle of inventory, assessment, and updates which helps ensure the accuracy of data and establish a framework for creating effective work plans and staffing models.

It is also important for several Department staff to be involved in the asset inventory and condition assessment process, and to coordinate asset management activities with other departments. For example, the Public Facilities Manager and Central Fleet Manager should be responsible for expanding information collected about existing assets their division is responsible for maintaining. The updated inventory and condition assessment information should then be shared with the Deputy Public Works Director (See Recommendation No. 32) and the recommended Capital Asset Manager in the Finance Department. Sharing this information is vital to ensure that Department and Town management are fully aware of the Town’s asset management needs. This will help management staff accurately prioritize capital asset decisions.

Recommendation 27: Develop written annual, monthly, and weekly work plans for core department functions.

The next step towards maximizing the effectiveness of staffing the Public Works Department involves translating the maintenance demands of existing assets into regular annual, monthly, and weekly work plans for staff. Effective workplans incorporate preventative maintenance tasks for all assets and ultimately

extend useful life and reduce the likelihood of unexpected failure. It also takes into consideration seasonal service delivery expectations, such as mowing, leaf collection, and snow removal.

In addition to balancing the Town's strategic goals and asset management priorities, the Department faces significant logistical challenges associated with the seasonality of work on Nantucket. Because of the Town's reliance on tourism during peak summer months, DPW has adopted work practices designed to cause the least amount of disturbance to visitors during peak tourist season (July through September).

Coincidentally, these months are also ideal for undertaking major projects like roadway maintenance and facility renovations due to generally favorable weather conditions. However, DPW is also responsible for supporting annual Town events and activities that occur during the tourist season. It is important to emphasize that the Department's regular responsibilities during the tourism season, coupled with significant increases in crowds and the Town's population, complicate efforts to undertake construction activities. As a result, the Department must often pursue construction-related work outside of the usual building season, which increases uncertainties associated with finding and securing qualified contractors at competitive prices.

Effectively balancing maintenance tasks with seasonal constraints requires proactively scheduling work in a formal work planning process. Creating a viable annual work plan will require close collaboration among the DPW Director and the Department's management staff to balance annual maintenance needs against seasonal considerations and other practical concerns. While this effort may be challenging, the resulting annual work plan will allow the Department to proactively assign staff to specific functions and tasks throughout the year. The annual work plan should then be adapted into monthly and weekly work plans for staff. As the year progresses, managers should adjust and adapt work plans to account for project delays, reactive maintenance interruptions, and progress made toward goals.

Establishing a regular practice of work planning throughout the year will provide several benefits to the Department. First, it quantifies the total number of tasks which must be performed by staff each year to provide core services to the community. Second, it allows the Department to visualize when it should perform various services throughout the year and provides context regarding how these services are impacted by tourism and other seasonal considerations.

Third, scheduling maintenance activities using a work plan allows the Department to identify all proactive maintenance that should be accomplished each year, define when that maintenance should occur, and allocate sufficient staff resources to preventive maintenance. This allows staff to appropriately triage reactive service requests and other unplanned work. As reactive requests and complaints arise throughout the year, managers can refer to work plans to prioritize service requests, justify response times associated with reactive requests, and appropriately prioritize reactive issues in the context of other important tasks.

Finally, formal work planning creates a communications tool which managers can utilize to brief staff on the purpose and scope of their work. During field work, staff reported that while they have a general sense of tasks which must be accomplished each year, they did not understand how work was scheduled or why important proactive work was deferred or delayed in lieu of reactive requests. Developing a regular work plan will allow supervisors to communicate weekly priorities to staff, explain how reactive requests will be prioritized that week, and provide staff with updates as the year progresses.

While there are many ways to develop an effective work plan, it is often helpful to identify the timing of core functions along with performance indicators and implementation requirements necessary to ensure work is accomplished in a timely manner.

Recommendation 28: Establish formal service level targets for Public Works functions.

As the Department compiles work plans, it will be important for management staff to consider service level expectations associated with core tasks. A service level target is a formal expectation regarding the frequency of services, the quality of services provided, and responsiveness to customers. For example, if residents expect that grass on sports fields will be kept short, it may be appropriate to create a service level target for mowing fields twice weekly to maintain a height of less than three inches.

There is an opportunity to formalize service level targets associated with core functions and tasks performed by the Department. These targets should be incorporated into regular work plans and inform decisions about how to assign staff and balance workload among various crew members. The following table lists example service level targets which could be established based on the Department’s existing core services.

Table 28: Example Public Works Service Level Targets

Program Area	Activity	Frequency
Facility Maintenance	Respond to customer complaints regarding facility maintenance	Within 24 hours
Streetlight Maintenance	Inspect each decorative streetlight fixture	Annually
	Repair broken fixtures	Within 3 business days
	Replace Bulbs and contact National Grid to address electrical issues	Within 24 hours
Vehicle Maintenance	Respond to customer maintenance requests	Within 24 hours
Mowing and Landscaping	Mow and trim each right-of-way area	Once monthly
	Mow and trim each athletic field at a height of 3 inches or less	Twice weekly
	Aerate each athletic field	Once annually
Parks and Recreation	Clean and level each Town beach	Once monthly
	Stripe and rake each athletic field	Once weekly
	Audit playground assets	Annually
	Inspect playground equipment	Monthly
Stormwater	Inspect each stormwater culvert and conveyance	Twice annually
Solid Waste	Collect solid waste from public trash receptacles in Town	Three times daily, or more frequently as needed, during tourism season; daily during off-season

It is important to note that preventative maintenance goals and community desires are equally important in the formation of service level standards. To ensure work plans accurately reflect resident expectations, DPW should seek input from Town boards and commissions regarding appropriate service levels and customer service goals.

Data Collection

Recommendation 29: Procure computerized maintenance management systems (CMMS) software for fleet and facilities functions.

As the process of creating a robust asset management program unfolds, it is important to ensure that staff have access to appropriate technology tools which support data collection efforts, tracking assets, and informing decisions about workload allocation and asset replacement. Currently, much of the Department's existing asset inventory information is contained in Microsoft Excel™ spreadsheets. These spreadsheets provide a broad overview of assets but limit staff's ability to proactively schedule maintenance, append maintenance records, update condition information, and perform other essential data collection tasks associated with asset management. While the Town's efforts to purchase and utilize the Capital Asset module for MUNIS will help inform future capital budgeting decisions, the module is not designed to function as a complete asset management program capable of tracking and reporting granular asset information.

Specifically, the Department's fleet and facilities maintenance functions require a comprehensive CMMS which will enable staff to centralize inventory and condition information along with work orders, maintenance records, and labor hour information. Fleet and facilities staff currently utilize the Department's PeopleGIS™ system to log work order information; however, this system is not tailored to the specific operational needs of fleet and facilities functions and does not allow staff to track relevant information, complete work orders in the field, append documentation, or track performance. Additionally, staff currently complete PeopleGIS work orders on paper and manually enter information into the system. This creates an administrative burden for staff and increases opportunities for data errors or omissions.

Both fleet and facilities management are highly specialized functions, and there are various data points associated with each function which are critical to providing accurate and comprehensive services. To improve the Department's asset management and data collection capabilities, it is recommended that DPW procure dedicated software systems for fleet and facilities maintenance.

During field work, staff reported that efforts to identify an appropriate fleet maintenance software program were already underway. As this process continues, it is important for the Department to identify a software package that expands the Fleet Manager's ability to track the following information for each vehicle:

- Vehicle information, including age, make/model, mileage, run time, and condition
- Costs for labor, parts, and fuel
- Maintenance scheduling and histories
- Parts inventory management
- Work order management, assignments, and wrench times

Similarly, DPW should procure facility management software that allows staff to track each facility and its major systems; evaluate costs, work orders, and labor hours associated with maintenance activities; schedule and plan proactive work; manage inventory; and track any applicable licenses and permits

required to operate the facility. There are several options for procuring such a CMMS, including developing an RFP and/or evaluating other MUNIS modules and programs designed to capture granular asset information (such as the Enterprise Asset Management module).

These functions will enable the Fleet Manager and Facilities Manager to proactively schedule maintenance, evaluate labor hours and costs associated with various tasks and repairs, and provide information which will help the Department determine actual staffing needs based on labor requirements. Where possible, these systems should allow staff to electronically record information to avoid administrative data entry, minimize opportunities for transcription error, directly interface with the Town's existing ERP implementation, and streamline workload practices. Where feasible and practical, the Department should procure software packages that will also support other asset management functions, such as stormwater management and right-of-way maintenance, to streamline software systems used by staff and centralize asset and workload data.

Recommendation 30: Consistently track labor hours for core tasks.

As previously mentioned, Department staff currently complete work orders manually and transcribe information into PeopleGIS at a later date. In addition, staff report that labor hour information associated with various tasks is inconsistently tracked. This lack of reliable labor-related data challenges the Department's ability to evaluate employee performance and complicates efforts to calculate appropriate staffing levels for various activities.

Determining appropriate staffing levels in public works requires a thorough understanding of labor requirements associated with core functions and tasks. The Department's efforts to establish a proactive asset management program, as discussed in this section of the report, will create a framework regarding the amount and frequency of work needed to properly maintain assets and achieve customer service expectations. However, to provide reliable staffing insights, this information should be analyzed in the context of the labor hours necessary to accomplish work.

It is critical for DPW to understand the labor hour implications of core services, functions, and tasks. The best way to accomplish this is to ensure staff accurately track labor hours associated with various projects and work orders throughout the day. This does not mean all staff must submit to a legalistic accounting of every minute of their workday; what is important is that staff accurately track the amount of time devoted to significant activities.

There are several ways to obtain this data. One option involves requiring staff to code their activities each day when clocking in and out. Alternatively, if the Town's timekeeping system does not support coding by activity, the Department can conduct sampling exercises and ask staff to record the amount of time spent performing specific activities over a given period. For example, staff involved in pothole repairs could record the total amount of time spent repairing potholes each day for a month. The resulting data could be extrapolated to calculate the average labor hours needed to engage in pothole repair.

The importance of obtaining reliable, real-world labor hour data to inform staffing considerations cannot be overstated. Wherever possible, this information should be automatically tracked and calculated by work order systems such as the proposed fleet and facility maintenance CMMS applications described above. For other work order activities where the current PeopleGIS system is appropriate, supervisors and foremen should encourage staff to accurately record and track information.

Recommendation 31: Relocate the Department's time clock.

The time clock currently used by DPW staff is located in the Department's administration building, which is a separate facility located near the main DPW garage where most staff report for duty. Each day, staff clock in at the administration building, then report for duty at the main garage, go about their duties, and then clock out at the administration building before leaving. Because the time clock is not located where staff report for duty, DPW personnel must make separate trips to the administration building to clock in and out.

Relocating the time clock to the Department's main garage will allow staff to clock in and out more rapidly and reduce the need for staff to walk to the administration building during inclement weather. If possible, the time clock should be relocated to the garage in an area protected by video surveillance. This will provide an additional level of accountability for staff while increasing the convenience and speed of reporting for duty.

According to interviews with staff, the Department intends to construct a new Public Works facility which will include more convenient access to the time clock. This facility is anticipated to be complete in 2021. While this will address the current accessibility issues associated with the time clock in future years, the Department should relocate the time clock to a more convenient and secure area until the new Public Works facility is completed.

Service and Staffing Adjustments**Recommendation 32: Assign responsibility for asset management and data collection to the Deputy Director.**

Creating an effective asset management program will require dedicated staff attention, particularly at the outset of this process. DPW needs to collect and centralize a variety of datasets, including existing inventories and condition assessments, maintenance standards and records, and hours and resources used to provide services. The process of gathering, evaluating, and verifying this information and incorporating it into relevant software systems will demand focused attention from senior Department managers, and it is critical for upper management to champion and encourage this process.

While there is a clear need for dedicated staff support for asset management functions at a senior level, it is inappropriate to assign these responsibilities to the Director. Much of the work related to developing and implementing an asset management program will involve highly detailed, daily interactions with staff across the Department. This work is likely to require modifying existing systems, adopting new technologies, and adapting staff processes to ensure information is being collected and updated reliably. The intensity of this work will leave little time for strategic management and broad oversight of the DPW's operational goals, and it is inappropriate to expect the DPW Director to shoulder this responsibility alone.

To ensure asset management practices receive dedicated attention, it is recommended that responsibilities for asset management and data collection be assigned to the Deputy Directors. The Deputy Directors are uniquely positioned to play a central role in improving the Department's asset management capabilities and develop operational expertise in this area. Assigning these responsibilities to the Deputy Directors will allow them to play a more proactive role in the Department's operations, expand institutional knowledge about existing assets and practices, and create capacity for the Directors to delegate asset management concerns to another high-level manager in the organization.

It is also important for the Deputy Directors and Central Fleet Manager to coordinate asset management information with the recommended Capital Asset Manager position in the Finance Department. Building a

strong, collaborative relationship between these positions will help ensure that the Public Works and Finance Departments continue to share a mutual understanding of the Town's current assets, their condition, and priorities for replacement. Regularly sharing information with the Capital Asset Manager will help ensure that the Department's asset requests accurately reflect current priorities and service needs.

Recommendation 33: Issue an RFP for mowing services.

The Department currently contracts with a third-party service provider to mow Town cemeteries and the exterior areas surrounding several Town facilities. This contract is effective from May 2018 through May 2019 and specifies the services and service level expectations associated with landscaping each area subject to the agreement. For example, the contractor is expected to cut and trim grass around the Town Building at 16 Broad St. weekly from May through October.

Other mowing, including mowing fields and rights-of-way, is currently performed by DPW staff. While the Department cannot precisely quantify the total area mowed by staff each year, staff estimate they are responsible for approximately 55 miles of roadway and bike path mowing as well as 20 acres of park land and fields. The Department does not currently track labor hours associated with mowing activities; however, staff report that mowing crews typically consist of three to six personnel operating mowers approximately seven hours each business day from May through October, weather permitting. This means that in a typical year, DPW allocates 20% to 35% of its available laborers purely to mowing during the summer months. These staff spend approximately 2,500 to 5,000 labor hours involved in mowing activities.

While regular mowing provides qualitative and aesthetic benefits to the Town, the intensity of DPW's current mowing operations requires significant staff resources. This prevents the Department from performing proactive maintenance work on streets, sidewalks, stormwater, and park amenities. Without regular preventative maintenance, the service life of these assets will decline more rapidly, water runoff quality is more likely to degrade, and the Town may incur additional capital replacement costs if assets fail. Although DPW attempts to recruit seasonal positions for mowing activities each year, the Department has experienced limited success in recruiting interested applicants to the island. Given these difficulties, it is recommended that the Department contract out additional mowing services to increase the available capacity of existing staff.

To accomplish this, the Town should develop an RFP itemizing areas to be mowed and describing service level expectations for each area. For example, the Town could specify that rights-of-way should be mowed monthly during the growing season, while sports fields should be mowed weekly. This RFP should be circulated to contractors who may be interested in providing these services on the island, particularly the contractor presently mowing cemeteries and facilities for the Town. While contracting with a single service provider would simplify the outsourcing process, the Town may find it easier to negotiate with several contractors given the logistical challenges associated with mobilizing personnel and equipment on Nantucket.

It is possible that the cost of contracting for mowing services will be more expensive than the cost of adding additional full-time or seasonal staff to perform mowing. However, contracting for mowing services avoids the need to hire seasonal workers, saves staff time, and allows the Department to focus on providing higher quality services and performing more complex tasks. Should economic conditions change and enable the Town to readily attract new staff, it could reexamine its relationships with contractors and perform a cost-benefit analysis regarding the efficiency of contracting for mowing compared to hiring staff.

In the event that contracting for additional mowing services is not feasible or otherwise impractical, the Town should explore options for adjusting services in an effort to reduce its annual mowing requirements. For example, the Town could utilize native plantings and low-maintenance landscaping around Town facilities and rights-of-way to reduce mowing. Alternatively, the Town could selectively reduce service level expectations so that mowing occurs less frequently. For example, rights-of-way in higher population areas could be mowed at the current frequency, while those in outlying areas could be mowed once or twice each year. These strategies would allow the Department to reduce overall labor hours associated with mowing activities and focus on amenities which require a high level of service (such as infrastructure and athletic field maintenance).

Recommendation 34: Create a designated park maintenance crew.

According to a 2017 study conducted by Worcester Polytechnic Institute (WPI) students, when the Parks Department was merged into DPW in 2011, the responsibilities for park and facility maintenance were transferred to DPW. The former Director of Parks continued to manage park maintenance functions under the DPW until 2013, when the incumbent retired.¹⁹ Only seasonal staff reportedly accompanied this transition to DPW, and no additional positions have specifically been dedicated to park maintenance. As a result, DPW operations staff report that they attend to park maintenance duties along with other core public works functions.

Department staff and the 2017 assessment by WPI generally agree that DPW adequately performs park maintenance functions. However, the lack of dedicated staffing for these functions creates two significant challenges. First, there is no single staff member or crew which is solely responsible for park maintenance. This can be problematic in situations where service level expectations for parks are high, because competing tasks can dilute staff's capacity to attend to park needs. Second, some aspects of park maintenance require specializations and certifications to ensure amenities are properly constructed and maintained. This is particularly relevant for playground equipment: DPW does not perform any regular inspections of playground equipment, which potentially creates liability concerns regarding hazards and safety issues.

To address these challenges and ensure that park amenities receive focused attention from staff, it is recommended that DPW create a designated park maintenance crew. This crew should be led by the General Foreman, because this position reports directly to the Operations Manager and interacts regularly with Working Foremen and DPW laborers. The number of additional supporting staff assigned to the park maintenance crew should be evaluated after the Department has finalized its approach to asset management and determined what, if any, mowing responsibilities in Parks can be outsourced.

The park maintenance crew should be responsible for updating and maintaining park assets and performing related functions, including landscaping, recreational field striping and preparation, and tree trimming. Additionally, staff assigned to this crew should receive adequate training and certifications to perform playground safety inspections, such as through the Certified Playground Safety Inspector program offered by the National Recreation and Park Association (NRPA). The NRPA is a leading association of park and recreation professionals with over 60,000 members nationwide which offers considerable professional development resources and training opportunities to its members.

¹⁹ Abdallah, Jocelyn; Burke, Brianna; Greenleaf, Jessica; Loftus, John. "Improving Parks and Recreation Nantucket, MA". Worcester Polytechnic Institute. December 2017. Page 25. <https://web.wpi.edu/Pubs/E-project/Available/E-project-121417-120228/unrestricted/ackTMO2017.pdf>

Once staff are certified to properly inspect playgrounds, the park maintenance crew should be responsible for auditing, maintaining, and regularly inspecting park and playground facilities. These efforts will help to ensure that community expectations regarding parks and recreation are met while protecting the safety of patrons and reducing the Town's potential liability.

Recommendation 35: Continue contracting for engineering and solid waste services.

DPW currently contracts for services in two major functional areas: engineering and solid waste (landfill) operations. Contracts for engineering services include planning, surveying, design and construction services related to a variety of capital projects, including traffic signal design and roadway design and configuration. According to DPW, estimated engineering-related expenses over the last three years are approximately \$621,000, or \$207,000 per year.

The Department's solid waste contract includes operating the Town's landfill, materials recycling facility (MRF) and composting site. These services include coordinating tipping at the landfill, mining the existing landfill, coordinating recycling processes and disposing of recyclable materials, composting materials brought to the landfill, and disposing of mature compost. According to the Town's FY2018 budget, estimated professional services costs associated with the solid waste contract amount to approximately \$7 million per year on average.

While these contracted services represent significant annual expenditures for the Town, it is appropriate for the Town to continue these contractual arrangements as a means of reducing DPW staffing requirements and personnel overhead.

Sewer Department

The Nantucket Sewer Department was created in 2016 when it was separated from the Town’s DPW. According to the Town’s FY2018 budget, the mission of the Sewer Department is to “protect public health and the environment for our communities by providing high-quality wastewater-treatment services in an effective, efficient, and responsive manner.” The Department is responsible for the collection and treatment of wastewater, including the operation of two wastewater treatment facilities (Siasconset and Surfside), 15 pump stations, and over 70 miles of gravity and force sewer mains. The structure of the department is illustrated in the following organizational chart.

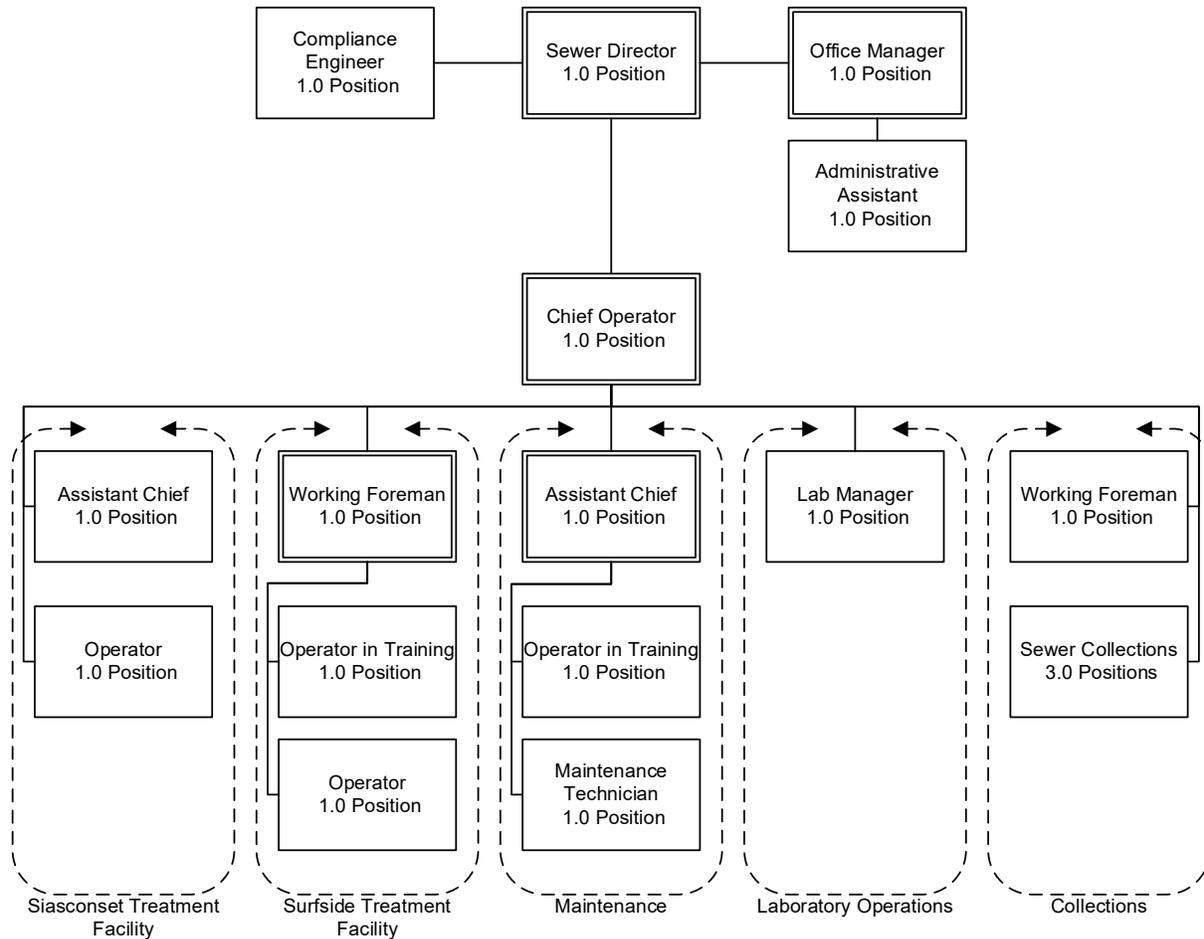


Figure 13: Sewer Department Organizational Structure, 2018

The Sewer Department is led by the Sewer Director, who is responsible for budget development, establishing the Department’s strategic priorities, and coordinating the day-to-day work of staff in conjunction with the Chief Operator. Other administrative staff include the Compliance Engineer, who is responsible for small-scale engineering design and sewer permit review, coordinating the Department’s safety efforts, capital project coordination, and determining appropriate safety-related retrofits to existing infrastructure (such as the addition of anchor points in pre-stressed concrete). Additionally, the Office Administrator and Administrative Assistant are responsible for responding to customer service requests,

processing FOIA requests, work order entry, and record-keeping, coordinating accounts payable and receivables with the Town’s Finance Department, and other administrative tasks.

The Chief Operator oversees Assistant Chiefs, Foremen, and Operators across the Department’s major functions, including wastewater facility operations, maintenance, laboratory testing, and collections system maintenance. These staff perform a variety of interrelated functions, including managing the day-to-day operations of the Town’s wastewater facilities, troubleshooting equipment issues, performing routine and reactive maintenance, testing wastewater effluent for compliance with state and federal regulations, and maintaining the Town’s wastewater collections system.

Core Services

Each of the divisions of the Department performs a variety of services and tasks that constitute core department services. Those functions are summarized in the table below.

Table 29: Sewer Core Services

Sewer Division/Function	Program Area	Core Services
Administration	Accounting/Budget	<ul style="list-style-type: none"> Process payables and receivables and submit to Finance Department Evaluate Department spending Develop Department budget
	Permitting	<ul style="list-style-type: none"> Issue sewer permits within two business days Schedule sewer inspections Document inspection findings
	Work Orders	<ul style="list-style-type: none"> Create and document work order requests Transcribe paper documentation into PeopleGIS
	Open Records Requests	<ul style="list-style-type: none"> Receive FOIA requests, and locate and distribute requested materials
Wastewater Treatment (Siasconset and Surfside)	Facility Operations	<ul style="list-style-type: none"> Monitor facilities and each phase of the wastewater treatment process Ensure facilities are operating appropriately Troubleshoot operational issues and concerns Attend to facility operations on an on-call basis as needed
	Facility Maintenance	<ul style="list-style-type: none"> Backfill for wastewater treatment facility operators as needed Inspect, evaluate, and repair facility equipment and systems, including but not limited to pumps, grinders, generators, and treatment systems Perform preventive maintenance on facilities and systems as needed Inspect and maintain lift stations
	Laboratory	<ul style="list-style-type: none"> Evaluate lab equipment and check working conditions Calibrate testing systems, meters, and equipment

Sewer Division/Function	Program Area	Core Services
		<ul style="list-style-type: none"> Perform required daily water quality testing, including pH, ammonia, nitrates, dewatering Perform required weekly water quality testing, including ammonia (wet chemistry test), biochemical oxygen demand (BOD), total suspended solids (TSS) Perform other applicable tests as required (e.g. oil and grease) Forward test results to the state as required Check field stations monthly
Collections	Inspections	<ul style="list-style-type: none"> Inspect existing infrastructure for infill and infiltration (I&I) Visually inspect existing lines using camera equipment Inspect sewer taps made by third-party contractors as needed
	Infrastructure	<ul style="list-style-type: none"> Repair broken and leaking sewer collection pipes Install and replace new pipes as needed Respond to emergency requests

Budget

The Sewer Department is supported by the Sewer Enterprise Fund. Revenue in this fund is largely derived from sewer fees and supports the Department's daily operations. The following table illustrates actual operating and personnel expenses in the Sewer Department over the last five fiscal years.

Table 30: Sewer Department Expenses – Sewer Enterprise Fund, FY2014 through FY2018

Expense Category	FY2014 Actual	FY2015 Actual	FY2016 Actual	FY2017 Actual	FY2018 Actual	Percent Change FY2014 to FY2018
Personnel	\$1,028,738	\$1,076,100	\$1,101,181	\$1,221,587	\$1,587,506	54%
Operating	\$4,937,942	\$5,017,031	\$6,007,165	\$6,606,128	\$5,427,391	10%
Total	\$5,966,680	\$6,093,131	\$7,108,346	\$7,827,715	\$7,014,897	18%

Notably, personnel expenses have increased approximately 54% during this timeframe due to increases in authorized staffing levels, base salary expenses and health insurance premiums. Three positions were added in the FY2018 budget, including the Administrative Assistant and two additional operators.

Operating expenses exceed personnel expenses in the Sewer Enterprise Fund largely due to debt service payments (principal and interest) related to water pollution abatement and sewer distribution and collections infrastructure and equipment. Since 2014, these collective debt service costs have averaged approximately \$3.3 million per year. Overall, the Department's expenses have increased approximately 18% compared to FY2014.

Staffing

The following is a list of authorized positions within the Sewer Department for FY2019 based on data provided from the Town’s MUNIS system.

Table 31: Sewer Department Authorized Staffing, FY2019

Sewer	Authorized Full-Time Positions	Authorized Part-Time Positions	Total Authorized Positions
Sewer Director	1	0	1
Chief WWTP	1	0	1
Assistant Chief WWTP	1	0	1
General Foreman	1	0	1
Operator	3	0	3
Sewer Lab Tech	1	0	1
Maintenance Technician	2	0	2
Office Manager	1	0	1
Sewer Collections	3	0	3
Plant Manager	1	0	1
Total	15	0	15

There are three positions described by the Sewer Department that were not included in the MUNIS listing: Compliance Engineer; Administrative Assistant; and an additional Sewer Operator. It should also be noted that some position titles provided by the Sewer Department do not align with those provided from the Town’s MUNIS system.

Sewer Analysis and Recommendations

The Sewer Department provides effective services to Town residents and has demonstrated a commitment to ongoing investments in the Town’s wastewater infrastructure. The Siasconset and Surfside Treatment facilities have sufficient capacity to sustain additional growth in the Town population, and each facility currently processes approximately half of its maximum engineered wastewater flow on average each day. The Town also continues to invest in capital wastewater infrastructure: the Surfside Treatment Facility is in the midst of an \$8.8 million upgrade to enclose the facility’s headworks and replace various pumps, grinders, and treatment systems, and the Town Capital Program Committee has prioritized an additional \$20 million in software, sewer lines and mains, and related wastewater infrastructure expenditures.

Continued, proactive investment in the Town’s sewer infrastructure is a commendable practice and aligned with the Select Board’s strategic focus on environmental leadership. Steady investment will preserve the system’s integrity and safeguard water treatment operations for future generations. However, the Department also faces several challenges which constrain its ability to offer effective services. Like other departments, the Sewer Department struggles to attract and retain qualified staff given the unique challenges associated with living on Nantucket. This complicates efforts to ensure minimum staffing levels are met at treatment facilities and limits the number of personnel who can perform other vital tasks, including maintenance and inspections. Additionally, there is a need for the Department to expand current practices related to asset management, condition assessment, and work planning to inform analysis regarding current and future staffing needs.

The following recommendations are intended to help the Department maximize existing staff capacity while improving its understanding of staffing needs.

Enhancing Staff Capacity

The Sewer Department's overall structure and staffing levels are appropriate given the scope of current operations and services. However, it is important for the Department to fill currently vacant positions and formalize existing cross-training efforts to ensure that staff can continue to provide reliable, high-quality services to the community. The following recommendations discuss strategies for achieving the Department's staffing goals and enhancing the capacity of existing personnel.

Recommendation 36: Implement certification incentives to attract and retain qualified operators.

Wastewater collection and treatment is a year-round activity which occurs 24 hours a day, seven days per week. To ensure that wastewater treatment is appropriately carried out, municipalities are required to file a staffing plan with the Massachusetts Department of Environmental Protection (MADEP) which describes the minimum number of staff necessary to safely conduct treatment activities. Based on the facilities and operations currently performed by Nantucket Sewer staff, the Department requires a minimum of 13 operator positions: two at the Siasconset facility, nine at the Surfside facility (including maintenance staff) and two performing collections maintenance. These operators are responsible for carrying out essential tasks, including:

- Monitoring and maintaining regulatory compliance with wastewater plant processes
- Troubleshooting treatment issues and ensuring effective operations
- Maintaining wastewater facilities and equipment
- Ensuring treatment facilities are adequately supplied with appropriate chemicals
- Disposing of treated sludge and effluent
- Responding to emergencies associated with collections and treatment
- Inspecting and repairing wastewater conveyances and infrastructure

While the Department has sufficient budgeted, authorized positions to achieve minimum staffing, only 10 operators are currently employed across these functions. This means that current minimum staffing goals cannot be met due to position vacancies. In addition to these vacancies, staff report that illness, vacation, and other leave usage further constrains the number of staff who are available for duty.

When operators are not available, other staff must be reassigned to provide appropriate coverage for core functions. This is particularly relevant for operators who run the Town's treatment facilities on a daily basis. When treatment facility operators take leave or are otherwise absent, maintenance staff (particularly the Assistant Chief responsible for maintenance and an Operator-in-Training) backfill these positions. This prevents maintenance staff from focusing on facility repairs, equipment replacement, and attending to proactive maintenance needs. While actual leave data was not readily available, maintenance personnel estimate spending an average of four to eight staff hours per day covering for treatment facility operators.

The most effective way to prevent staff from backfilling vacant positions is to create and fill additional operator positions. Adding operators creates a broader pool of skilled laborers who can support the Department's operations and avoids the need to reassign existing staff for coverage purposes. The Department has already taken steps to add this capacity by advertising for approved positions, including two operators and a maintenance technician. However, staff report that these positions have not attracted qualified applicants, and there is currently no estimated date for filling these positions.

Attracting qualified staff to work for the Sewer Department is a complex task which is connected to the housing, compensation, and other cost of living factors discussed elsewhere in this report. An additional challenge related to the Sewer Department specifically involves certification requirements. Currently, all operators are expected to achieve a Grade 6 wastewater treatment certification within three years of starting employment with the Town. This level of certification permits the employee to backfill for nearly any operational task at the Town's wastewater treatment facilities and helps ensure emergency coverage is available for those facilities. This certification can be difficult to obtain: according to exam results statistics published by the New England Interstate Water Pollution Control Commission (NEIWPCC) which issues certification tests, the average passing rate over the last several years is approximately 40%.²⁰ Other certifications and training required for Sewer employees include commercial driver's license (CDL), hoisting engineer license, confined space entry, arc flash safety, and hazardous materials handling. These skills are essential for Sewer staff due to the nature of the Department's work.

To recognize the importance of these certifications, the level of effort required to achieve them, and the unique nature of the work performed by Sewer Department staff, it is appropriate for the Town to consider certification-based monetary incentives as a way of prioritizing Sewer operator positions and attracting qualified applicants. Sewer operators are currently represented by AFSCME Local 2346. While the Town's current labor contract with AFSCME does not explicitly discuss incentives for certification, article 26.1 of the contract states that the Town "may, in its sole discretion, grant additional merit wage increases or bonuses."²¹ The additional merit increases and bonuses mentioned in this article could conceivably include certification incentives. It is also notable that education and certification incentives are components of other Town labor agreements, including LIUNA and the Massachusetts Coalition of Police.

Implementing a certification incentive program will require close coordination with the Town's legal counsel, HR staff, and union representatives to ensure the interests of all parties are fairly represented. Once implemented, a certification incentive will allow the Town to compensate wastewater employees for their skills and help alleviate some of the cost of living issues faced by Department staff.

Recommendation 37: Develop a formal cross-training program for wastewater employees.

Sewer staff are currently given job assignments based on their skills, experience, and certifications. While the Department's certification requirements help to ensure that operators can perform essential duties when needed, there are substantial operational differences among the Department's core functions. For example, the Town's wastewater treatment facilities utilize two different technologies: Siasconset is a sequential batch reactor (SBR) treatment plant, while the Surfside facility utilizes xenon membranes to filter wastewater. Properly attending to these facilities requires a thorough understanding of the technology used to treat the wastewater as well as practical familiarity with the treatment facilities themselves. Maintenance staff in particular must be intimately familiar with the unique technologies and equipment deployed in each treatment facility. Other core operational functions, such as collections, deal entirely with maintaining the pipes, lifts, and stations which convey wastewater from homes and businesses to the treatment plants.

In practice, the wide variety of functions and technologies utilized by the Department challenge staff's ability to backfill vacant positions. Even when staff have received the proper certifications and training

²⁰ <http://1o44jeda9yq37r1n61vqlgly.wpengine.netdna-cdn.com/wp-content/uploads/2018/07/MA-Wastewater-Exam-Summaries-3-year-yearly-and-quarterly-current-year.pdf>

²¹ AFSCME Contract July 1, 2017 through June 30, 2020. Page 16. <https://www.nantucket-ma.gov/DocumentCenter/View/20087/Department-of-Public-Works---July-1-2017---June-30-2020>

associated with a given function, they may lack direct experience performing specific tasks at all of the Town's facilities. This can increase the likelihood of operator error and other preventable mistakes.

To avoid this challenge and maximize staff familiarity with all aspects of the Department's core services, it is recommended that the Department develop and implement a formal cross-training program. The cross-training program should require staff with the appropriate certifications to rotate job duties at specific intervals throughout the year. This exposes staff to all aspects of the Department's operations, increases employee familiarity with various tasks, and improves staff's ability to backfill for vacant positions when necessary.

One approach to providing regular cross-training exposure is to create a rotation pattern where staff routinely shift their primary responsibilities. The following table illustrates an example rotation pattern using this approach.

Table 32: Example Cross-Training Rotation for Sewer Staff

Operator	Proposed Assignment			
	Q1	Q2	Q3	Q4
1	Siasconset	Collections	Collections	Maintenance
2	Siasconset	Siasconset	Collections	Collections
3	Surfside	Siasconset	Siasconset	Collections
4	Surfside	Surfside	Siasconset	Siasconset
5	Surfside	Surfside	Surfside	Siasconset
6	Surfside	Surfside	Surfside	Surfside
7	Surfside	Surfside	Surfside	Surfside
8	Surfside	Surfside	Surfside	Surfside
9	Laboratory	Surfside	Surfside	Surfside
10	Maintenance	Laboratory	Surfside	Surfside
11	Maintenance	Maintenance	Laboratory	Surfside
12	Collections	Maintenance	Maintenance	Laboratory
13	Collections	Collections	Maintenance	Maintenance

It must be noted that requiring all staff to rotate duties regularly can create some challenges for staff. For example, staff who are highly skilled in particular functions and services may be unavailable to teach other employees due to their own rotations and ensuring the quality and consistency of work can be difficult without consistent supervision. A reasonable method of countering these challenges is to require new hires and non-supervisory employees to participate in regular cross-training rotations while continuing to assign managers to consistent duties. This allows managers in each function to meet, train, and work with other employees on a regular basis, enhances the Department's ability to develop a wide array of skills among staff, and improves staff's ability to backfill for positions as vacancies arise. When implemented in conjunction with the Department's robust certification requirements, a formal cross-training program will help preserve the Department's institutional knowledge and expand existing staff capacity.

Asset Management and Work Planning

Recommendation 38: Develop a comprehensive asset management program including asset inventories and condition assessments.

While it is important for the Department to maximize the capacity of existing staff and fill vacant positions, it must be emphasized that overall staffing needs for wastewater functions are dependent on a variety of factors. These include the number of wastewater treatment facilities, the size of the Town's wastewater collection network, the number and complexity of pump and lift stations, the frequency of new development projects, the need to inspect new sewer taps, and the overall condition of assets maintained by the Department.

Because the number and condition of assets maintained by the Sewer Department is key to calculating an appropriate staffing level, it is critical for the Department to create and maintain a comprehensive approach to asset management. Effective asset management involves creating a comprehensive list of all assets maintained by the Department, determining the condition of those assets, and prioritizing maintenance and replacement goals based on this information. By understanding the full scope of services offered and the maintenance requirements of existing infrastructure, the Department can more effectively assign staff to tasks, budget for operational and capital expenditures, and proactively plan work to ensure that critical needs are met.

The Department has already begun to lay the groundwork for an effective asset management program. For example, staff have worked with a private contractor to visually inspect approximately 100,000 feet of sewer lines in FY2017 to determine their condition, and the Department utilizes a camera truck to continue video inspections of collection lines. Staff are currently implementing a capacity, management, operations, and maintenance (CMOM) program designed to document existing assets and performance goals, and have begun the process of evaluating CMMS software to assist with asset management, condition assessment, permitting, and work order records.

These activities are commendable and should be continued to help the Department implement a robust approach to asset management and work planning. Where possible, asset inventories and condition information should be coupled with GIS technology so that staff in the field can accurately locate assets, update condition information, determine the locations and condition of previous repairs, and map the location of all wastewater infrastructure on the island. A GIS database of existing sewer assets will enable the Department to draw accurate maps illustrating the locations of wastewater infrastructure, identify geographic areas that require more intensive maintenance, and evaluate maintenance and condition trends over time. To maximize the effectiveness of the Department's asset inventory, CMMS, and associated GIS data, the Department should equip field staff with computer systems which allow them to access and update asset and condition information in the field in real time.

To maximize the effectiveness of the Department's asset management program, it will be important for the Sewer Director to closely coordinate with the Capital Asset Manager in the Finance Department. While Sewer Department staff will perform much of the granular work associated with asset inventories and condition assessments, it is essential for staff to regularly communicate and provide the Capital Asset Manager with up-to-date information regarding asset inventories, condition assessments, and maintenance needs. This coordination is essential to ensure that the Finance Department and Town management obtain an accurate understanding of the Sewer Department's asset management needs and priorities, and will inform future capital asset planning decisions and prioritization.

Recommendation 39: Establish formal service level targets and work plans.

Like other departments, the Sewer Department must balance proactive service delivery (such as preventive collector replacement) against reactive service requests (such as sewer inspections and customer complaints). One way to prioritize competing service demands is to establish formal service level targets associated with core functions and tasks.

For example, the Department currently processes sewer permit requests within two business days and responds to sewer inspection requests on an on-call basis. This responsiveness indicates that rapid customer service is a priority for the Department; however, delivering this level of service can cause interruptions to important proactive work, disrupt staff working on other active projects, and delay the Department's progress toward achieving goals.

It is difficult, if not impossible, to avoid reactive requests that interrupt staff work in the Sewer Department. Establishing formal service level targets enables management staff to set reactive service expectations based on the volume of proactive work that must be performed and the number of staff available to perform tasks. This creates an opportunity for the Department Director and senior staff to evaluate the reasonableness of existing service expectations given the totality of assets that must be maintained, the condition of those assets, and the number of qualified staff available to perform tasks. Where appropriate, the Department should adjust service level targets to create more flexibility for staff to address customer complaints and requests. For example, the Department could establish a 24 or 48-hour window for requesting sewer inspections, and/or establish a two-week turnaround expectation for sewer-related permits. This provides the Department with greater ability to triage reactive requests in the context of overall workload.

Formal service level expectations will also inform the Department's work planning process. By understanding the full scope of assets to be maintained and defining formal service targets to maintain those assets, the Department will be able to create a detailed work calendar which describes when and how often tasks should be performed each year. This work calendar should anticipate and include proactive maintenance efforts designed to increase the lifespan of new assets. As an island surrounded by seawater, the environmental conditions on Nantucket contribute to increased wear on exposed facility components, pumps, grinders, and other capital assets. Routinely maintaining these assets through a regular preventative maintenance cycle will extend the service life of capital components and decrease the likelihood of catastrophic failure.

Developing an annual work plan will allow management to more effectively anticipate future maintenance needs and allocate staff to specific functions as the year progresses. Evaluating the frequency of reactive requests in the context of this work plan will provide the Department with additional insights regarding the seasonality of requests and the number of staff required to deliver effective services.

Recommendation 40: Continue proactive investments in assets and facilities.

The Department is currently investing in capital upgrades to the Surfside treatment facility which will improve the facility's ability to process wastewater and represent an ongoing commitment to ensuring wastewater quality. In addition to this investment, the Town's CapCom has identified more than \$20 million in sewer-related capital improvements for FY2019.

These improvements include:²²

- \$2.0M - CMOM Program
- \$5.5M - Sewer Mains Replacement within WWCO Project Areas I
- \$5.1M - Surfside Roads Area Sewer System Improvements
- \$1.1M - Surfside WWTF Phase 2 Upgrades
- \$3.4M - Sewer Mains Replacement within WWCO Project Areas II
- \$1.0M - National Grid L8 Feeder Project Area Sewer Replacements

The Town's commitment to proactive investment in wastewater infrastructure is commendable, and it is important to continue investing in wastewater capital assets and programs to ensure the Town's wastewater infrastructure is stable, secure, and effective. Proactive capital investments such as these allow the Department to more effectively plan work projects, defer maintenance on assets that will ultimately be replaced, and balance reactive maintenance demands in the context of future capital improvements.

Operations

Recommendation 41: Discontinue the practice of allowing contractors to tap sewer lines and require this be done by Town staff.

Currently, contractors performing sewer-related work for private developments in Town are permitted to tap sewer mains and make connections to the collection system without direct involvement from the Sewer Department. These connections are then inspected by Sewer staff as part of the permitting and inspections process.

While the practice of inspecting these taps is commendable, there are significant disadvantages associated with contractors tapping the Town's collections infrastructure. First, mistakes made by contractors and not caught by inspectors may go unreported and contribute to sewer leaks, decreased infrastructure service life, and environmental degradation. Additionally, improper connections made by third parties raise liability concerns and may involve the Town in complex disputes regarding who is ultimately accountable for correcting installation errors. Finally, allowing contractors to make their own connections unsupervised creates a mechanism whereby contractors can more easily connect to existing systems without pulling proper permits or undergoing inspections.

As a best practice, Sewer Department staff should tap sewer lines to ensure proper connections are made and reduce the likelihood of improper installation. According to staff, the Department is in the process of rewriting sewer regulations and associated rate structures in an effort to gain more control over the installation process, ensure the quality of new connections, and assess a fee to recover appropriate costs for new connections. These efforts are appropriate and should be expedited to prevent new connections from being improperly added to the current system. If the Department is unable to make connections using existing staff, it should supervise contractors making connections whenever possible.

Recommendation 42: Begin tracking labor hours associated with major departmental tasks.

Sewer staff currently track work orders using the PeopleGIS platform, which is also utilized by the Department of Public Works. However, Sewer staff have limited ability to effectively categorize work orders in this system, and cannot currently differentiate work orders involving investigating complaints, catch basin cleaning, pump station maintenance, and on-call responses. The Department has contracted with PeopleGIS to create a separate online permitting system specifically for sewer permits in the coming

²² CapCom FY2019 Final Report. Page 4.

year; however, this will not increase the Department's ability to categorize other work orders. During field work, staff indicated that the Department is actively searching for a CMMS to assist with asset management and work order functions; however, a solution has not yet been identified.

Effectively tracking work orders and associated labor hours is critical to understanding the full scope of the Department's operations and the staff necessary to provide services. It is essential for staff to accurately track and log this information so that management can make informed decisions about staffing requirements and work prioritization. Given the Department's present circumstances, there are two options that will help increase staff's capacity to record this information.

The first option involves expanding the current contract (or entering into an additional contract) with PeopleGIS to provide additional customizable fields and recording capabilities. This would involve giving Sewer staff additional data entry fields to describe the type of work performed and labor hours consumed, as well as expanding the system's reporting capabilities. An advantage to this approach is that it allows the Department to work with a known vendor and utilize an existing system to record and track work order information, and potentially alleviates the need for the Town to procure a work order module for a CMMS.

While adjusting the current PeopleGIS system presents some advantages to the Town, there are also significant drawbacks with this approach. Work order data entered into PeopleGIS would be disassociated from data included in the Department's CMMS, fragmenting the Department's approach to comprehensive asset management. Connecting these datasets would likely require additional technological support and customization. Additionally, this approach would require Sewer staff to master two separate software systems to track assets, work orders, and labor information.

To avoid these issues, it is recommended that the Department select a CMMS vendor that can provide a comprehensive software package that incorporates asset management, condition assessment, work order tracking, online permitting, and performance tracking (such as labor hours) in a single platform. The advantage of this approach is that it centralizes the Department's data and potentially streamlines reporting capabilities, work planning, and staffing analysis. The Department is currently in the process of selecting an appropriate CMMS software vendor to meet its asset management, work order reporting, and data management needs. This process should be pursued to enhance accountability and increase customer service. While this solution may require more significant budgetary investments compared to PeopleGIS, it is more likely to address the Department's needs in a comprehensive way. This option also creates an opportunity for the Sewer, Public Works, and Finance Departments to collaborate to find CMMS software which meets the needs of all Town staff responsible for managing capital assets.

Regardless of the manner in which work order information and labor hours are tracked, it is critical for the Department to more closely monitor how many hours staff devote to core functions. This does not require a legalistic evaluation of every minute of every staff person's day; rather, the goal is to understand which tasks performed by staff require significant time to accomplish. Understanding these time constraints will allow the Department to more effectively analyze the number of personnel required to perform core tasks and will inform future staffing decisions.

Planning and Land Use Services Department

The Planning and Land Use Services (PLUS) Department was formed in 2012, with the intention of bringing together most of the Town's land use related permitting and support functions. The Town consolidated all health, Historic District Commission (HDC), building, planning, zoning, Affordable Housing Trust, and real estate support functions into a single department, the PLUS Department. Subsequently, all health-related functions were moved into a separate department.

Before 2012, most of the departments operated independently of each other and were staffed by department directors that were direct reports of the Town Manager. However, the Director of Planning reports to the Nantucket Planning and Economic Development Commission (NPEDC). NPEDC operates as Nantucket's Regional Planning Agency, one of 13 in Massachusetts, and is authorized by the State²³ to oversee local and regional planning functions, providing informal staff support to the Planning Board, and generalized assistance to Town Administration on a wide variety of issues. The adoption of the Town Charter in 1996, and as amended in 2002, clarified and defined Town Administration departments to include the Zoning Board of Appeals, the HDC, and the Planning Board.

To reduce direct reports and department director positions for smaller departments, the Planning Board, Zoning Board, and real estate/affordable housing functions merged into an informal Planning Office, overseen by the Director of Planning in 2005. Building, HDC, and health became the Code Enforcement Department. The entities merged into a single department, PLUS. The health function was later moved back to a separate department, and PLUS later expanded to include the Energy Coordinator and Housing Specialist positions.

The NPEDC remains responsible for planning and zoning services for the Town; however, in 2012, the Town and NPEDC signed a Memorandum of Agreement formalizing the relationship of PLUS to manage these municipal functions and the expanded department, under the direction of Town Administration.²⁴

PLUS is organized into three primary units: the Land Use and Regulatory Division; the Safety and Code Compliance Division; and the Regional Focus Division. The structure of the department is illustrated in the following organizational chart.

²³ Chapter 561 of the Acts of 1973 as amended. The adoption of the Town Charter in 1996 and as amended in 2002 clarified and defined Town Administration departments to include the Zoning Board of Appeals, Historic District Commission and Planning Board.

²⁴ The MOA states that "The administration of PLUS will be handled by the Director of Planning and the Director of Planning will report to the Town manager for the administration of PLUS."

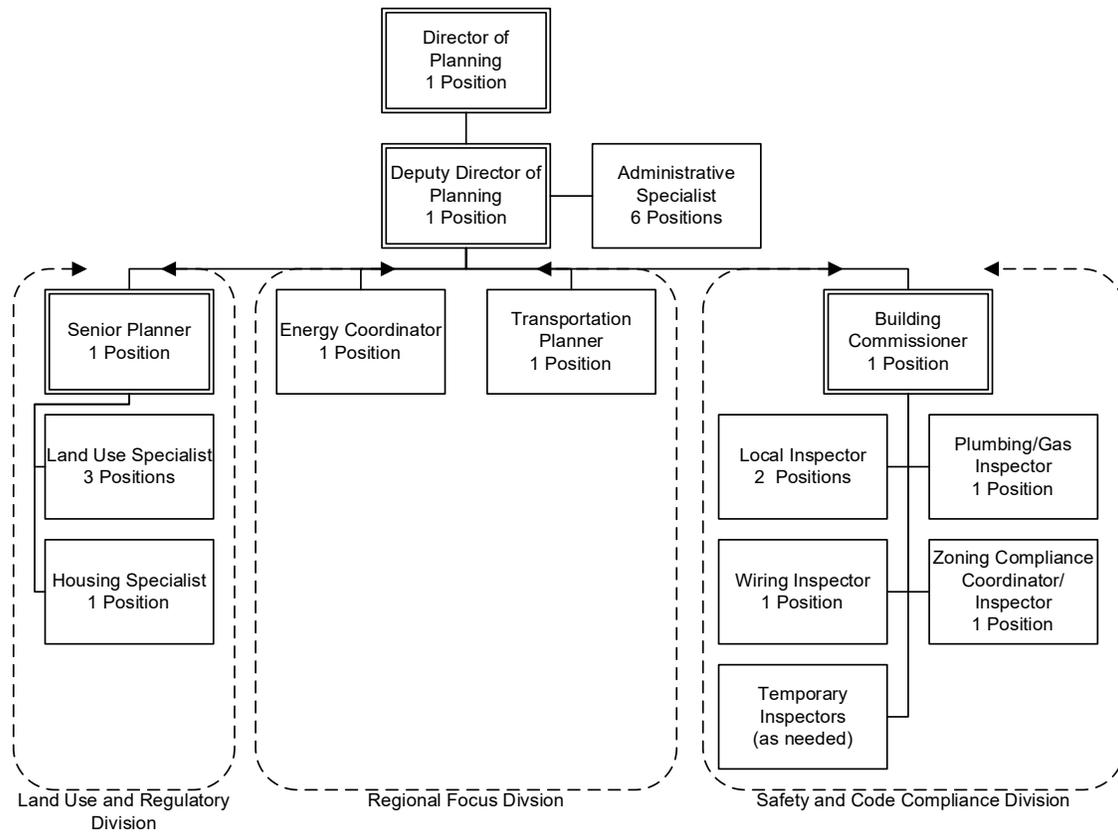


Figure 14: PLUS Organizational Structure, 2018²⁵

The Director of Planning serves as the department director and coordinates with the Town Manager on setting the Department’s overall administrative direction. The Director works closely with the Deputy Director of Planning to oversee all three units in the Department as well as a team of six administrative specialists who provide departmental support to senior and technical PLUS staff.

The Land Use and Regulatory Division is responsible for planning and permitting services to the Board and Commissions designated to review development proposals, hear appeals, plan for the future, and preserve the unique character of Nantucket. The Division is responsible for conducting site plan reviews, providing professional advice and opinions, and ensuring that development on the island conforms with HDC guidelines, Planning Board rules and regulations, and other standards. The Land Use and Regulatory Division is responsible for conducting inspections related to the application process and confirming compliance with conditions imposed by the various Boards and Commissions. The work of the Land Use Specialists and some of the Administrative Specialists of this Division has historically been managed by a Senior Planner. However, at the time of this review, this position was unfilled and unfunded, so the Deputy Director of Planning fills that role. The Division is staffed with Land Use Specialists and a Housing Specialist.

The Safety and Code Compliance Division is responsible for ensuring that the island’s buildings comply with all building codes and zoning laws. The Building Commissioner is a State-certified position responsible for ensuring compliance with the Building Code. Under the direction of the Building Commissioner, the Safety

²⁵ Funding was identified for the Senior Planner position in October 2018. The Energy Coordinator position is physically located in the PLUS Department; however, the position is budgeted for in the Town Manager’s Office budget.

and Code Compliance Division is responsible for inspecting and issuing permits for: new buildings, repairs and alterations to existing buildings; and new or upgraded plumbing, gas, and wiring systems. The Division also includes a Zoning Compliance Coordinator, who is responsible for reviewing permit applications and certifying that the plans comply with all zoning laws.

Under Massachusetts General law, the Building Commissioner is appointed by the Town Manager, and there has been some question on whether the Town Manager has the authority to delegate oversight of the position to the Director of Planning. Massachusetts General Law Chapter 143 Section 3 does state, in part, that the “building commissioner shall report directly and be solely responsible to the person or public body that appointed him.” However, Town Counsel reviewed the matter and issued an opinion the Town’s Home Rule Authority supersedes State law, and because the Town Charter allows the Town Manager to delegate authority, delegation of Building Commissioner to the Director of Planning has been determined to be acceptable.

Finally, the Regional Focus Division consists of the Transportation Planner and the Energy Office. The Transportation Planner is responsible for maintaining the Town’s transportation plan and monitoring traffic patterns. The Transportation Planner also develops and implements plans for transportation improvements. Although the Transportation Planner position is paid for by the General Fund, the Town is reimbursed for both direct and indirect costs of the position through a State transportation planning grant, which is only available to RPAs and requires specific reporting to the State.

The Energy Office is responsible for encouraging energy efficiency on the island. The Office is managed by the Energy Coordinator, a previously grant-funded position that is now funded by the Town. The Coordinator makes policy recommendations to save energy in both the Town government and the community. The position also coordinates and implements initiatives to help island residents and businesses conserve energy and provides information on energy-saving best practices. The Coordinator position was created in 2011 with a one-year grant from ReMain Nantucket, a local philanthropic organization. The position is now supported by the General Fund and budgeted in the Town Manager’s Office.

The Department is supported by a team of six Administrative Specialists who field phone calls and visits from the public, schedule inspections, file permits, process applications, accept payments, and maintain records. Although some of the administrative staff have areas of specialization, the Department has begun to implement cross-training so that all Administrative Specialists can assist with any of the Department’s services. Administrative Specialists also organize, prepare agendas, staff, and take minutes for a wide variety of Boards and Commissions related to land use planning.

Core Services

Each of the divisions of the Department performs a variety of services and tasks that constitute core department services. Those functions are summarized in the table below.

Table 33: PLUS Core Services

PLUS Division/Function	Program Area	Core Services
Administration	Administration	<ul style="list-style-type: none"> • File permits and other documents, maintain files, and assist members of the public with records requests • Schedule inspections

PLUS Division/Function	Program Area	Core Services
		<ul style="list-style-type: none"> • Process permit applications • Accept payments for permits • Staff and take minutes for various boards, commissions, and workgroups
Land Use and Regulatory Division	Planning	<ul style="list-style-type: none"> • Conduct long-term planning • Educate public on planning and regulations • Conduct site plan reviews; recommend actions to various boards, commissions, and workgroups • Develop and maintain land use plans • Develop planning studies
	Historic District Commission (HDC)	<ul style="list-style-type: none"> • Process applications for HDC permits • Inspect properties for HDC compliance • Coordinate HDC certification
Safety and Code Compliance Division	Safety and Code Compliance	<ul style="list-style-type: none"> • Review plans for Building Code and zoning compliance • Conduct inspections and issue permits for buildings, plumbing, gas, and wiring • Issue Certificates of Occupancy • Review and issue Certificates of Inspections annually for all places of public assembly
Regional Services Division	Energy Office	<ul style="list-style-type: none"> • Educate the Town government and the public about energy efficiency • Recommend policies and practices to promote energy efficiency • Administer programs to encourage energy efficiency • Research and manage Town's energy technology, infrastructure and projects • Recommend energy best practices for Town municipal facilities • Monitor municipal energy usage • Prepare regular reports on municipal energy usage to Select Board
	Transportation Planning	<ul style="list-style-type: none"> • Maintain regional transportation plan • Monitor traffic patterns • Plan transportation projects like roundabouts and bikeways • Grant administration

Budget

The PLUS Department is supported by the General Fund. The following table provides an overview of total Department expenses from FY2014 through FY2018.

Table 34: PLUS Expenses - General Fund, FY2014 through FY2018

Expense Category	FY2014 Actual	FY2015 Actual	FY2016 Actual	FY2017 Actual	FY2018 Actual	Percent Change FY2014 to FY2018
Personnel	\$1,061,446	\$1,196,016	\$1,271,836	\$1,394,320	\$1,631,137	54%
Operating	\$94,125	\$196,337	\$278,978	\$346,074	\$326,793	236%
Total	\$1,155,571	\$1,392,353	\$1,550,814	\$1,740,394	\$1,957,930	69%

As noted in the background about the PLUS Department, various functions currently housed within PLUS have been components of other departments over the past five years. As such, comparisons from FY2014 to FY2018 do not necessarily account for actual changes in PLUS. However, more recent changes in PLUS expenses are largely driven by the staffing increases, such as the additional of a Local Building Inspector position and the creation of the Housing Specialist position, as well as the Town’s “Yard Sale” program.

Staffing

The following is a list of authorized positions within the PLUS Department for FY2019 based on data provided from the Town’s MUNIS system.

Table 35: PLUS Department Authorized Staffing, FY2019

PLUS	Authorized Full-Time Positions	Authorized Part-Time Positions	Total Authorized Positions
Building			
Building Commissioner	1	0	1
Local Inspector	2	0	2
Plumbing/Gas Inspector	1	0	1
Wiring Inspector	1	0	1
Zoning Enforcement Officer	1	0	1
Planning			
HDC Inspector	1	0	1
Administrative Assistant	2	0	2
Administrative Specialist	5	0	5
Deputy Director of Planning	1	0	1
Director of Planning	1	0	1
Housing Specialist	1	0	1
Land Use Specialist	2	0	2
Transportation Planner	1	0	1
Minute Taker	0	1	1
Total	20	1	21

As noted in the Town Manager’s section of this report, the Energy Coordinator position is budgeted for in the Town Manager’s budget and is therefore not included in the PLUS staffing list. Additionally, it was reported by staff that funding for the Senior Planner position was recently identified; however, it does not

appear in the MUNIS system. It should also be noted that some position titles provided by PLUS do not align with those provided from the Town's MUNIS system.

PLUS Analysis and Recommendations

Since the creation of PLUS, the Department has worked diligently to integrate its various functions into a cohesive organization. This process has been hampered by increasing workloads, manual processes, and constricting organizational structures. The recommendations that follow are intended to help the Department address these issues and function more efficiently. A separate Organizational Assessment of PLUS began in September of 2018.

Staffing Recommendations

There are opportunities for improving service delivery in PLUS, and while there are no recommendations for staffing level changes based on available workload data, the following section details the type of data that the Department should begin tracking in order to better understand staffing needs and make informed staffing decisions in the future. In the meantime, several other changes are recommended, as outlined below.

Recommendation 43: Restructure the Building Commissioner position to focus on code enforcement issues.

Under the current Department structure, the Deputy Director of Planning supervises all three units, along with all administrative staff. This supervisory workload is significant. The Deputy manages more than a dozen direct reports as well as three distinct lines of business. The breadth of these operations merits another senior-level position to help oversee the Department.

The Director and Deputy Director are aware of the benefits of another senior position and proposed restructuring the Building Commissioner position to report directly to the Director of Planning. The Building Commissioner and the Deputy Director would work together to ensure that the various units in the Department collaborate as much as possible. Furthermore, Building Commissioner is a union position, meaning there are restrictions in the salary that can be offered. These restrictions have posed some difficulty in recruiting a qualified candidate pool for the position. The restructured position is proposed as a non-union position, similar to the current Deputy Director of Planning position. The Nantucket Public Employees Local Union 1060 agreed to remove this position from the bargaining unit in October 2018.

Given the limitations of the current organizational structure, it is recommended that the Town proceed with the proposed plan to restructure the Building Commissioner position. The Building Commissioner should report directly to the Director of Planning and should oversee the Safety and Code Compliance Division. While supervision of the administrative staff will remain with the Deputy Director of Planning, it is recommended that the Building Commissioner work closely with the Planning Deputy to ensure appropriate support is provided for the administrative functions of the Department. The recommended structural change is illustrated in Figure 15 that appears later in this section of the report.

The position should retain the official title and role of Building Commissioner and be appointed as the Town's Building Commissioner in order to meet State requirements. Therefore, whoever fills the position

must meet legal requirements to serve as a Massachusetts building official. According to Massachusetts state law,²⁶ a designated building official must:

- “...have had at least five years of experience in the supervision of building construction or design or in the alternative a four year undergraduate degree in a field related to building construction or design or any combination of education and experience which would confer equivalent knowledge and ability, as determined by the board.”
- “...have had a general knowledge of the quality and strength of building materials; a general knowledge of the accepted requirements for building construction, fire prevention, light, ventilation, safe exits and the requirements of section thirteen A of chapter twenty-two and the rules and regulations promulgated pursuant thereto pertaining to accessible design standards; and a general knowledge of other equipment and materials essential for safety, comfort, and convenience of the occupants of a building or structure.”
- “...be certified by the board of building regulations and standards in accordance with regulations promulgated by said board.”

Minimal budgetary impact is anticipated with this recommendation, as the new position is anticipated to fall within the salary range of the existing Building Commissioner position.

Recommendation 44: Fund and fill the vacant Senior Planner position.

The Senior Planner position has been vacant since the formation of PLUS in 2012. The result is that a large amount of the Deputy Director of Planning’s time is spent managing the Land Use and Regulatory Division. It also reduces the capacity of that Division; currently, staff focuses on meeting day-to-day requests and has little time for long-range planning. A Senior Planner would lead long-term planning efforts and coordinate overall planning for the Town.

The Planning Board and Town Administration have provided direction to Planning staff to work on several large, complex plans, including:

- An update to the 2009 Master Plan;
- A Hazard Mitigation Plan;
- Miscellaneous neighborhood area plans; and
- Contribute to other planning efforts (Coastal Resiliency and Open Space) that require planning expertise.

The Planning Board has also given direction for staff to conduct additional public outreach for planning initiatives in order to obtain a more diverse array of input. Department leadership believes that these initiatives will require significant staff time, and the timeliness and thoroughness of the work would be improved with an additional dedicated planning specialist. Furthermore, the Senior Planner would review the Land Use Specialists’ work and assist the Director and Deputy Director of Planning with long-term planning and complex analysis.

The Department should fill the Senior Planner position after first working with Town Administration and Human Resources to develop a job description. As noted, staff have indicated that funding has been identified for this position, but it is not yet included in the MUNIS system as an approved position. The

²⁶ Massachusetts General Laws Part I, Title XX, Ch. 143, Sect. 3.

<https://malegislature.gov/Laws/GeneralLaws/PartI/TitleXX/Chapter143/Section3>

Senior Planner should manage the Land Use and Regulatory Division staff and report to the Deputy Director of Planning, while also collaborating with other areas of the Department to advance shared goals.

A Senior Planner would not only be an additional resource for the Department to help manage its workload but would also be able to focus on the day-to-day management of Land and Regulatory Division staff. The Deputy Director of Planning, who currently manages this area, also has Town-wide responsibilities that take up much of that position's capacity. Even with the recommended additional Deputy Director of Safety and Code Compliance position, the Deputy Director of Planning will still have Town-wide obligations.

According to the latest available collective bargaining agreement between the Laborers' International Union of North America and the Town, Senior Planner positions are classified as S-C with a base salary of \$83,909. After accounting for other employer costs and health insurance, the estimated total compensation cost of a Senior Planner position is approximately \$120,000 in the first year.

Recommendation 45: Track workload metrics to evaluate future staffing needs.

One indicator of potential staffing needs is whether the Department is able to meet turnaround expectations for specific areas of responsibility, such as plan reviews and inspections.

In Land Use Planning there are no official expectations for plan review turnaround times. However, staff strive to have land development plans presented to the Planning Board at the next meeting on the calendar after the application is submitted. According to staff, they are generally successful at meeting this goal, although this metric is not formally tracked.

The Building Code²⁷ requires that building inspections be completed within 48 hours of being scheduled. According to staff, the Safety and Code Compliance Division is not able to meet this requirement in some cases, although this metric is not formally tracked. Staff estimate that they average approximately one week between the time a request for an inspection is made and the inspection is completed. However, this average time is inflated because applicants can schedule some inspections in advance.

The Building Code also requires that building permits be issued within 30 days. Staff states that they are currently able to meet the 30 days deadline, although they have had some difficulty in the past. Additionally, the Division's workload has been increasing; the total number of permits issued increased by 20% between FY2013 and FY2017.

Table 36: Permits Issued, Certificates of Occupancy, and Permit Requests, FY2013 through FY2017

Permit/Certificate Type	FY2013	FY2014	FY2015	FY2016	FY2017	Percent Change FY2013 to FY2017
Building Permits	1,639	1,797	2,010	2,030	1,996	22%
Gas Permits	627	780	851	780	540	-14%
Plumbing Permits	602	732	812	732	687	14%
Wiring Permits	881	1,097	1,302	1,097	1,293	47%
Total Permits Issued	3,749	4,406	4,975	4,639	4,516	20%
Certificates of Occupancy Issued	493	530	665	664	665	35%

²⁷ "Massachusetts Amendments to the State Building Code of 2009."

<http://www.mass.gov/ocabr/docs/dpl/dps/buildingcode/inf4/1-00-embeded-amends-and-constrctn-contrl-v1.pdf>

While the number of inspection and permit applications are increasing, the number of applications and inspections alone do not illustrate the impact on Department workload. The Department should track metrics to more fully understand its workload and performance, including:

- Number of inspections, permit applications, permits issued, and certificates of occupancy issued
- Processing time for each request
- Time between request and inspection (excluding pre-scheduled inspections)
- The amount of time it takes to conduct inspections

Evaluation of appropriate staffing levels for inspections also depends on the capacity of per diem workers to assist during peak times. Per diem workers are part-time, on-call staff used in several Departments, including the Fire Department, the Health Department, and PLUS to assist regular full and part-time staff during periods of high demand. In PLUS, per-diem building inspectors are called upon to assist when there are high volumes of inspection requests. The Town has no set hours or minimum hours for per diem workers. The Department should begin to track per diem hours to understand how much they are used and at what times. If the per diem workers are heavily used during certain peak times of year it may make more sense to hire an additional part-time inspector during that season who could be relied upon to be available during certain hours.

The Department should also track workload and performance metrics in the Land Use and Regulatory Division, including:

- The number of plans reviewed
- The amount of time between submission of a plan and approval
- The amount of time spent reviewing each plan

There should be expectations set for turn-around time for all types of processes across the entire Department, and the Department should track how often these expectations are being met. These metrics will help the Department understand workload and quality of service. Evaluating these factors will provide greater understanding of the Department's staffing needs.

Recommendation 46: Cross train Inspectors for zoning enforcement.

Ensuring that building permits comply with all zoning requirements is an important function of the Safety and Code Compliance Division. Currently the Division has designated one staff person, the Zoning Compliance Coordinator, to primarily carry out this function. The Zoning Compliance Coordinator reviews all permit applications and must certify that they are compliant with all zoning ordinances before they receive final approval. The Zoning Compliance Coordinator also performs code enforcement in the field.

Before the Compliance Coordinator position was created in the early 2000s, it was the role of the Local Inspectors to evaluate zoning compliance. The current setup, with the Zoning Compliance Coordinator reviewing all applications and conducting code enforcement, adds significant processing time to permit applications. Although the Coordinator and inspectors can review a permit at the same time, there is often some back-and-forth as the two reviewers make changes that add to processing time. These delays have, in some cases, caused the Division to surpass the 30-day permit processing deadline set in the Building Code. Additionally, the Zoning Compliance Coordinator has limited capacity to conduct any proactive code enforcement or to ensure that the built environment complies with all permit conditions.

Cross training the Local Inspectors to complete zoning reviews of permit applications and to conduct zoning enforcement has the potential to reduce the review time and enhance the Town’s enforcement capacity. The recommended structure will allow a more streamlined process in which permits must only be reviewed by the Local Inspector and the Building Commissioner.

Although the job description of Local Inspectors requires them to be knowledgeable about zoning laws, the Department should first ascertain the current Inspectors’ level of proficiency with the zoning code by reviewing their backgrounds and experience. Based on this review, the Department should estimate the training cost, if any, to ensure that Inspectors are proficient in the zoning code.

The Department should also collect data on the amount of time the Zoning Compliance Coordinator spends reviewing each application and conducting code enforcement. This information can then be used to estimate the amount of additional time that zoning review would add to each inspection and permit application review, if conducted by the Local Inspector. The Department can use this estimate to calculate the approximate workload per Inspector. The Department can then make a determination about reclassifying the position based on this analysis of the Local Inspectors’ ability and capacity to review zoning compliance.

The proposed changes in this section, including the change in the Building Commissioner position, the funding of the Senior Planner position, and the cross training of Inspectors would result in the following organizational structure. Positions that have been changed are shaded.

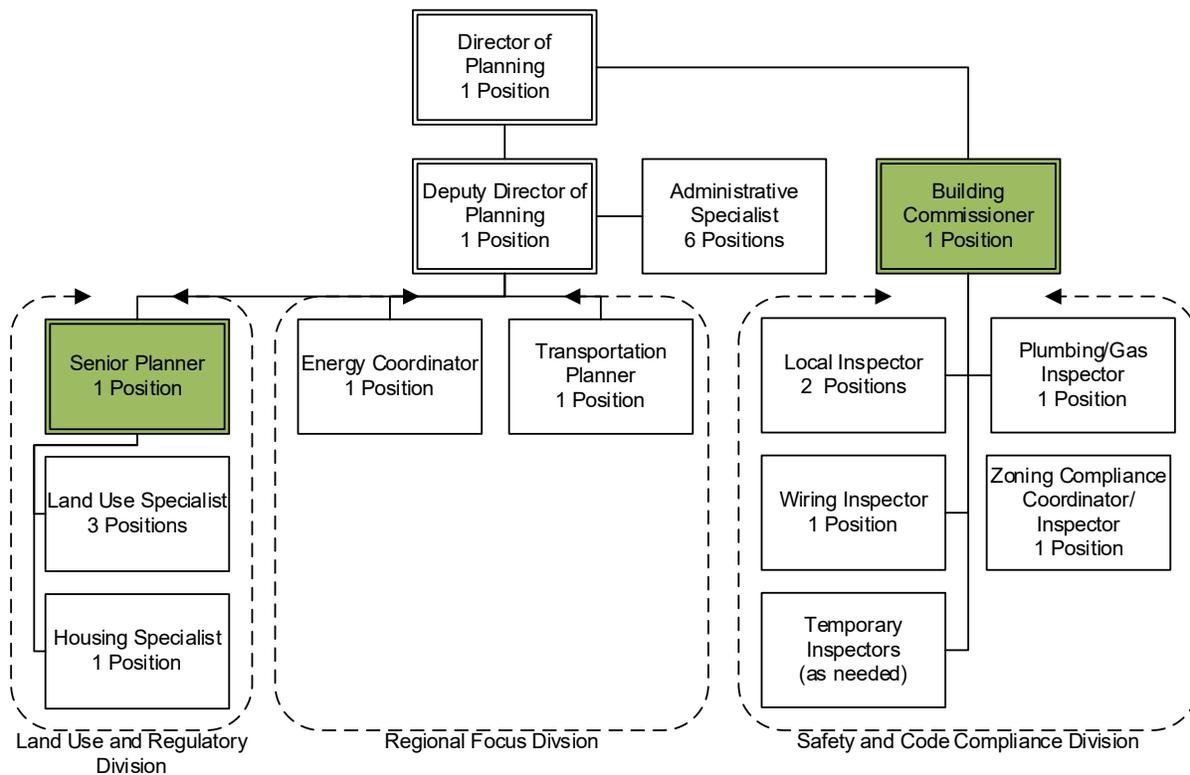


Figure 15: Recommended PLUS Organization Chart

Administrative Support

The PLUS Department's Administrative Specialists are an essential backbone to most Department services. They are responsible for plan intake and routing, scheduling inspections, filing permits, scheduling, managing organizational details, taking meeting minutes, and other vital tasks. The time it takes to complete these tasks, while also helping applicants and members of the public and fielding phone calls, can strain the staff's capacity.

However, there are opportunities to increase efficiency of administrative operations that will ease much of the existing pressure on administrative staff. One of the biggest draws on the staff's time is file management; all files are paper, so the staff has to spend time physically filing permits and other documents, as well as locating and retrieving documents when needed. Implementation of a Town-wide records management system will make it faster and easier to file documents, as well as to search for and retrieve existing files. This change will greatly increase administrative staff capacity (See Recommendation No. 8).

The time spent helping applicants and other members of the public and answering phones also significantly impacts administrative staff's workload. Changes can be made to how the administrative staff is assigned, as well as how the Department is physically arranged, that will give the administrative staff more uninterrupted time to focus on the areas of their work that require concentration. Furthermore, establishing formal training standards and written procedures will help standardize the Department's work and ensure that all staff has the necessary training and resources to do their jobs. The following recommendations are intended to address improvements to the administrative staff's duties, workspace, training and procedures.

This report does not recommend any additional administrative staffing, but rather efficiency and process enhancements designed to increase the capacity of existing staff.

Recommendation 47: Establish a schedule to appropriately support front counter operations.

Currently, there is one Administrative Specialist assigned to the PLUS building's front counter. This position is primarily responsible for greeting applicants and members of the public as they come in and assisting them with any inquiries, along with completing other Administrative Specialist duties as time permits. However, there is no assigned back-up staff in the event the Administrative Specialist is away from the front counter. Furthermore, the physical configuration of the office is such that a large number of other PLUS staff are easily visible and accessible from the front door. This allows members of the public to enter the staff area when the front counter is not staffed.

Besides helping customers, all Administrative Specialists are responsible for answering phone calls. Assisting with public inquiries is a vital part of their job. However, other aspects of their job, like processing complex permit applications, benefit from uninterrupted periods of concentration. Under current circumstances these periods of concentration are difficult to maintain, as the staff must be ready to respond to a public inquiry at any time.

In order to provide responsive service to customers both in person and on the phone, the Department should designate two additional Administrative Specialists at any one time (rotating throughout the day or week) to assist the front desk staff person in managing public inquiries. Therefore, there would be three Administrative Specialists at any given time available to assist with public inquiries. All three staff would be available to assist any members of the public who came to the building (although only one would be

stationed at the front desk) and would be responsible for answering any phone calls received during their shift.

Although a small amount administrative time will be required to set up this new system, no other resources are required. The shifts could be scheduled in Outlook or any other scheduling system adopted by the Department. Once the system is set up it will help the administrative staff work more efficiently by carving out time when they will be able to undertake more complex work without interruption.

Recommendation 48: Reconfigure the office layout to separate the staff area and the public entrance.

As previously noted, many of the Department's staff sit in a common area that is close to and easily visible from the front door. There is no barrier between the front area and the area where the staff sits, and therefore many members of the public enter the staff area to ask for assistance.

One of this report's Town-wide recommendations is to conduct a space study to ensure that all work areas meet the needs of staff and of the work. In the long-term, this study will provide direction on how the PLUS department can best be organized. In the short-term, however, there are easily-implemented, low-cost steps that will help direct members of the public to the appropriate staff.

The Department should install some form of physical separation between the front door area and the staff area. The separation is not intended to physically bar members of the public from entering the staff area, but instead to provide a visual cue that they should not enter that area (similar to how roped-off areas of a museum signal places that are off-limits). In the PLUS department this barrier could take many forms, including a movable partition, a low gate, or a signpost. Options like these would not be costly or difficult to implement and would not impede staff's ability to move about the building.

The Department should also install a sign clearly visible to members of the public asking them to ring a bell (or use another preferred method) for service. The Department must ensure whatever method is used by customers is capable of notifying (e.g., be heard by) the staff responsible for helping members of the public. This is another step, along with assigning dedicated staff to assist customers, to help ensure that members of the public have direction on how to receive prompt service from staff.

The cost of these measures varies depending on what solutions the Department plans to put in place, but because the proposed changes are minimal, the costs will not be prohibitive to implementation.

Recommendation 49: Document existing administrative procedures.

The Administrative staff are required to implement specific, technical procedures for a number of different complex situations. While there are some written procedures, the majority of procedures and best practices are not written down but are retained through staff's institutional knowledge. This puts the Department at-risk of losing knowledge as staff move on, increases the risk of missing steps or applying the procedures inconsistently, and makes it more difficult for new staff to be effectively trained in a consistent manner.

The Department should develop a manual for its administrative staff covering procedures and best practices. Creating a manual will not only preserve institutional knowledge and ensure standardization but will provide an opportunity to review all of the Department's procedures and consider if there are any ways they could be simplified or streamlined.

Staff have avoided creating a manual thus far because of the wide variety of situations they handle, and the complexity of the processes. However, there are certainly situations that are more common than others and standard best practices that apply in a number of circumstances. The manual need not cover every possible eventuality, but it should provide a general framework of things to consider and steps to take for key processes such as scheduling an inspection, processing an application, or retrieving a file.

For some complex processes, it may be beneficial to create process maps rather than trying to write out the steps. An example of a process review for a complex document submission process in Wilmington, North Carolina is included as Attachment C. The sample process map helps illustrate how process maps can clarify complex processes with multiple decision points.

The Department should begin to write the manual during the implementation of the technology solutions recommended in this report. The addition of technology will significantly change the way that administrative processes are completed. By writing the manual at the same time as technological change, the Department will have the opportunity to develop and record procedures at the same time. All administrative staff should participate and collaborate in developing the manual, and the final draft should be reviewed and approved by Departmental leadership. The manual should be made available on the shared departmental server or intranet site for anyone to reference, and it should be reviewed periodically to ensure it is still up-to-date.

Recommendation 50: Develop a formal program to cross-train administrative staff.

In the past, the administrative staff have had specializations and many of them still work primarily within one area, despite having the same job title. One staff person works primarily with the HDC, for example, and another mainly supports the Planning Board. Recently, the Department has begun cross-training administrative staff on all the different functions they could potentially perform. This is a positive development and one that should be expedited to augment staff capacity. Effective cross training of all administrative staff will allow the Department to better manage fluctuations in workloads and reduce instances of single points of failure.

To ensure the success of this effort, the Department should develop a formal training plan for all administrative staff on all aspects of the Department's administrative work. Subject matter experts should be identified to serve as trainers in their areas of expertise. The training curriculum should be based on the written manual discussed in the previous recommendation.

Establishing formal training for all staff will ensure that they all have the same base level of knowledge, and that any Administrative Specialist will be able to take up a task if needed. For new staff, training will not only allow them to become productive more quickly, but it will give them a framework in which to ask any questions they have. Currently, the new staff person is relied upon to approach her new colleagues with any questions, which she may or may not be familiar with. Presenting new staff with structured training, as well as a framework for answering questions, will put them in the best position to succeed in the Department.

Inspections

Although PLUS inspections are scheduled in Outlook, there is no system in place to manage and retain the inspection information. Storing all information about properties in a centralized location will help preserve valuable information while making it much easier to organize and search. This section provides guidelines for what information the Department should gather and how it should begin the transition from an all-paper to a digital system.

Recommendation 51: Develop a standardized process for scheduling inspections.

Building inspections are scheduled over the phone by administrative staff, who enter inspection information into the Outlook calendar of the inspector who has availability to complete the inspection. There are no standards for what information to include in the meeting notice. The lack of scheduling standards mean that a property could be identified by its parcel number, owner name, or address.

The Department should develop a standard for what information should be included when scheduling an inspection, including parcel number, owner name, address, and any other relevant information. All administrative staff should be trained to gather this information when scheduling an inspection. Implementation of these standards will assist Inspectors in their research for the history of inspections of a property. Without standards he or she must search all of those criteria to ensure that the complete history turns up.

Furthermore, no standards are in place for assigning inspections. As noted, assignments are made based on availability of Inspectors, rather than, for example, considering geographical areas to reduce travel time. The Department should develop standards for how to efficiently schedule inspections by geographic area, Inspector area of expertise, or Inspector experience with the property.

There are several potential strategies for optimizing inspections by location. One option is to schedule inspections by day, rather than at a specific time. The inspector would then receive a list of the day's inspections and be free to order them in a way that minimizes travel time. While this system has the advantage of reducing administrative staff time to schedule inspections, as well as travel time, it will likely be unpopular with property owners who prefer a set time.

Another option would be to assign inspectors shifts in certain geographic locations. Inspections would be assigned to particular inspectors and times depending on location. For example, if Inspector A is located in Siasconset on Mondays and Wednesdays, any requested Siasconset inspections will be assigned to Inspector A on either a Monday or Wednesday. Determining where to locate shifts would require staff to first compile data on location of inspections to determine approximate demand by location and by time of year. While this option may be more popular with the public, it would require additional administrative time to coordinate shift assignments.

Finally, a third option is to institute standards for how to group inspections by geographic area. Administrative staff should have specific guidance on how to balance scheduling an inspection in a timely manner versus grouping inspections by location. One standard may be that a requested inspection must be scheduled back-to-back with another inspection of a property within "X" miles of the request, if that existing inspection is scheduled within "X" hours. This policy would give the administrative staff leeway to prioritize geographic convenience over timeliness in some cases, as long as timeliness standards are still met. While this option may still result in some outlier inspections requiring a great deal of travel time, it would not require a great deal of additional administrative time. Regardless of the methodology used to schedule inspections, the process should be integrated into EnerGov as detailed in Recommendation 53.

Recommendation 52: File all inspection and plan review data in a centralized database.

Standardizing inspection data will make it easier to research history on a property. However, inspections of the same property could be carried out by multiple inspectors, meaning data could be distributed over multiple Outlook calendars. Furthermore, plan review information is stored separately, meaning there is no centralized location that stores all history of a property. Searching for this information can take up significant time for administrative and inspection staff.

The process for taking notes during an inspection is also time-intensive. An inspector takes handwritten notes on the scene and then later transcribes these notes into the Outlook meeting entry, meaning staff time is spent writing out the same notes twice.

Inspections, permits, and plan review data, including inspectors' notes, should be entered into a records management system, as recommended in the Town-wide recommendations section of this report. All information should be organized by property, so that inspectors and planners can quickly and easily access all history on a property. The history should include including steps taken by previous inspectors and planners and any concerns noted.

Technology

The previous section addressed how the Department could benefit from increased use of technology. Implementation of technology solutions will allow the PLUS Department to run more efficiently and effectively. Digitization of files, as discussed in the Town-wide recommendations section of this report, will significantly reduce staff time spent on administration and file management. Making use of the Town's already-purchased EnerGov system for permitting and plan review will also save the Department significant time and improve its administrative processes.

Recommendation 53: Implement EnerGov software to automate plan review and permit review workflows.

As discussed in the previous section, the Department's filing, application review, and inspection processes are largely manual, creating administrative work and putting the Department's data at risk. Paper copies of applications, land use plans, and permits are routed around the office for review. Significant administrative time is required to print, physically route, and keep track of multiple pieces of paper. Furthermore, although inspections are scheduled in Outlook, information is stored in the individual Inspectors' Outlook calendars. Thus, the software is not conducive to researching the history of a property. The Department would benefit from a software solution that automated the application and plan review workflows and stored inspection information in a centralized location.

The Town is already in possession of EnerGov e-permitting software, a technology solution that would assist the Department in managing inspection and plan review data. EnerGov has the capacity to automate plan review and permit review workflows, keep track of different versions of documents, and more. The Town purchased EnerGov with the intention of implementing it for permitting and inspections Town-wide. However, after the purchase it became apparent to the Town that a great deal of staff work would be required to implement online permitting and other features of the software. Staff did not have the capacity to implement these changes, and thus the software was not implemented. However, the Town has a staff committee that is currently developing plans to move forward with implementation, likely by hiring a contractor for outside assistance.

The Town should move forward with full implementation of the system. While there will be some initial cost for an outside contractor, EnerGov has the capacity to significantly reduce staff time for permit administration and filing. The recommendations in the previous section, to standardize inspections and store inspection data in a central database, would be facilitated through the use of this software. With EnerGov, the Department would have the capacity to:

- Allow members of the public to file applications online, without the need to physically visit the PLUS offices;

- Create workflows for various types of documents, allowing documents to automatically be sent to the next step in the review process;
- Manage the permit and plan review processes through the software, without the need to create and transfer paper copies;
- Schedule inspections and store inspection history;
- Store permits and other documents virtually without the need for paper files.

These features would benefit the Department by making the review process more efficient and ensuring that all property information is easily available in one centralized location. Staff will spend less time processing applications since the public will be able to enter the information themselves online. Furthermore, document filing and research time will be significantly reduced; instead of searching through paper files, staff will be able to easily and quickly search an online database. Finally, the permitting workflow will be improved by allowing staff to quickly identify which step in the workflow a permit application is on.

The Department should work with Information Technology staff to implement this solution in the Department. Although the product has already been purchased, implementation will require resources for staff training on the new system. There will also be a period of transition time as staff get acclimated to new procedures. Ultimately, however, implementation will reduce application processing time by making the system more efficient.

Police Department

The Nantucket Police Department is the primary law enforcement agency for the Town of Nantucket, responsible for ensuring the “safety of all persons in the Town through the enforcement of the criminal and civil laws of the Town and the Commonwealth.” The Department’s primary responsibilities include protection of lives and property; preservation of the peace; prevention of crime and disorder; identification and prosecution of violators of the law; planning for, and ensuring public safety at, special events; responding to emergencies; supporting regional and national homeland security strategies; and the protection of the individual rights of all persons within the Town of Nantucket.

In addition to its core law enforcement duties, the Department oversees the Emergency Communications Center and the Town-wide telecommunications system. Emergency Management, a responsibility of the Police Department since 2006 and formerly handled by a civilian employee, was assumed by a Police Sergeant in 2017.²⁸ The Business Licensing Office, responsible for licensing and inspection of businesses and oversight of special events, was integrated into the Department in 2017. In 2012, the Department assumed oversight of the Harbormaster’s Office, which is responsible for marine search and rescue, the supervision of waterway operations and public beaches, moorings, the town pier, aids to navigation, and the lifeguard program. The structure of the Department is illustrated on the following organizational chart.

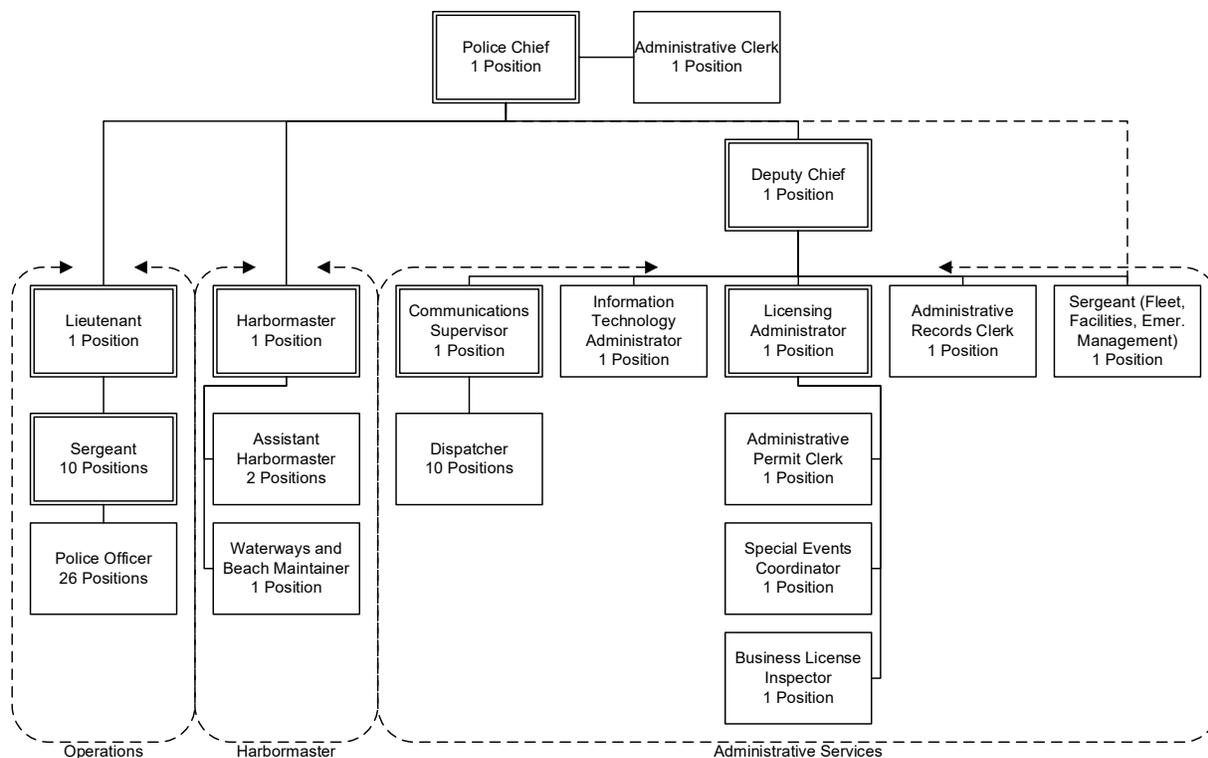


Figure 16: Police Department Organizational Structure, 2018

²⁸ The Chief of Police is designated as the Emergency Management Director. The Fleet and Facilities Sergeant also serves as the Department’s Emergency Management Coordinator.

The Department’s authorized staffing is 62 full-time employees. The Police Chief is the chief municipal law enforcement officer²⁹ and is responsible for the overall supervision of the Police Department, including short and long-term planning, administration, staffing, policies, rules and regulations of the Department, and for the enforcement of laws to preserve life, maintain public peace and to protect property within the Town of Nantucket’s legal jurisdiction. The Chief reports to the Town Manager³⁰ and has four direct reports: the Deputy Chief, the Operations Lieutenant, the Fleet and Facilities Sergeant,³¹ and the Harbormaster.

The Deputy Chief, in addition to serving as the Department’s second-in-command, oversees the Administrative Services Division, which provides the Department’s support services through five functional areas. The Deputy Chief has five direct reports: the Communications Supervisor, the Business Licensing Administrator, the IT Administrator, the Administrative Records Clerk; and the Fleet and Facilities Sergeant. The Deputy Chief also administers the Department’s internal investigation function. An Administrative Clerk serves as the Administrative Assistant to the Chief of Police and provides support for clerical tasks, recordkeeping, and customer service requests.

All permanent employees, except the Chief, are covered by collective bargaining agreements. Police Officers are represented by the Massachusetts Coalition of Police, Nantucket Local Union 330, IUPA, AFL-CIO. Ranking officers are covered under a separate agreement with Nantucket Local Union 330a. Non-sworn employees are represented by the Massachusetts Laborers’ District Council, Nantucket Public Employees’ Local Union 1060 and Unit MCR 4349 and 4348 of the Laborers’ International Union of North America.

Operations Division

The Operations Division provides law enforcement and crime prevention services including both patrol and investigations. The Operations Division includes 37 sworn positions: one Lieutenant, 10 Sergeants (including one Detective Sergeant), and 26 Police Officers, as illustrated below.

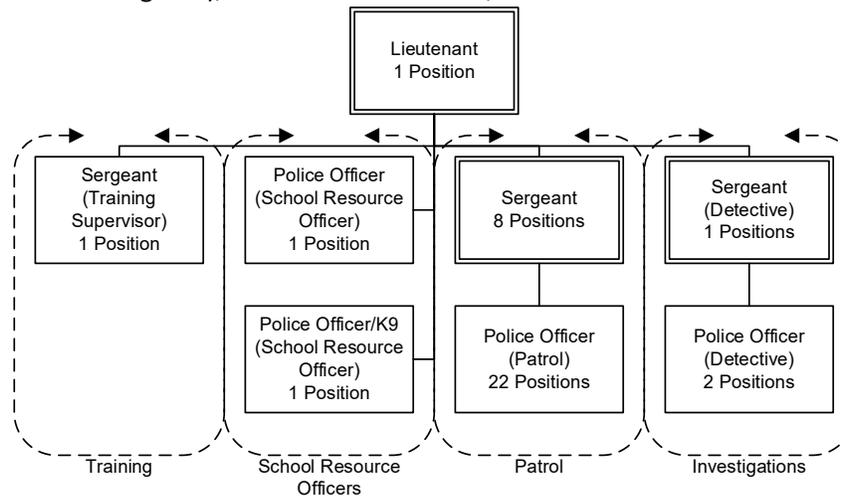


Figure 17: Police Operations Division Organizational Structure, FY2018

²⁹ Massachusetts General Laws Part I, Title VII, Chapter 41, §97A

³⁰ Nantucket Police Department Written Directive #801

³¹ The Fleet and Facilities Sergeant reports to the Chief of Police for emergency management-related duties, and to the Deputy Chief for all other duties.

A Lieutenant has overall command responsibility for the Operations Division, overseeing both patrol and investigative operations, and primarily works during day shifts. The Lieutenant also serves as the Department's Public Information Officer and oversees hiring and training. The Lieutenant supervises one Sergeant who is assigned as a Training Supervisor, responsible for administration and tracking of training and maintenance of policies and procedures. This includes coordinating a 14-week field training program for newly hired officers, who attend the Plymouth Police Academy. Two officers are assigned as School Resource Officers, and one of those officers is a K9 Officer. During the summer months when schools are out of session, these officers are assigned regular Patrol duties.

Patrol staffing includes eight Sergeants and 22 authorized Police Officer positions. Patrol personnel are assigned to two twelve-hour shifts, including a day shift that begins at 7:00 AM and ends at 7:00 PM, and a night shift that begins at 7:00 PM and ends at 7:00 AM. The schedule is based on a rotation of two workdays; two days off; three workdays; two days off; two workdays; and three days off. The schedule results in officers being scheduled to work in excess of 80 hours in a two-week period; therefore, they receive four hours off every two weeks, usually by working a shortened eight-hour shift. The Operations Lieutenant maintains the duty schedule, with daily adjustments made by the Sergeants. A Patrol Officer schedules overtime details.

While the Department's goal is to staff teams (or "lines") consisting of two Sergeants and four officers per shift, this is not feasible due to current vacancies, turnover, and academy training requirements. For example, in August 2018, six officers were assigned to the Police Academy for training, and there were four Police Officer vacancies, three additional officers were expected to resign,³² and three Sergeants were on medical leave. As a result, the Department's minimum Patrol staffing is four personnel per shift, and many shifts are staffed by two Sergeants and two officers to achieve minimum staffing.

For deployment purposes, the island is divided into four sectors: Town; Mid-Island; West; and East. However, officers are routinely dispatched out of their sectors to respond to calls for service; the sectors are primarily assigned for officers' uncommitted time. Aside from these geographic areas, Patrol officers are responsible for a number of special details and assignments, including:

- **Staffing the Nantucket Memorial Airport.** The Transportation Security Agency (TSA) mandates that a uniformed Police Officer must be assigned to Nantucket Memorial Airport at all times when it is in operation. When possible, a seasonal Reserve Officer is assigned to the airport between 5:30 AM and Midnight; if no Reserve Officers are available, a Patrol Officer is assigned.
- **Special Events.** The Department polices a number of special events, including the Nantucket Triathlon, the Nantucket Wine Festival, July 4th Fireworks, the Daffodil Parade, the Figawi Race Weekend, the Boston Pops Concert, tree lighting, Turkey Plunge, and the Opera House Cup Yacht Race.
- **Special Weapons and Tactics Team (SWAT).** The Department maintains a SWAT Team which is trained primarily as a containment team. It is a part-time assignment; members are mobilized from their regular assignments as needed. The team trains monthly. Although it is deployed infrequently – during the past three years, it has averaged one call-out per year – in light of the Town's isolated location and the absence of rapid response of mutual aid resources, the team fills a critical need for the Department.

³² As of August 3, 2018, the officers had not resigned and remained employed.

- **Traffic and School Crossings.** Patrol officers also engage in morning and afternoon radar enforcement in the vicinity of schools, monitor morning traffic at 1st Way, and facilitate afternoon crossings at the Boys and Girls Club.
- **Uncovered Load Patrol.** Patrol officers enforce regulations regarding vehicles transporting trash to the Town's solid waste transfer station.
- **Parking Enforcement**

Almost every Police Officer and Sergeant has a specialized assignment in addition to his or her patrol duties. Other examples of specialized assignments, some of which occupy a considerable amount of time, include:

Table 37: Examples of Specialized Assignments in Police Operations

Specialized Assignment Title	
Accident Reconstruction	K9 Program Supervisor
Airport Officer Supervisor	Marine Unit
Animal Control Officer	Marine Unit Supervisor
Animal Control Supervisor	Medical Services Supervisor
ATV Program and Maintenance	Motorcycle Officer
Crisis Intervention Team (CIT) Coordinator	Nantucket Behavioral Task Force
Crime Scene Investigator	School Resource Officer Supervisor
Crime Scene Services Supervisor	Social Media and Public Outreach Supervisor
Elder Affairs Supervisor	Special Events Supervisor
Elder Services	Suicide Prevention
Evidence and Property Supervisor	Summer Reserve and Maintenance Supervisor
Field Training Officer	SWAT Supervisor
Field Training Supervisor	SWAT Team
Firearms Instructor	Volunteers in Police Service (VIPS) Coordinator
Honor Guard Supervisor	Crime Prevention/Crime Prevention through Environmental Design Security Assessment
K9 Officer	Citizens Police Academy

The Department provided the following statistics regarding Patrol activity for the past three fiscal years:

Table 38: Police Department Activity, FY2016 through FY2018

Year	Arrests	Traffic Stops	Citations	OUI	Criminal Investigations (by Patrol)
FY2016	419	3,371	1,212	72	430
FY2017	415	3,763	2,073	73	431
FY2018	362	3,352	1,355	42	403

The Investigations Section is supervised by a Detective Sergeant and staffed by one full-time Detective and one Detective who is primarily assigned as the Court Liaison Officer, leaving approximately half time for investigative duty. Detectives retain the rank of Police Officer while assigned to the Investigations Section and receive no additional compensation. The Section is responsible for investigations of all past crimes on the island with the exception of homicides, which by statute are investigated by the Cape and Islands

District Attorney and the State Police.³³ It also is responsible for the processing and custody of evidence and property in the possession of the Department. The investigative staff works eight-hour shifts, Monday through Friday, and are called out as needed during other hours.

Harbormaster

The Harbormaster Office's full-time staff consists of one Harbormaster, two Assistant Harbormasters, and one Waterways and Beach Maintainer. The Harbormaster's Office provides a wide range of services, ranging from response to calls for assistance on the island's waterways to maintenance of facilities. The office manages three harbors, 11 mooring fields, two anchorages, five navigable channels, and three launch ramps/landings.

Beach maintenance involves:

- Cleaning of all Town beaches and assisting the Land Bank and Conservation Foundation with cleaning its beaches, year-round
- Managing the beach access sign system
- Maintaining buildings on the beaches, including minor construction, painting, and shingling
- Assisting DPW with installation and maintenance of fencing on beach roads and properties
- Assist Natural Resources with installation of protective fencing to prevent driving in bird habitats
- Cutting and maintaining public access to beaches and ponds and installing and maintaining ramps
- Providing safety advisories through public and social media.

Management of the Lifeguard program involves:

- Recruitment and hiring of lifeguards
- Ensuring that Lifeguards are trained to United States Lifeguard Association standards, and that all equipment is maintained to the same standards
- Providing first aid, cardio-pulmonary resuscitation (CPR), and Emergency Medical Responder training to Lifeguards, dock staff, Police Department staff, Community Service Officers, and Dispatchers
- Managing Lifeguard housing
- Ensuring that a cadre of Lifeguards is available year-round in case of off-season emergencies
- Daily operational supervision.

Facilities maintenance includes maintenance of:

- 6 buildings
- 10 floating docks
- 7 boats
- 7 trailers
- 4 trucks
- 96 aids to navigation

The Office manages the Town Pier, a 100-slip marina that also provides dockage for transient vessels and ships. It manages compliance regarding 1,800 private moorings and 125 rental moorings, and conducts approximately 250 mooring inspections annually. The Harbormaster's Office operates a boat providing

³³ The District Attorney is charged with the investigation of homicides, with the exception of certain designated cities in the Commonwealth, under Massachusetts General Law Title VI, Chapter 38, §4.

pump-out service twelve hours daily from May 15th through September 15th, pumping 25,000 to 30,000 gallons of waste product annually. It administers the oil pollution response program for the island, in coordination with federal and state partner agencies; it maintains two oil pollution response trailers, booms, and related equipment required by law, and drills semi-annually. It performs 35 to 50 search and rescue operations annually, conducts marine patrols to ensure safe boating and compliance with boating laws, and conducts Recreational Safe Boating classes for the public.

During the off-season, in addition to administrative and maintenance tasks, the office continues its responsibility for emergency calls, as the waterways remain active with scallopers and other users. It responds to beach calls and emergencies and is involved in preparation for storms and weather events, ice rescues, and repair of storm damage.

The Harbormaster, who reports to the Chief of Police, oversees a full-time staff of three and a seasonal staff of 51. The full-time staff includes two Assistant Harbormasters and one Waterways and Beach Maintainer. Seasonal staff includes three Seasonal Assistant Harbormasters, one Seasonal Lead Dock Worker, three Seasonal Dock Workers, two Seasonal Lifeguard Supervisors, and 41 Seasonal Lifeguards. Housing is provided for lifeguards in three residences that are maintained by the Harbormaster's Office.

Administrative Services Division

The Administrative Services Division provides the Department's support functions, including oversight of the Emergency Communication Center; Information Technology; the Business Licensing Office; Fiscal and Records Administration; and Fleet and Facility Maintenance. The Deputy Chief supervises the Division.

The Emergency Communications Center (ECC) is the Public Safety Answering Point (PSAP) for the island's 911 emergency calls, and in 2011 assumed responsibility for all emergency dispatch: Police, Fire/EMS, Harbormaster, and Lifeguards. The ECC also answers incoming telephone calls for the Police and Fire Departments, the Harbormaster, and the Business Licensing Office, and is the backup for all Town telephone lines in the event of a service disruption. In addition to the main Police and Fire Department radio channels, Dispatchers monitor frequencies assigned to the Massachusetts State Police, Nantucket Memorial Airport, Barnstable County, DPW, and the hospital.

The public window for visitors to Police Headquarters is in the ECC. It is periodically staffed during business hours by volunteers in the Volunteers in Police Service (VIPS) program; during all other hours, Dispatchers respond to public inquiries at the window.

One Supervisor and 10 full-time Public Safety Dispatchers are assigned to the Communications Center. Two part time/per diem positions have been authorized but are not filled. Dispatchers work five eight-hour shifts followed by two days off; scheduled shifts are 7:00 AM to 3:00 PM, 3:00 PM to 11:00 PM, and 11:00 PM to 7:00 AM. All Dispatchers are certified in Emergency Medical Dispatch, and have received Crisis Intervention Team, suicide prevention, and CPR training. The unit has a quality assurance program in place that mandates listening to a sampling of calls to ensure compliance with standards.

Information Technology needs are handled independently by Department personnel. At the time of this assessment, the IT Administrator position was vacant. Until this critical position was filled, the Deputy Chief and the Emergency Management/Fleet and Facilities Sergeant were handling maintenance of the Department's systems.

The Business Licensing Office was incorporated into the Department in 2017. It is responsible for reviewing and processing all license/permit applications; issuance of licenses and enforcement of rules, regulations, local ordinances, and state laws regarding the sale of alcoholic beverages, “Common Victuallers” (food service providers), entertainment, rental cars, and mobile food units; issuance of permits for residential parking, commercial parking, beach stickers, shell fishing, moorings, open air parking lots, used car dealers, auctioneers, street performers, and taxi/limousine operators. The Office conducts inspections of licensed premises and coordinates special events within the Town. The Business Licensing Office is staffed by one Licensing Administrator; one Special Events Coordinator; one Administrative Permit Clerk; and one Business License Inspector. The Administrative Permit Clerk staffs a public window in the lobby of Police Headquarters for public transactions, backed up by the Business License Inspector. An overview of permit/license issuance activity is shown in the following table:

Table 39: Business Licensing and Permitting, FY2016 through FY2017

Permit/License Category	FY2016	FY2017
Residential Parking Permits	595	560
Commercial Vehicle Permits	176	176
Guest House and Hotel Parking Permits	50	77
Temporary Contractor Parking Permits	220	4
Temporary Residential Parking Permits	936	988
Courtesy Van Permits	8	8
Live Aboard Parking Permits	0	17
Town Pier Parking Permits	94	94
Silver Street Parking Permits	3	2
Annual Liquor Licenses	46	47
Seasonal Liquor Licenses	49	50
Temporary Alcohol Pouring Permits	110	154
Entertainment Licenses	105	71
Common Victualler Licenses	149	129
Beach Stickers	4,567	4,559
Mooring Permits	2,400	2,400
Shellfish Buttons	1,297	1,579
Town Pier Slip Permits	100	94
Taxi Driver Licenses	253	231
Special Event Permits	225	317
Fingerprints for Civil Licensing	259	275
Town Pier “B” Lottery Applications	302	127
Street Performer Permits	66	46
Rental Car Medallions	700	700
Mobile Food Unit Permits	11	8
Total Licenses/Permits Issued	12,781	12,713

Fiscal and Records Administration is done primarily by a single Administrative Records Clerk, whose duties include maintenance of police records; maintenance of personnel files; administration of payroll for Police Department Staff, Harbormaster staff, and Lifeguards; accounts payable and accounts receivable; tracking

of Department correspondence and forms; reconciliation of parking violation notices; maintenance of the sex offender registry; and issuance of temporary handicapped parking permits.

Fleet and Facility Maintenance, aside from routine custodial services handled by DPW, is handled by the Department. A Sergeant, who is also the Emergency Management Coordinator and reports to the Chief of Police in that role, works with the Deputy Chief. Due to the difficulty and expense of retaining contractors who often must be brought in from the mainland, the Sergeant and the Deputy Chief do a considerable amount of maintenance themselves, including painting, door and handle repairs, minor plumbing, and air conditioning repairs. The availability of auto mechanics on the island is limited; there is one Ford dealer on the island, which can service the Department's vehicles but can often be extremely busy due to its volume of business, and off-island repairs often require taking two Police Officers out of service for a day, which, along with the cost of ferry transportation, can add as much as \$1,000 to the cost of a repair. The Sergeant oversees the fleet's preventive maintenance cycles and performs minor repairs when possible; in addition, the Sergeant handles all-terrain vehicle (ATV) maintenance, as well as boat maintenance for the Harbormaster's Office. The Deputy Chief and the Sergeant also coordinate with the IT Administrator on the maintenance and repair of the Department's IT systems.

The Police Chief is the Town's Emergency Management Director. The Fleet and Facilities Sergeant assumed the additional duties of Emergency Management Coordinator in October 2017. The Office of Emergency Management coordinates the planning for, response to, and recovery from natural and manmade disasters, working with the Police Department, Fire Department, and other Town Departments to ensure that the Town maintains a high state of preparedness. The Office coordinates mutual aid agreements, preparedness grants, and federal reimbursement requests, and operates a Town-wide radio station to broadcast emergency information.

Mutual Aid

Two additional law enforcement agencies operate within the Town of Nantucket. The Massachusetts State Police maintains a barracks on the island, staffed by one Sergeant and one Trooper. Their duties are largely focused on traffic enforcement. The Massachusetts Environmental Police Department also assigns an officer to the island.

The Department is a party to multiple mutual aid agreements. They include agreements with the American Red Cross for operation of emergency shelters; with the Children's Cove Child Advocacy Center for participation in a multi-disciplinary team approach to investigation of child abuse as well as medical and mental health care follow-up for victims; with the Department of Transitional Assistance regarding investigation of supplementary nutrition assistance benefits fraud; with an Overdose Intervention Project for intervention with non-fatal narcotic overdose victims; and with Nantucket Memorial Airport regarding response to and management of emergency incidents. The Harbormaster's Office has a mutual aid agreement with United States Coast Guard Station Brant Point covering response to marine incidents.

Most important, however, are the Statewide Mutual Aid Agreements, which are actually two separate agreements pursuant to statute. The Statewide Public Safety Mutual Aid Agreement³⁴ includes fire services, law enforcement, emergency medical services, transportation, communication, public works, engineering, building and medical services, search and rescue assistance and any other resource, equipment or personnel that a party may request or provide in anticipation of, or in response to, a public

³⁴ Massachusetts General Laws, chapter 40, §4J

safety incident. The Statewide Public Works Municipal Mutual Aid Agreement³⁵ includes services related to public works, personnel, equipment, supplies and facilities to prepare for, prevent, mitigate, respond to and recover from public works incidents.

Mutual aid enables the Town of Nantucket to request personnel and resources from municipalities throughout the Commonwealth in the event of a major incident, as well as to provide resources to other communities in need of assistance. The dilemma posed by Nantucket’s island location, however, is that rapid response mutual aid – the type of assistance typically available to communities with bordering agencies – is essentially unavailable. Transportation of personnel and equipment by water or air is not quick and is subject to disruption by weather conditions. In fact, as an example, staff recounted an incident in which a full SWAT Team was needed, and both air and water transportation were unavailable due to fog. The team was unable to respond until the following day. Although such incidents are rare, they do occur, and as will be discussed further, they illustrate the critical importance of maintaining sufficient staffing for response to emergencies.

Core Services

Each Police Department division performs a variety of services and tasks that constitute core department services. Those functions are summarized in the table below.

Table 40: Police Department Core Services

Department/Division	Program Area	Activities and Service Levels
Administration	Administration	<ul style="list-style-type: none"> • Establish and update Department policies and procedures • Oversee disciplinary process • Personnel management • Equipment management • Provide budget and financial management • Provide administrative support for the Department • Approve and process expenditures of funds • Maintain time and attendance records • Maintain personnel records • Coordinate accreditation certification • Recruit personnel • Coordinate hiring process • Ensure adequate training for all personnel • Liaison with Town Manager, other departments, Select Board, and outside agencies • Administer grant funding
	Training	<ul style="list-style-type: none"> • Conduct field training of newly hired officers • Coordinate in-service training • Prepare roll call training material • Ensure that required training and certifications are completed

³⁵ Massachusetts General Laws, chapter 40, §4K

Department/Division	Program Area	Activities and Service Levels
Support Services		<ul style="list-style-type: none"> • Authorize optional training
	Records	<ul style="list-style-type: none"> • Process reports • Maintain files • Prepare documents in response to FOIA requests • Prepare and distribute public copies of reports • Respond to public inquiries at lobby window • Scan Documents into records management system
	Communications	<ul style="list-style-type: none"> • Dispatch police and fire calls • Field administrative calls
	Community Outreach	<ul style="list-style-type: none"> • School Resource Officers • Sex Offender registration • Special events • Coordinate dissemination of public information and respond to media inquiries
	Animal Control	<ul style="list-style-type: none"> • License pets • Enforce Town ordinance and state laws pertaining to animals • Deceased animal recovery
Permitting	<ul style="list-style-type: none"> • Issue Town permits • Conduct inspections to ensure that resident/business follows applicable permit 	
Patrol	Patrol	<ul style="list-style-type: none"> • Respond to calls for service • Maintain high visibility patrol within the Town • Conduct quality of life enforcement • Coordinate training of personnel • Maintain tactical proficiency • Coordinate planning of special events • Oversee scheduling of personnel • Plan and conduct tactical/emergency preparedness exercises • Manage Summer CSO Program
	Traffic Enforcement	<ul style="list-style-type: none"> • Enforce traffic regulations through random and directed patrol • DWI enforcement • Speed enforcement • Respond to citizen complaints regarding traffic/safety conditions
	Vehicle, Radio and Facility Maintenance	<ul style="list-style-type: none"> • Ensure maintenance of patrol vehicles and equipment • Identify equipment needs • Evaluate new equipment • Ensure maintenance of station facility
	SWAT	<ul style="list-style-type: none"> • Maintain high level of training with participating members from regional partners • Respond to callouts as necessary

Department/Division	Program Area	Activities and Service Levels
		<ul style="list-style-type: none"> • Maintain vehicles and equipment
	K-9	<ul style="list-style-type: none"> • Support patrol personnel • Conduct required K9 training and care • Respond to SWAT callouts
Investigations	Investigations	<ul style="list-style-type: none"> • Investigate crimes in the past • Maintain liaison with other agencies to share intelligence information • Develop and maintain confidential information • Process felony charges • Prepare cases for presentation in court • Share information on crime trends and wanted persons with patrol personnel • Respond to crime scenes as necessary
	Court Officer/Prosecutor	<ul style="list-style-type: none"> • Represent the Town in court proceedings • Assist District Attorney in pre-trial and trial proceedings • Read facts of case to judges
	Evidence Collection	<ul style="list-style-type: none"> • Collect evidence from crime scenes • Maintain security of evidence and found property
Harbormaster	Beach Maintenance	<ul style="list-style-type: none"> • Performs painting on all Town beach infrastructure • Installs access ramps, fences, and docks for Town beaches • Conducts marine pollution and oil pollution response
	Rescue	<ul style="list-style-type: none"> • Performs all marine and water rescues for Town including pond, ice, and marine rescue
	Lifeguard	<ul style="list-style-type: none"> • Recruits, trains, certifies, and manages Town lifeguard program
	Mooring	<ul style="list-style-type: none"> • Manages transient dockage for Town • Provides pump out for boaters • Releases weather reports • Provides tide charts • Manages restroom and shower facilities at Town docks

Staffing

The following is a list of authorized positions within the Police Department for FY2019 based on data provided from the Town’s MUNIS system.

Table 41: Police Department Staffing, FY2014 through FY2018

Police	Authorized Full-Time Positions	Authorized Part-Time Positions	Total Authorized Positions
Dispatch			
Comm Supervisor	1	0	1
Dispatcher	10	0	10
Harbor			
Asst. Harbormaster	2	0	2
Beach Maintainer	1	0	1
Harbormaster	1	0	1
Police			
Admin. Licensing	1	0	1
Administrative Assistant	2	0	2
Chief	1	0	1
Deputy Chief	1	0	1
IT Administrator	1	0	1
Licensing Clerk	1	0	1
Lieutenant	1	0	1
Office Admin.	1	0	1
Officer	26	0	26
Records Clerk	1	0	1
Sergeant	11	0	11
Total	62	0	62

The staffing figures cited above represent authorized permanent (non-seasonal) positions. They do not reflect the Department's current actual staffing, which is considerably lower, and will be discussed in detail later in this chapter. The allocation of seasonal staff, including the duration of their period of employment, is reflected in the table below:

Table 42: Police Department Seasonal Staffing, FY2018

Seasonal Position Title	Authorized Seasonal Positions	Scheduled Hours per Week	Scheduled Weeks per Year	Total Scheduled Hours	Actual Seasonal Personnel Employed
Police Department					
Community Service Officers	25	40	15	15,000	32
Reserve Police Officers	10	40	15	6,000	4
Total Police Seasonal Staff	35				36
Harbormaster Division					
Long Seasonal Asst. Harbormaster	1	40	26	1,040	1
Seasonal Asst. Harbormaster	3	40	15	1,800	3
Seasonal Lead Dock Workers	1	40	26	1,040	1
Seasonal Dock Workers	3	40	15	1,800	6

Seasonal Position Title	Authorized Seasonal Positions	Scheduled Hours per Week	Scheduled Weeks per Year	Total Scheduled Hours	Actual Seasonal Personnel Employed
Seasonal Lifeguard Supervisors	2	40	15	1,200	3
Seasonal Lifeguards	37	40	15	22,200	37
Long Seasonal Lifeguards	4	40	15	2,400	4
Total Seasonal Harbormaster Staff	51				55
Total Seasonal Staff	86				91

The seasonal staff are assigned to the Operations Division. Twenty-five CSOs are budgeted to work 40 hours per week during the summer months. They are unarmed and do not have police authority but are authorized to issue parking summonses. The role of the CSOs is largely to be “community ambassadors;” they perform high visibility patrol and parking enforcement and assist with traffic control on foot, bicycles, and all-terrain vehicles in the downtown area and at beaches. They also staff an information desk in the former Police Headquarters building, which is in a high-traffic area in town near the ferry terminals.

The Department is budgeted for up to ten Reserve Officers, seasonal employees who have completed the Commonwealth’s Part-Time Police Officer certification, are armed, wear regulation uniforms, and have law enforcement authority. However, the Department currently employs only four Reserve Officers; hiring has become progressively more difficult since increasingly stringent training and certification requirements have been imposed, approaching the same level that is required for full-time Police Officers. Reserve Officers are authorized to perform traffic duties and details; assist with special events; emergencies; crowd control; limited patrol duties, and other duties as determined by the Chief of Police.³⁶ They primarily staff mandated coverage at Nantucket Memorial Airport and for patrol in the Siasconset neighborhood.

Budget

The Nantucket Police Department’s budget is supported by the Town’s General Fund. The following table provides an overview of total Department expenses from FY2014 through FY2018.

Table 43: Police Department Expenses – General Fund, FY2014 through FY2018

Expense Category	FY2014 Actual	FY2015 Actual	FY2016 Actual	FY2017 Actual	FY2018 Actual	Percent Change FY2014 to FY2018
Personnel	\$4,847,793	\$4,983,391	\$5,539,687	\$5,803,135	\$6,041,710	25%
Operating	\$692,647	\$711,057	\$666,685	\$767,486	\$842,284	22%
Total	\$5,540,440	\$5,694,448	\$6,206,372	\$6,570,620	\$6,883,994	24%

The Department’s FY2018 actual expenses are approximately 24% greater than the FY2014 actual expenses. Increases in personnel expenses are the result of consolidating licensing and permitting functions into the Police Department, as well as the promotion of several employees to Sergeant rank to increase employee compensation and improve retention.

³⁶ Nantucket Police Department Directive Manual, Section 58, “Reserve Officer,” eff. June 16, 1997.

Police Department Analysis and Recommendations

Every law enforcement agency faces unique challenges and must be tailored to its own particular situation. The Nantucket Police Department, however, faces circumstances that are exceptionally rare: it is located on an island thirty miles from the mainland, where outside assistance is essentially unavailable. The population it serves increases by some 50,000 during the busy summer months, exclusive of short-term vacationers and daily visitors. There is traffic congestion, significant maritime activity, and an airport whose number of flight operations – 106,186 in 2017 – is the second highest in New England, exceeded only by Boston Logan Airport.³⁷ The community expects excellence, and the Department appears to meet that expectation; officers take great pride in their work and feel supported by the community.

One basic indicator of a Police Department's performance is its success in reducing and deterring crime. The FBI's Uniform Crime Reporting data shows that crime has remained low, with some yearly fluctuations, for the last five reported years. Although statistics show an 8% increase in violent crime and a 300% increase in rape, those increases are the result of a change in the reporting of sex crimes implemented by the FBI in 2013. They do not represent an increase in crime. When viewing crime statistics, it is important to look not only at percentages of increase or decrease, but at the raw numbers. In many cases, percentage changes may actually reflect small numbers. There also can be isolated increases or decreases that are not significant, but should be monitored to identify trends. In Nantucket's case, crime statistics must be looked at in the context of the island's actual population. Although the FBI report lists the island's population as 11,036, the actual population is well over 60,000 for several months of the year. Nantucket's overall crime statistics appear to be stable and reflective of a safe community.

Table 44: Town of Nantucket Crime Statistics, 2011-2016³⁸

Type of Crime	2011	2012	2013	2015	2016
Violent Crimes					
Murder	0	0	0	0	0
Rape	1	2	8 ³⁹	3	4
Robbery	3	1	3	0	2
Aggravated Assault	20	12	30	30	20
Total Violent Crimes	24	15	41	33	26
Property Crimes⁴⁰					
Burglary	54	37	29	28	51
Theft	258	279	286	202	247
Motor Vehicle Theft	8	11	15	12	8
Arson	2	0	0	0	0
Total Property Crimes	320	327	330	242	306

³⁷ <https://www.nantucket-ma.gov/DocumentCenter/View/430/Nantucket-Facts?bidId=>

³⁸ FBI Uniform Crime Reports. Statistics for 2017 are not yet available. Statistics for 2014 were not included in the FBI report.

³⁹ The definition of Rape was changed for statistical purposes in 2013, expanding the classification to include crimes committed without force.

⁴⁰ FBI totals for Violent Crime and Property Crime do not include arson.

The Town has made a significant investment in its Police Department; it is well-equipped, well-trained, and operates from a state-of-the-art building. Its hiring practices have been successful in producing talented, well-trained Police Officers. This, however, has led to an unintended consequence: they have been very attractive candidates for other agencies.

Recruitment and Retention

Recruitment and retention – specifically, retention – were universally identified in interviews with staff as the most critical issue facing the Department. The challenges regarding recruitment and retention of employees in Nantucket are Town-wide issues. However, these challenges have particular impact on the Police Department.

The Department has no difficulty in attracting quality candidates. Of 262 police departments in the Commonwealth of Massachusetts, about 147 are covered by the Civil Service system, which requires candidates to pass an examination and to be hired from an eligible list that may or may not include residency and age requirements. As a non-civil service agency, Nantucket is attractive to candidates since, in addition to having a good reputation as a police department, it provides an opportunity to be hired, sent through the Police Academy, and become a certified police officer – and therefore eligible to be hired by another agency as a lateral transfer. It is also an appealing place to work, provides excellent training opportunities, and allows officers to advance to specialized duties, such as motorcycle patrol, marine patrol, and SWAT, early in their careers – and acquire training and certifications that further enhance their attractiveness to potential employers. It should be noted, however, that an increasing number of municipalities have opted out of the civil service system; the Commonwealth's Civil Service Unit lists twenty-four police departments that have discontinued participation in recent years.⁴¹ That trend may ultimately have a negative effect on Nantucket's advantage in recruitment.

Unfortunately, the cost of living on Nantucket, as discussed in Recommendation No. 1, makes it difficult for new officers to remain with the Department over the long term. The result is that since FY2016, 22 sworn members have left the Department.⁴² Three were routine service retirements, and one was a medical disability retirement. The remaining 18 have resigned to accept employment with other police agencies. The Town requires newly hired officers to sign a contract agreeing to reimburse the Town for \$12,000 in training costs if they do not complete three years of service. The contract also requires officers to reimburse the Department for the \$3,000 Police Academy fee, which is deducted from their salary upon appointment at the rate of \$100 per pay period. Most officers serve for three years; however, a number have left earlier and paid the fee in order to move on to other jobs.

The effect of such turnover – 45% of an authorized strength of 40 sworn members by resignation, and 55% overall – is damaging to a police department. The impact is complex.

From the simplest perspective, the financial loss to the Town is significant. Every newly hired officer is paid for 24 to 26 weeks while in the Police Academy and then 14 weeks in field training – a total of 38 to 40 weeks, or roughly eight months. New hires are paid a student officer rate \$6.07 less than the full officer rate. However, at current salary rates, it costs nearly \$37,000 to train an officer, exclusive of costs for uniforms, equipment, travel, and lodging. From a broader view, it will cost approximately \$222,000 to train the group of six officers currently in the Police Academy to the point at which they are ready to perform patrol duty.

⁴¹ <https://www.mass.gov/service-details/civil-service-police-departments>

⁴² Three of the 22 officers gave notice that they intended to resign in August, 2018.

Turnover is inevitable; however, some of these positions have been filled multiple times as officers work for the Department for three years and leave for other agencies. This results in additional costs – both financial and operational.

Unlike many jobs, the position of Police Officer cannot be filled quickly. Despite the fact that the Department hires many officers from its pool of Community Service Officers and has the benefit of one or more seasons of observing their work performance, the hiring and screening process is extensive. It is so effective that other agencies have reportedly hired Nantucket officers without conducting independent background checks, relying on the reputation of the Department's hiring process. Additionally, newly hired officers attend the Plymouth Police Academy, one of five training academies statewide sponsored by the Municipal Police Training Committee. Police Academy classes are scheduled irregularly, based on needs and hiring trends, so there can be a gap of several months between classes. In all, it typically takes twelve to eighteen months to fill a vacancy with a fully trained police officer capable of performing patrol duty. During that time there is an additional financial impact, as shifts must be filled with overtime.

Equally important is the operational impact. Shifts run at reduced or minimum staffing. Specialized assignments are reduced. Important functions like traffic enforcement and community policing are put aside because there is no time for proactive policing while officers are working at minimum staffing levels and are occupied with routine patrol and response to calls for service. Officers grow weary from working numerous hours of overtime; several officers reported routinely working 60 to 80 hours per week.

A less immediately noticeable impact is on the administrative staff that is responsible for the hiring process. Hiring is labor intensive; the process includes posting of positions, recruitment, processing of applications, interviews, background investigations, physical agility and medical exams, scheduling candidates for the Police Academy, arranging for housing, issuance of uniforms and equipment, field training, documentation of each step of the process, supervision and mentoring of candidates throughout, and review of their fitness for continued employment. There is no staff specifically assigned to applicant processing; it is handled primarily by the Operations Lieutenant and the Administrative Assistant. Being in a continuous hiring cycle, as opposed to periodically filling vacancies that arise in the normal course of business diverts staff from their primary supervisory, administrative, and operational duties. Other aspects of the organization suffer.

Less quantifiable is what might be referred to as "brain drain." Although formal training is a critically important part of the development of a good police officer, there is no substitute for experience. The Department is losing officers in the third through fifth years of their careers – a point where they have completed their formal training, often achieved additional skills and certifications, and most importantly, have matured as police officers who can think and act independently. They are entering the prime years of their careers. The Police Department is feeling a growing experience gap between an inexperienced patrol staff and a diminishing cadre of senior officers, who are largely in the supervisory ranks.

The reason that has been universally cited is the cost of living on Nantucket; officers report that they simply cannot afford to live on the island. Salaries are comparable to those of other agencies; the Bureau of Labor Statistics reports an estimated 2017 mean salary for police and sheriff patrol officers in Massachusetts of \$68,190.⁴³ However, the cost of living is not. The difference in the cost of living in island communities is

⁴³ https://www.bls.gov/oes/current/oes_ma.htm

illustrated by a comparison of the price of real estate on three islands: Nantucket; Maui, Hawaii; and Juneau, Alaska.

Table 45: Median Real Estate Values in Select Island Communities⁴⁴

Community	Median Home Value	Median price per sq. foot
Nantucket, Massachusetts	\$1,585,600	\$1,163
Juneau, Alaska	\$387,900	\$234
Maui, Hawaii	\$615,600	\$628

Many communities with high real estate costs employ police officers. The significant difference is that in mainland communities, officers typically have the option of commuting from more affordable locations. Living off-island is not a viable option for police officers in Nantucket. In addition to the length and expense of the commute, ferry and air travel to the island is subject to disruption by inclement weather, and as a rule, police officers are expected to report for duty when scheduled or when needed. In light of the fact that there is essentially no rapid response mutual aid availability in the event of a major incident, it is in the Town’s interest to have officers living on the island.

The general consensus among Police Department staff interviewed was that unless one was a long-term resident, purchased property before prices began to increase significantly in the past 10 to 15 years, or had family property, it was extremely difficult to purchase a home on the island. Rental properties are similarly expensive, and officers frequently begin their careers sharing lodging with friends or fellow officers. Although that arrangement may be satisfactory for a new officer beginning his or her career, as they reach their mid- to late-twenties and their housing needs change, it is no longer a desirable way to live, and they begin to seek other opportunities. Since routine turnover is a part of any healthy organization, it will always be necessary to bring new officers into the Department, most of whom will be from the mainland.

It is critical that the Town aggressively addresses retention of Police Department staff. While some of the following recommendations may trigger collective bargaining obligations, they are options that may assist in addressing a serious long-term issue.

Recommendation 54: Enhance longevity pay schedule.

Under the current collective bargaining agreement, officers receive longevity increments of 2% of base yearly pay after five years of service; 3% after 10 years of service; 4% after 15 years of service; and 5% after 20 years of service. Although these are reasonable longevity increments, in order to promote greater retention, the Town should consider increasing the five year and 10-year increments in order to encourage members considering resignation to remain in place to reach those goals.

Recommendation 55: Develop sustainable employee housing and/or affordable housing availability.

To date, affordable housing opportunities have not benefitted members of the Police Department. Officers report situations in which income thresholds were set at a level that rendered officers who earned overtime ineligible. However, when they did not work overtime, in addition to the operational hardship on the Department caused by their unavailability to work, they did not qualify for mortgage loans. The Town should explore arrangements for which Police Department employees would be eligible. It should also consider incentives to defray the cost of housing, such as a housing subsidy for which an officer would be

⁴⁴ Zillow.com data

eligible after a completing fixed period of service, or which would require agreement to complete a fixed period of service.

Recommendation 56: Re-institute an educational achievement stipend.

Police officer salaries were effectively compressed beginning in 2010 with the elimination of state funding for an educational achievement stipend. The Police Career Incentive Pay Program, commonly referred to as the Quinn Bill, was enacted by the State Legislature in 1970 in response to a 1967 study that recommended increasing the number of college-educated police officers in the Commonwealth. The bill provided incentives of 10% of base salary to officers holding associate's degrees, 20% for bachelor's degrees, and 25% for master's or law degrees. The Commonwealth paid half the cost of the benefits until 2009, when funding was discontinued following the fiscal crisis.

Communities responded to the elimination of funding in various ways. Some absorbed the loss and continued awarding the incentive. Others negotiated benefits into their collective bargaining agreements. Others discontinued the program, and a court ruling in 2012 supported their right to do so. Only a very limited number of Nantucket Police Department employees, who are governed by separate employment contracts, remain eligible for Quinn Bill benefits. The collective bargaining agreement provides for a tuition reimbursement benefit of up to \$1,200 per year.

The elimination of Quinn Bill education benefits has a three-pronged impact on the Department. First, it reduces the incentive for police officers to further their education. Second, it effectively lowers the salary of many officers who have pursued higher education, and increases the hardship imposed by the island's high cost of living. Third, it enhances the appeal of other departments that have continued Quinn Bill or equivalent benefits as potential employers. Reinstatement of educational incentives provides the Town with a means of narrowing the cost of living gap and improving retention of officers.

Recommendation 57: Implement a take-home vehicle program.

Members of the Department reported that off-island travel was a major expense; the round-trip fare for a vehicle between 17 and 20 feet in length is \$400 during the summer months, and it is often difficult to get a space.⁴⁵ In fact, the Department stores two vehicles at the Hyannis terminal for mainland travel on official business. Although there would be an initial expense if additional vehicles were needed, take-home programs typically result in greater longevity for fleet vehicles since they have fewer operators and generally fewer miles and hours of use. Mileage for off-duty personal use would be limited by the size of the island. An additional benefit is the visual deterrent of marked police vehicles parked at locations throughout the Town.

Patrol Staffing, Scheduling, and Operations

Determining an appropriate staffing level for a municipality is a complex and challenging task. Staffing levels should be based on calls for service and community expectations for enforcement and service, which may be impacted by factors such as traffic patterns; business versus residential concentration; population; density; socioeconomic character; daytime population increase; presence of educational, religious, medical, and cultural institutions; and planned development. A community like Nantucket is subject to especially unique pressures, including the extraordinary recruitment and retention challenges of an island community, and a significant disparity in population and activity level between the high season and the remainder of the year. Municipal leaders face the challenge of ensuring that their public safety agencies

⁴⁵ Passengers without reservations sometimes leave their vehicles at the terminal, to be transported when a space becomes available.

are staffed, equipped, and trained to respond to any contingency, while funding them within the locality's ability to pay, and in a way that ensures the future affordability of government services.

The core responsibility of a police department is the work done by its patrol staff: basic patrol and response to emergency calls for service, traffic enforcement, preliminary investigation, and suppression of crime. Every community handles these core functions in a slightly different way; there are a wide variety of shift schedules, minimum staffing goals, and deployment schemes.

The goal in analyzing patrol staffing is to identify staffing levels and deployment practices that provide adequate coverage for response to calls for service while also enabling officers to engage in the level of proactive policing desired by the community – that is, to be proactive as well as reactive. Proactive policing affords an agency the opportunity to strategically deploy personnel to focus on identified trends and high crime areas, thereby preventing and reducing crime. Whether it is referred to as Community Policing, Problem Solving Policing, Data-Driven Policing, or by some other term, the goal is largely the same: provide sufficient time for patrol officers to identify problem areas or conditions; develop and implement strategies to address those conditions; establish relationships with members of the community to partner in developing long-term solutions to issues; gather intelligence; and show police presence through interaction with residents and businesses as well as team-led enforcement initiatives. It includes targeted patrols, narcotics enforcement, traffic enforcement, and community outreach.

It is also important to note that additional factors must be considered in determining the appropriate level of staffing for a police department that do not lend themselves to such data-driven analysis; they are based on a community's unique needs and tolerances and are ultimately dependent on policy decisions. An initial example is the determination of the community's desired level of service. Although the International Association of Chiefs of Police (IACP) guidelines call for a target of 33% proactive time, many communities choose to staff to a higher level to allow for greater community interaction, quicker response time or additional patrol capacity, such as business district foot patrol.

Geography is a second major consideration. Although a certain number of officers may be sufficient to meet the average calls for service workload, additional officers may be required to provide adequate coverage, visibility, backup, and availability for emergency response. The Town of Nantucket, for example, covers an area 14 miles long and 3.5 miles wide with no major highways and significant traffic congestion, particularly during the summer months. Most mainland communities are able to rely on bordering agencies for emergency assistance, a luxury Nantucket does not have; mutual aid is typically hours away, if weather permits. Policy determinations regarding staffing should account for sufficient staffing to ensure that adequate and timely backup is available, given the size of the community and the presence of geographical barriers.

Uniformed patrol is clearly the core service of a police department; however, specialized assignments are a necessary component of policing, and it is important to recognize their impact on staffing. When specialized assignments are created, sufficient resources must be allocated to ensure their success. Although many Police Officers and Sergeants have responsibilities that are performed on a part-time basis in addition to their patrol duties, there are four positions that call for full time assignment: two detectives⁴⁶ and two School Resource Officers. This staffing analysis is predicated on the full-time assignment of two officers as detectives, and the assignment of two officers to full time School Resource Officer duty during the school year; the SROs are factored into patrol coverage to meet the additional demands of the peak

⁴⁶ One additional detective position has been recommended. See Recommendation No. 63.

summer months. There is also a full-time assignment at Nantucket Airport that must be covered during all hours of flight operation.

Recommendation 58: Identify and adopt a Proactive Policing Service Standard.

While a community's proactive policing level of service standard is a policy decision, the IACP recommends that at least 33% of an officer's time be allocated to proactive policing; the remaining two-thirds is divided equally between response to calls for service and administrative duties. Put differently, an officer should, in theory, spend 20 minutes of each hour on calls for service; 20 minutes on the resulting administrative tasks (preparation of reports, etc.); and 20 minutes on proactive policing. However, while the IACP sets a guideline target of 33% proactive time, some communities may wish to establish a higher proactive service level.

The Nantucket Police Department does not currently identify a formal proactive policing target. The staffing analysis in this chapter assumes the IACP 33% guideline applies; however, it is important for the Department to develop and implement a proactive policing standard in consultation with Town Administration and the Select Board.

Recommendation 59: Adjust minimum staffing levels to meet adopted proactive policing standard.

To evaluate the current service level provided by the Police Department, Directed Calls for Service (DCFS) data (the primary driver of patrol activity) is analyzed to determine how much of officers' time is absorbed responding to DCFS by hour of the day and day of the week. The Department provided call data for FY2016 through FY2018 to support this analysis.

Over the last three fiscal years, the Department has averaged approximately 27,000 calls for service annually. The Novak Consulting Group categorized these calls by type into three groups: Administrative calls (e.g. report preparation), Proactive calls (e.g. community policing initiatives, traffic enforcement, problem solving), and Reactive calls (e.g. emergency response). These classifications were reviewed and approved by the Department. A listing of call types classified as reactive can be found in Attachment D.

From FY2016 through FY2018, about half of the Department's calls for service involved reactive, emergency service requests. These call types are illustrated in green in the following figure and represent 48% of total call volume on average.

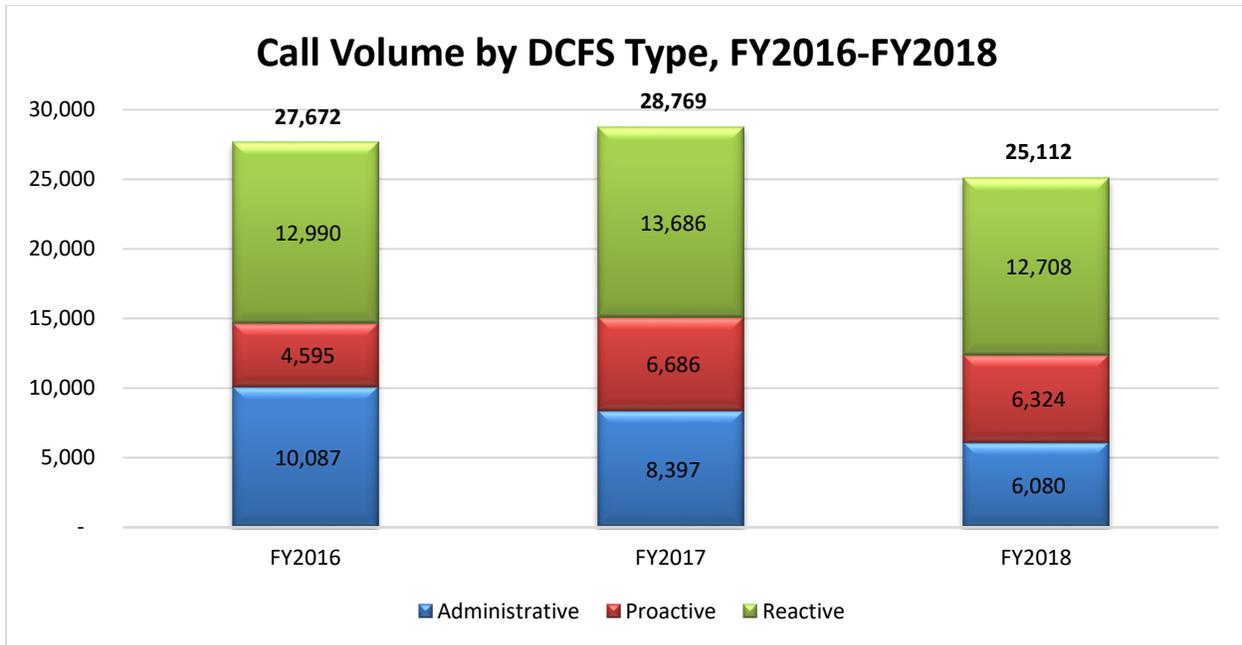


Figure 18: Operations Division Directed Calls for Service, FY2016 - FY2018

While call volume provides interesting insights into the number of overall service requests received by the Department, Patrol staffing needs are primarily driven by reactive service demands. Each time a reactive call comes in, an officer is dispatched, and the Department’s ability to respond to additional reactive calls is reduced until the dispatched officer returns to duty. As a result, it is important to understand the amount of time officers spend responding to reactive service requests in the field. The following figure illustrates the total number of minutes officers spent in the field on DCFS by type over the last three fiscal years.

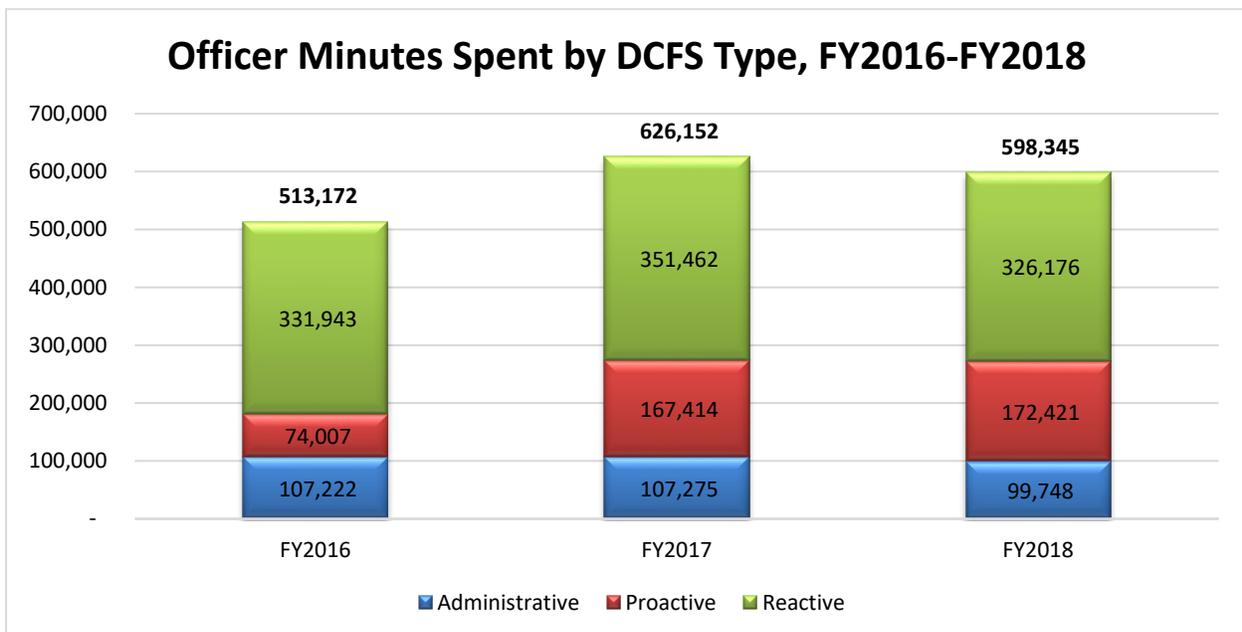


Figure 19: Officer Minutes Spent on DCFS by Call Type, FY2016 - FY2018

According to data provided by the Department, in FY2018 Patrol personnel spent approximately 29% of their time engaged in proactive policing activity. This figure represents an aggregate rate; there are typically few calls during late night hours, resulting in a higher level of proactive policing capacity. However, although there is work to be done in those hours, they are not the hours when proactive policing is most effective. Much of the activity generally considered to be proactive policing involves interaction with residents, business owners, government agencies, public institutions, and similar aspects of the community, which cannot be done effectively during overnight hours. Therefore, to present a more accurate picture of the Department’s proactive policing capacity, it is necessary to evaluate reactive call trends to identify periods where emergency response is highest.

Because Nantucket is a tourist destination, there is a strong seasonal component to reactive call volumes and the time spent on reactive calls. The following figure illustrates the average volume of calls (in orange) by month, compared to the average total number of minutes spent on reactive calls by month (in red) over the last three fiscal years.

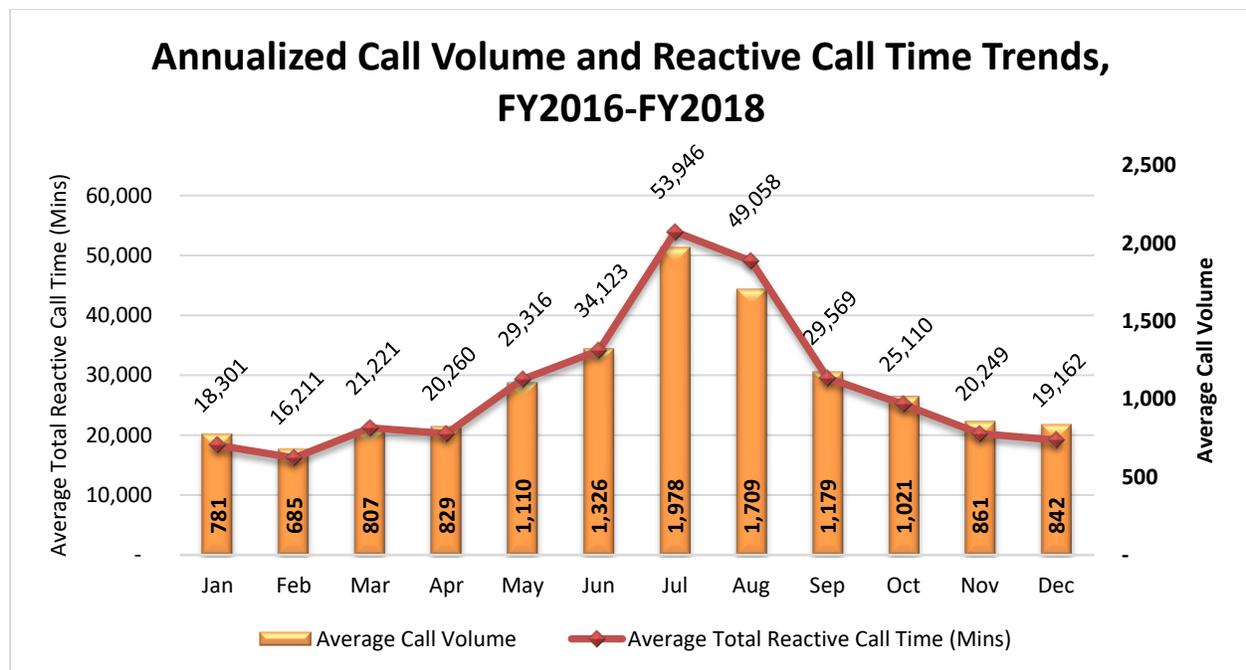


Figure 20: Reactive Call Trends, FY2016 - FY2018

The Department experiences its highest reactive call workload during the busy peak season months of July and August each year. Over the last three years, an average of 1,800 reactive calls for service were generated during each of these months, requiring an average of 51,000 officer minutes each month to resolve. Reactive workload demands in other months are considerably lower with respect to both call volume and time spent on calls.

Because a reactive call may occur at any time, it is also important to understand when the Department experiences reactive calls on average throughout a 24-hour day. According to the Department’s call data, the time spent on reactive calls follows a consistent pattern: activity is lowest in the early morning hours and peaks around midday before falling through the afternoon. This trend holds during the tourism season (June through September) as well as during peak season (July and August) and the off-season (October

through May). The following figure illustrates the average minutes officers spent responding to reactive calls by hour on a seasonal basis.

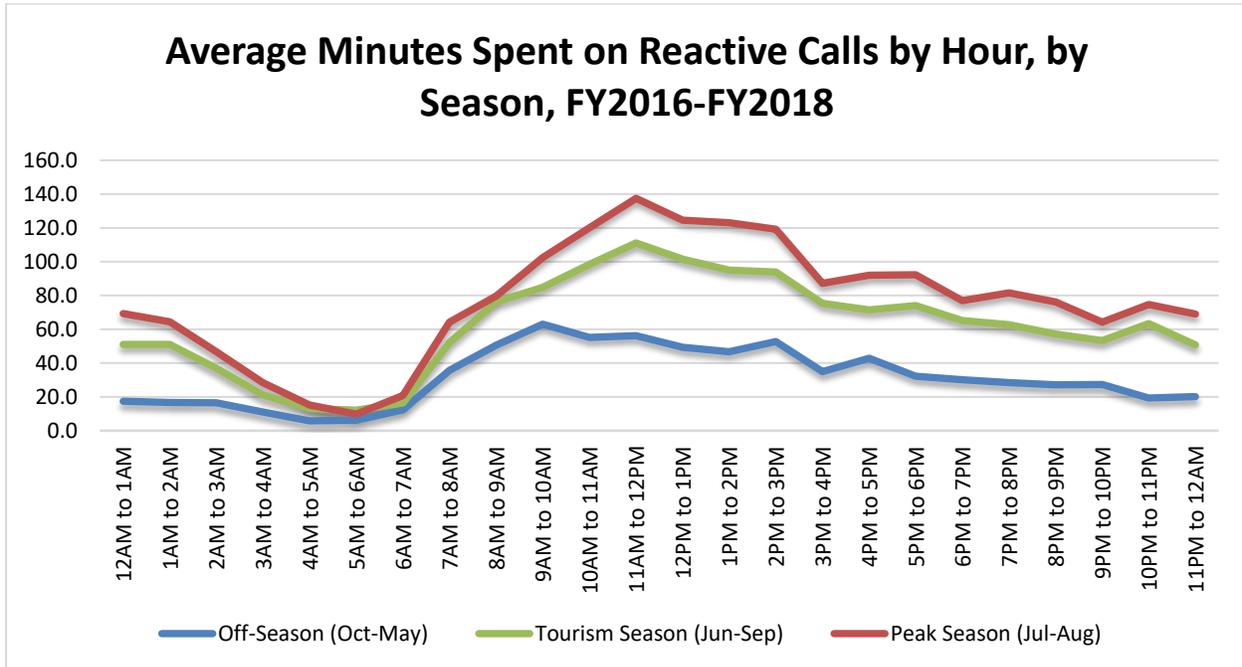


Figure 21: Reactive Call Trends, FY2016 - FY2018

Based on this analysis, Nantucket’s patrol staffing needs are consistently higher in the late morning and midday hours during tourism season (particularly during peak season), and lower throughout the remainder of the year.

The next step in Patrol staffing analysis examines whether the Department’s current staffing is appropriate given the reactive call trends. To determine this, The Novak Consulting Group first evaluated officer time spent on reactive calls during the week compared to weekends throughout the year. The following figure illustrates this trend.

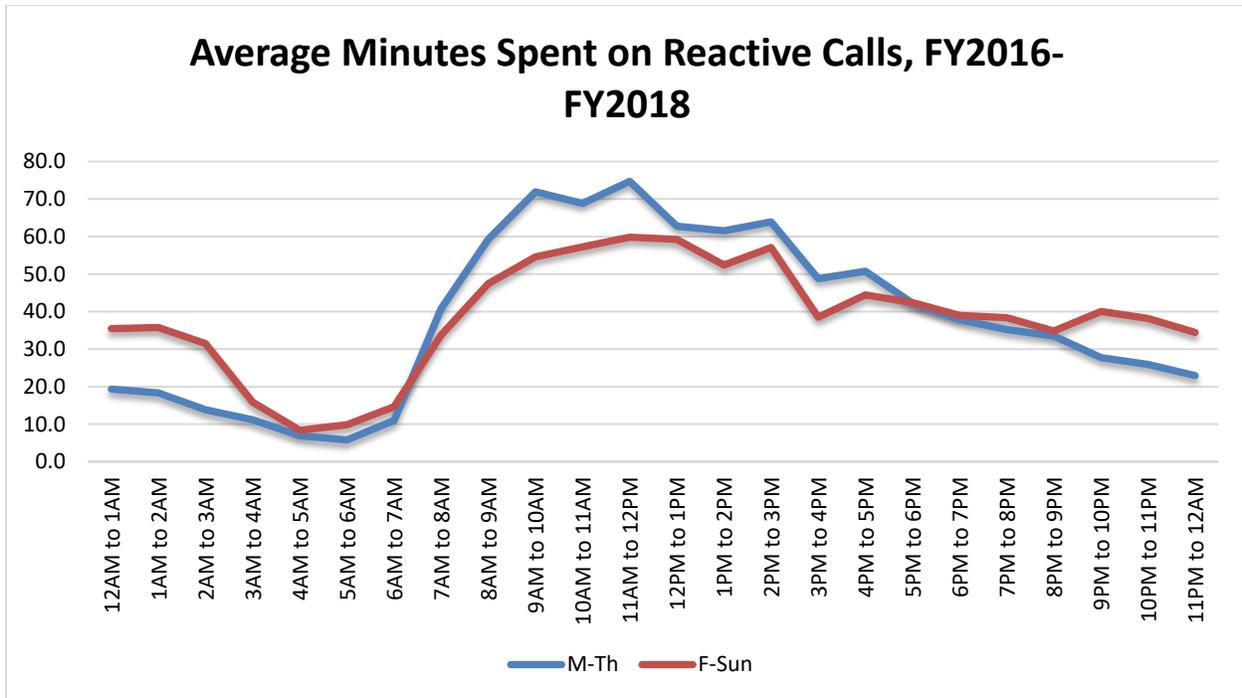


Figure 22: Annualized Average Reactive Call Trends, FY2016 - FY2018

While demand for service is typically higher during the week compared to weekends throughout the year, there is no significant discrepancy in call patterns based on the day of the week. In the figure above, every 20 minutes of reactive call time per hour requires one Patrol Officer, according to the IACP 33% guideline. This reactive call time information was used to calculate the number of officers needed to respond to reactive calls each hour on average throughout the year, as illustrated in the following table. Numbers in bold red indicate periods where reactive needs currently exceed minimum staffing.

Table 46: Annualized Average Number of Patrol Officers Needed to Respond to Reactive DCFS per Hour, per Day

Number of Officers Needed for Reactive Calls, Annualized Average	Mon	Tue	Wed	Thu	Fri	Sat	Sun
12:00 AM to 1:00 AM	2	1	1	1	2	3	1
1:00 AM to 2:00 AM	2	1	1	1	2	3	1
2:00 AM to 3:00 AM	1	1	1	1	1	3	1
3:00 AM to 4:00 AM	1	1	1	1	1	1	1
4:00 AM to 5:00 AM	1	1	1	1	1	1	1
5:00 AM to 6:00 AM	1	1	1	1	1	1	1
6:00 AM to 7:00 AM	1	1	1	1	1	1	1
7:00 AM to 8:00 AM	3	3	2	2	2	2	3
8:00 AM to 9:00 AM	3	3	4	4	4	3	3
9:00 AM to 10:00 AM	4	5	4	4	3	3	5
10:00 AM to 11:00 AM	4	4	4	4	4	3	4
11:00 AM to 12:00 PM	5	4	4	4	4	3	4
12:00 PM to 1:00 PM	3	3	4	4	4	4	3

Number of Officers Needed for Reactive Calls, Annualized Average	Mon	Tue	Wed	Thu	Fri	Sat	Sun
1:00 PM to 2:00 PM	4	4	4	3	4	3	4
2:00 PM to 3:00 PM	4	4	4	3	3	4	4
3:00 PM to 4:00 PM	3	3	3	3	3	3	3
4:00 PM to 5:00 PM	3	3	3	3	3	3	3
5:00 PM to 6:00 PM	2	3	3	3	3	3	3
6:00 PM to 7:00 PM	2	3	3	2	3	2	3
7:00 PM to 8:00 PM	2	2	3	2	2	2	2
8:00 PM to 9:00 PM	2	2	2	2	3	2	2
9:00 PM to 10:00 PM	2	2	1	2	3	3	2
10:00 PM to 11:00 PM	2	2	2	2	2	3	2
11:00 PM to 12:00 AM	2	1	2	2	2	3	1

This information was then compared to the Department’s minimum staffing level. As previously discussed, the Department’s minimum Patrol staffing goal consists of four personnel on day shift from 7:00 AM to 7:00 PM, and four personnel on night shift from 7:00 PM to 7:00 AM, each day of the week. Applying this staffing model to the Department’s average staffing needs (as indicated in the table above) indicates that for most hours of most days, the Department’s minimum staffing level is sufficient to respond to reactive calls for service. While the number of officers needed on night shifts can drop to one or two positions to handle reactive calls, it is appropriate to maintain a minimum staffing of four positions given the island’s geography.

On average throughout the year, there are three periods when minimum staffing is insufficient to ensure 33% proactivity: Mondays from 11:00 AM to Noon, Tuesdays from 9:00 AM to 10:00 AM, and Sundays from 9:00 AM to 10:00 AM. Reactive calls during these periods require five officers on average to ensure a minimum of 33% proactive availability.

However, it is important to assess seasonal impacts on the Department’s deployment model given the impacts of tourism on the community. During the peak months of July and August, the average number of minutes spent on reactive calls for service is significantly higher throughout the week, as illustrated in the following figure.

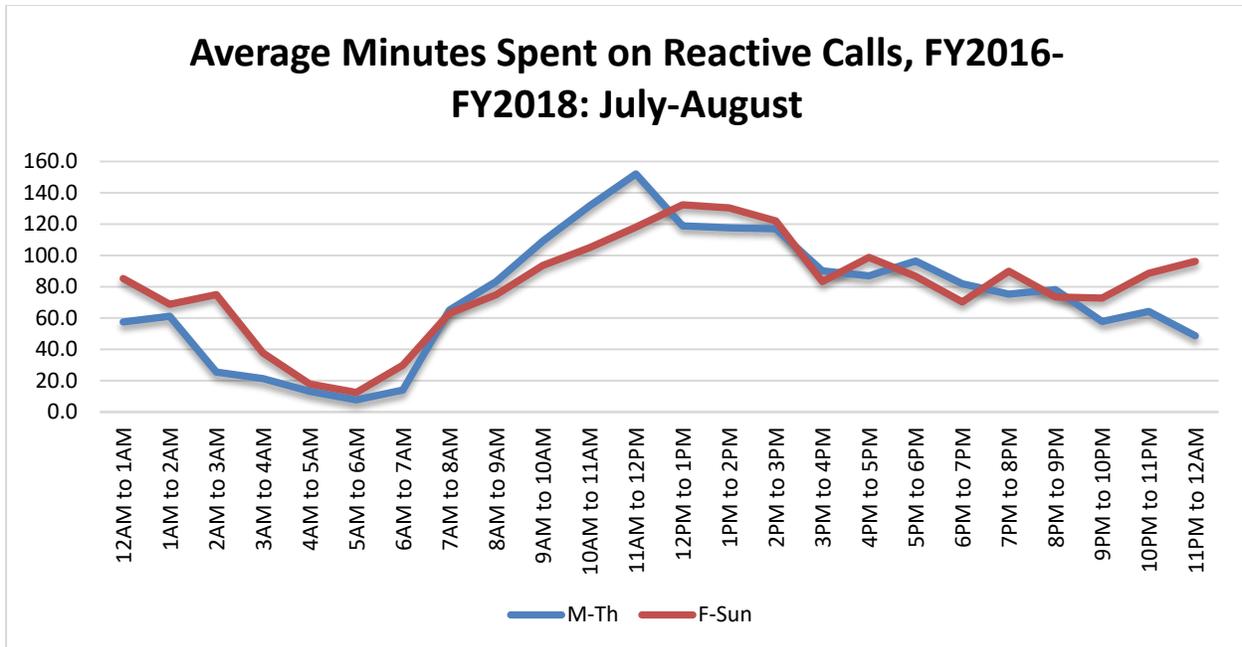


Figure 23: Peak Season (July – August) Reactive Call Trends, FY2016 - FY2018

While weekday/weekend trends during these months are largely consistent, the average minutes spent on reactive DCFS peaks at over 140 minutes in the 11:00 AM hour during the week, compared to an annualized average of 70 minutes during the same hour. In short, reactive service demands from 11:00 AM to Noon on weekdays in July and August are twice as high as the annual average.

Applying the Department’s minimum staffing level to reactive DCFS needs in peak tourism season indicates that consistently achieving 33% proactivity will require additional officers, particularly on day shifts. The following table illustrates the number of officers needed to respond to reactive calls for service each hour, each day of the week to ensure 33% proactivity in July and August. Numbers in bold red indicate periods where reactive needs currently exceed minimum staffing.

Table 47: Annualized Average Number of Patrol Officers Needed to Respond to Reactive DCFS per Hour, per Day – July and August

Number of Officers Needed for Reactive Calls, Annualized Average Peak Tourism Season: July - August	Mon	Tue	Wed	Thu	Fri	Sat	Sun
12:00 AM to 1:00 AM	2	3	4	4	3	5	3
1:00 AM to 2:00 AM	5	4	2	3	3	4	4
2:00 AM to 3:00 AM	2	2	1	2	1	7	2
3:00 AM to 4:00 AM	1	1	2	2	2	2	1
4:00 AM to 5:00 AM	1	2	1	1	1	1	2
5:00 AM to 6:00 AM	1	1	1	1	1	1	1
6:00 AM to 7:00 AM	1	1	1	1	2	2	1
7:00 AM to 8:00 AM	3	4	4	4	4	5	4
8:00 AM to 9:00 AM	4	4	6	4	4	3	4

Number of Officers Needed for Reactive Calls, Annualized Average Peak Tourism Season: July - August	Mon	Tue	Wed	Thu	Fri	Sat	Sun
9:00 AM to 10:00 AM	5	7	6	6	5	5	7
10:00 AM to 11:00 AM	6	9	6	7	5	5	9
11:00 AM to 12:00 PM	7	7	11	8	8	6	7
12:00 PM to 1:00 PM	6	6	7	7	7	7	6
1:00 PM to 2:00 PM	7	6	6	6	8	8	6
2:00 PM to 3:00 PM	9	5	5	6	4	8	5
3:00 PM to 4:00 PM	4	5	5	6	5	6	5
4:00 PM to 5:00 PM	5	3	7	4	5	7	3
5:00 PM to 6:00 PM	5	5	5	7	5	6	5
6:00 PM to 7:00 PM	4	5	6	3	3	6	5
7:00 PM to 8:00 PM	3	4	6	3	4	6	4
8:00 PM to 9:00 PM	4	4	5	6	4	5	4
9:00 PM to 10:00 PM	3	4	3	4	4	4	4
10:00 PM to 11:00 PM	3	3	4	4	3	6	3
11:00 PM to 12:00 AM	3	3	3	2	4	8	3

Assuming the Department reliably achieves its minimum staffing of four officers per shift, an average of three additional officers are needed from 9:00 AM through 4:00 PM each day of the week to address reactive call workload and achieve 33% proactive time. July and August represent the most time-intensive months for the Department with respect to reactive DCFS. While reactive DCFS demands in June and September are higher than in the off-season, they are not quite as significant as reactive demands in July and August. On average, during the regular tourism season from June through September, two additional officers each day from 9:00 AM to 4:00 PM are sufficient to meet increased reactive CFS workload.

In summary, the Department’s minimum staffing level is appropriate if reactive service demands are examined in aggregate on an annual basis. However, there is a significant seasonal gap in coverage from June through September (and particularly in July and August) which challenges the Department’s ability to maintain 33% proactive policing using its current minimum staffing model.

To address this gap, it is critical to understand whether the Department has enough authorized personnel to achieve minimum Patrol staffing, and to assess potential staffing or schedule changes which can provide more reactive coverage and increase proactive time. This is accomplished using a staffing factor analysis which compares scheduled time to the amount of time officers are actually available for patrol duties.

Due to the current shift rotation schedule, patrol officers are scheduled for 84 hours during each two-week period, or 2,184 hours per year. To reduce the number of scheduled hours to the required 80, patrol officers are provided with four hours of compensatory time each pay period, often referred to as “Kelly Time” (usually in the form of a reduced shift). This time is equivalent to 104 hours per officer, per year. In addition to Kelly Time and other compensatory time, officers also utilize vacation, personal leave, and sick (or injury) leave, further reducing their availability to perform patrol functions. Historical data provided by the Department indicates that, across all leave categories, each officer uses an average of 319 leave hours per year.

Table 48: Patrol Officer Historical Leave Usage, FY2016-FY2018

Leave Category	Total Hours Used
Vacation	4,604.20
Sick	17,550.90
Workers Comp	2,017.20
Personal	732
Total Leave Used (FY2016-FY2018)	24,904.32
Average Annual Leave Used	8,301.40
Number of Police Officers	26
Average Annual Leave Used per Officer	319.3

To calculate the staffing factor, leave and Kelly Time (319 leave + 104 comp = 423 combined hours) are subtracted from scheduled time (2,184 hours). This means that, after accounting for leave and comp time, officers are available for approximately 1,761 hours each year. The next step is to divide available time (1,761) by scheduled time (2,184), which results in a staffing factor of 1.24. In short, it takes 1.24 police officers for each officer scheduled to ensure the Department has appropriate coverage.

The Department’s minimum staffing level requires two 12-hour shifts, each consisting of four officers, or eight officers total per day to be physically present. However, because officers use a rotating shift schedule (two days on, two days off, three days on, two days off, two days on, three days off), a total of 16 police officers are needed. The following table illustrates this schedule and staffing requirement.

Table 49: Current Patrol Officer Schedule Rotation, FY2018

Line/Unit	Officers Needed	M	T	W	Th	F	Sa	Su	M	T	W	Th	F	Sa	Su
Shift 1 - Day	1	On	On	Off	Off	On	On	On	Off	Off	On	On	Off	Off	Off
Shift 1 - Day	2	On	On	Off	Off	On	On	On	Off	Off	On	On	Off	Off	Off
Shift 1 - Day	3	On	On	Off	Off	On	On	On	Off	Off	On	On	Off	Off	Off
Shift 1 - Day	4	On	On	Off	Off	On	On	On	Off	Off	On	On	Off	Off	Off
Shift 2 - Night	5	On	On	Off	Off	On	On	On	Off	Off	On	On	Off	Off	Off
Shift 2 - Night	6	On	On	Off	Off	On	On	On	Off	Off	On	On	Off	Off	Off
Shift 2 - Night	7	On	On	Off	Off	On	On	On	Off	Off	On	On	Off	Off	Off
Shift 2 - Night	8	On	On	Off	Off	On	On	On	Off	Off	On	On	Off	Off	Off
Shift 3 - Day	9	Off	Off	On	On	Off	Off	Off	On	On	Off	Off	On	On	On
Shift 3 - Day	10	Off	Off	On	On	Off	Off	Off	On	On	Off	Off	On	On	On
Shift 3 - Day	11	Off	Off	On	On	Off	Off	Off	On	On	Off	Off	On	On	On
Shift 3 - Day	12	Off	Off	On	On	Off	Off	Off	On	On	Off	Off	On	On	On
Shift 4 - Night	13	Off	Off	On	On	Off	Off	Off	On	On	Off	Off	On	On	On
Shift 4 - Night	14	Off	Off	On	On	Off	Off	Off	On	On	Off	Off	On	On	On
Shift 4 - Night	15	Off	Off	On	On	Off	Off	Off	On	On	Off	Off	On	On	On
Shift 4 - Night	16	Off	Off	On	On	Off	Off	Off	On	On	Off	Off	On	On	On
Total Daily Staffing		8													

Multiplying 16 officers by a staffing factor of 1.24 indicates that 20 total personnel are needed to ensure the Department can reliably achieve its minimum staffing goals. There are currently 22 authorized Patrol Officer positions in the Operations Division, meaning that the Department can comfortably achieve minimum staffing as long as turnover and vacancies are low.

However, the analysis above demonstrates that minimum staffing is insufficient during the tourism season. On average, two additional officers are needed each day from 9:00 AM to 4:00 PM from June through September, increasing to three additional officers during the same time period in July and August. To address this gap, it is recommended that the Department increase its minimum staffing goal from four to six officers on day shifts during the tourism season. This staffing change will improve reactive service coverage and enhance the ability of officers to continue proactive work, as illustrated on the following table. Numbers in bold red indicate periods where reactive needs exceed minimum staffing using six Patrol Officers on day shifts.

Table 50: Number of Patrol Officers Needed to Respond to Reactive DCFs per Hour, per Day – July and August, with Minimum Staffing of Six Officers on Day Shifts

Number of Officers Needed for Reactive Calls, Annualized Average Peak Tourism Season: July – August Minimum Staffing 6 Officers on Days	Mon	Tue	Wed	Thu	Fri	Sat	Sun
12:00 AM to 1:00 AM	2	3	4	4	3	5	3
1:00 AM to 2:00 AM	5	4	2	3	3	4	4
2:00 AM to 3:00 AM	2	2	1	2	1	7	2
3:00 AM to 4:00 AM	1	1	2	2	2	2	1
4:00 AM to 5:00 AM	1	2	1	1	1	1	2
5:00 AM to 6:00 AM	1	1	1	1	1	1	1
6:00 AM to 7:00 AM	1	1	1	1	2	2	1
7:00 AM to 8:00 AM	3	4	4	4	4	5	4
8:00 AM to 9:00 AM	4	4	6	4	4	3	4
9:00 AM to 10:00 AM	5	7	6	6	5	5	7
10:00 AM to 11:00 AM	6	9	6	7	5	5	9
11:00 AM to 12:00 PM	7	7	11	8	8	6	7
12:00 PM to 1:00 PM	6	6	7	7	7	7	6
1:00 PM to 2:00 PM	7	6	6	6	8	8	6
2:00 PM to 3:00 PM	9	5	5	6	4	8	5
3:00 PM to 4:00 PM	4	5	5	6	5	6	5
4:00 PM to 5:00 PM	5	3	7	4	5	7	3
5:00 PM to 6:00 PM	5	5	5	7	5	6	5
6:00 PM to 7:00 PM	4	5	6	3	3	6	5
7:00 PM to 8:00 PM	3	4	6	3	4	6	4
8:00 PM to 9:00 PM	4	4	5	6	4	5	4
9:00 PM to 10:00 PM	3	4	3	4	4	4	4
10:00 PM to 11:00 PM	3	3	4	4	3	6	3
11:00 PM to 12:00 AM	3	3	3	2	4	8	3

While there will still be periods of the day when officers are too busy to achieve the 33% proactivity goal, this minimum staffing level greatly increases staff's ability to be proactive even during peak tourism season.

Implementing minimum staffing of six officers on day shifts requires scheduling 20 Patrol Officer positions. Multiplying 20 officers by a staffing factor of 1.24 indicates that 25 total personnel are needed to ensure the Department can reliably achieve its minimum staffing goals. In addition to 22 currently authorized Patrol Officers, the Department currently employs two School Resource Officers who assist with patrol activities during tourism months. This means the Department effectively has 24 Patrol Officer positions during the summer months and would require the addition of another authorized Patrol Officer position.

There are several advantages to the recommended approach of increasing minimum staffing. While this approach requires hiring additional personnel, it avoids changing the Department's patrol shift schedule. Twelve-hour patrol shifts are inherently efficient because they reduce or eliminate shift overlaps, require fewer staff, and represent an effective use of limited staff resources. Given intense seasonal demands on the island, it is inappropriate to change the 12-hour shift schedule to accommodate higher seasonal service demands. Additionally, there are opportunities to use the additional Patrol Officer position for specialized work throughout the year, as discussed in the following recommendation.

It must be emphasized that turnover and retention issues, coupled with housing and professional advancement constraints discussed elsewhere in this report, can have dramatic impacts on the Department's ability to actually achieve minimum staffing. For example, at any given time several of the Department's officers are involved in academy training and cannot independently perform many of the functions of a fully-qualified Patrol Officer. This limits the number of available staff who can respond to calls for service on a given shift. Additionally, high turnover rates and an inability to attract new recruits to the island will continue to degrade the Department's ability to effectively utilize its existing schedule.

It is extremely important for the Town to improve overall recruitment and retention efforts, particularly with respect to policing, to ensure that the Department can deploy a sufficient number of officers to meet emergency call needs. In the meantime, the Department should adjust minimum staffing goals on a seasonal basis, as recommended here, to ensure sufficient staff are available to handle reactive calls during peak tourism months.

Recommendation 60: Create an additional Patrol Officer position in the Operations Division.

Adjusting minimum staffing goals during peak tourism months will require the creation of an additional Patrol Officer position in the Operations Division, as discussed in Recommendation No. 59. Aside from enhancing the Department's ability to respond to reactive calls in peak tourism season, the addition of another Patrol Officer presents several additional advantages to the Department.

First, additional Patrol coverage will enable the Department to more effectively staff the Nantucket Airport. The Department currently utilizes seasonal Reserve Officers to perform this function and backfills Reserve Officers with full-time Patrol Officers if a Reserve Officer is unavailable. According to Department staff, the Town's ability to attract and utilize Reserve Officers is complicated by changing training requirements for reserves, challenges attracting candidates to seasonal positions, and the limitations associated with the deployment of seasonal law enforcement personnel with limited experience. Since the Airport is a mandated assignment, the Department must recognize its impact on patrol staffing. The addition of full-time staff will assist in meeting this need when Reserve Officers are not available. It is important moving forward that the Town and the Department monitor the long-term availability of Reserve Officers and make adjustments to full time staffing as necessary.

Second, an additional Patrol Officer provides the Department with additional capacity to engage in traffic enforcement, training, and other proactive community building work that cannot be accomplished by existing staff.

Finally, creating and filling this position will help the Department absorb scheduling challenges created by leave, turnover, training, and other demands which impact each Patrol Officer's available time. While the Town must also proactively address recruitment and retention challenges as discussed throughout this report, the additional Patrol officer position will provide the Department with a greater ability to backfill existing staff.

According to the Town's contract with the Massachusetts Coalition of Police, Nantucket Local Union 330, IUPA, AFL-CIO, starting wages for a Police Officer in January 2019 are \$58,474 per year. After accounting for insurance benefits and employer costs, the total compensation for the additional Detective position is estimated at \$93,000.

Recommendation 61: Exclude Sergeants from shift minimum staffing targets.

The Department's current target shift staffing calls for the assignment of sworn members to each shift. Sergeants and Patrol Officers are counted equally for purposes of shift staffing; as a result, shifts are frequently staffed by two Sergeants and two Patrol Officers. This staffing allocation does not represent a best practice.

The role of the Sergeant is intended to differ from that of a patrol officer. Sergeants' duties are primarily supervisory and administrative in nature. Although they handle calls when necessary – i.e., when other resources are not available – and they provide backup on serious calls, under ideal circumstances their function is to direct and supervise the work of line officers and to coordinate response to major incidents. Including Sergeants in the minimum patrol staffing calculation can have a number of negative impacts. Patrol officers can be overworked, since they handle a disproportionate amount of the workload that should be distributed among four officers, rather than as few as two; Sergeants' ability to supervise and mentor their officers can be limited if they are required to spend a significant amount of time as primary responders to calls for service. Sergeants are typically assigned administrative or operational duties in addition to patrol supervision; those duties ultimately suffer if sufficient time is not allocated for their completion. Therefore, the Department should only consider Patrol Officers in the calculation of shift staffing levels. The proposed minimum staffing levels assume that Sergeants are not included in the minimum staffing calculation.

Recommendation 62: Adjust span of control for patrol sergeants.

Two Sergeants are assigned to each "line" in the duty schedule; as a result, unless one is on vacation, sick leave, or otherwise excused from duty, two Sergeants are assigned to every shift. With current staffing levels, many shifts consist of two Sergeants and two Patrol Officers – a span of control for sworn personnel of 1:1.

The benefit to this arrangement is that there is, under normal circumstances, sufficient coverage to ensure that a supervisor is present for every shift. However, there are negative aspects to the assignment of two supervisors of equal rank to the same shift. Although the practice is for the senior Sergeant to be in charge of the shift, that can result in uncertainty on the part of Patrol Officers as to whose direction they should follow. It can also create the opportunity for "supervisor shopping" by Patrol Officers who question the decisions or direction of one Sergeant. Ultimately, it often leads to resentment on the part of a junior Sergeant who is limited in his or her lack of opportunity to exercise the functions of his or her rank. Most

importantly, it limits the number of personnel actually handling the workload of a shift. Although minimum staffing is four, two Patrol Officers perform the bulk of the work, while Sergeants are not primary responders and generally handle calls only when no officers are available.

Although the span of control for sworn personnel may appear to be 1:1, in fact it is often much higher. During a night shift, the Tour Supervisor may be responsible for three Patrol Officers; two to three Dispatchers; two Reserve Officers; two or more officers on overtime details; and during the summer months, two Community Service Officers assigned to the downtown information desk. The actual span of control is closer to 1:11. During a day shift, if no other supervisors are working, the Sergeant may be responsible for three Patrol Officers; two to three Dispatchers; three administrative personnel (Permits/Records); one Reserve Officer at the airport; and during the summer months, 23 Community Service Officers. That span of control increases to as much as 1:32.

All Sergeants have collateral duties in addition to their primary patrol assignments. They include SWAT command; special events planning; coordination of the field training program; TASER training; management of social media and outreach; use of force training; Crisis Intervention Team training coordinator; Elder Affairs; supervision of School Resource Officers; Crime Prevention; Airport Coordinator; Honor Guard Supervisor; and Crime Scene Services.

The Department should enhance the efficiency of supervisory assignments by discontinuing the practice of assigning two supervisors to shifts without delineation of their duties. For example, when one Sergeant is working, he or she will be in overall command of assigned personnel. When two Sergeants are working one of them, normally the senior Sergeant, should assume responsibility for overall command in the event of a major incident. Under routine circumstances, however, he or she should be responsible for supervision of Patrol Officers. The second Sergeant should be assigned to concentrate on his or her ancillary duties, as well as supervision of the non-patrol staff: the Reserve Officers, the non-sworn staff, and during the summer months, Community Service Officers. Duties may be rotated to ensure that Sergeants are afforded time to complete their collateral assignments.

Investigations

At one point, the Investigations Section was staffed by as many as six sworn members: a Detective Lieutenant, whose primary duty was Court Liaison Officer; one Detective Sergeant; and four Detectives. Current staffing is one Detective Sergeant, one Detective, and one Detective who is the Court Liaison, which is a half-time position. Essentially, the unit has 1.5 FTE Detectives.

The Detective Sergeant reviews preliminary investigation reports prepared by patrol personnel to assess the need for follow-up investigation. Specific screening criteria are set forth in Department guidelines, including the nature and seriousness of the crime; solvability factors; community reaction to the crime; availability of Department resources; the documented experiences of the Department and other law enforcement agencies; research conducted by the Department including the application and utilization of crime analysis; and research conducted by other law enforcement agencies.⁴⁷

Cases are assigned to Detectives for investigation; appropriate cases may also be referred back to the Patrol Division for further follow-up. The Detective Sergeant specifies dates when report updates are due; Detectives are expected to report on the progress of cases at least weekly, or more frequently if appropriate. The Detective Sergeant determines whether additional resources are needed or an

⁴⁷ Nantucket Police Department Written Directive #301: Follow-up Investigations, page 2, paragraph B.

investigation should be suspended or closed, based on such factors as the absence of leads or solvability factors; unavailability of investigative resources; negative interviews with victims or witnesses; inconclusive physical evidence; or the exhaustion of all information sources. The Department Directive on Follow-up Investigations also sets forth guidelines for steps to be completed during investigations.⁴⁸

During the past three fiscal years, 244 cases have been referred to the Investigations Section: 95 in FY2016, 74 in FY2017, and 74 in FY2018. Of 170 investigations assigned to Detectives, 128, or 75%, have been closed. Eleven cases are suspended, and 31 remain open. During that period an average of 421 investigations were handled by patrol personnel annually, primarily involving misdemeanor cases.

Staffing levels for investigative units do not lend themselves to the same sort of analysis as patrol units, which have recognized national standards that can be applied as general guidelines. Caseload and clearance rates are frequently used as valid metrics, although they cannot be used as raw numbers without further scrutiny. The workload of a detective specializing in the investigation of violent crimes may show a relatively small number of cases, but each is a labor-intensive major investigation. Conversely, some property crimes with no significant leads may be routinely closed based on a quick telephone call to the victim, so a higher caseload may not reflect a significantly higher workload. However, other factors impact even that analogy. Property crime investigations, for example, have become more numerous and complex with the advent of identity theft and cybercrime. In addition, the increasing availability of surveillance video and digital evidence from computers and cell phones has increased both the solvability and the scope of investigations. Computer forensic examination – tracking information on cell phones, laptops, and social media – has become almost a routine part of the investigative process.

The standard of customer service set by the agency and expected by the community also impacts the workload by raising or lowering the criteria for accepting cases for investigation and determining when they are to be closed. The assignment of cases is essentially a triage process that evaluates a number of factors: the level of the crime; the presence of a willing complainant; the availability of evidence or witnesses; the extent to which the suspect is or can be identified; and the availability of investigative resources. The public profile of a case also affects the level of investigation it demands. Cases may draw increased attention from the media or from the public, or raise particular interest or concern in the community. A segment of cases are not amenable to successful investigation and should be closed; there is a segment that clearly merits further investigation; and there is a cutoff point between cases that are investigated and those that might be solvable if additional resources were available, but must be closed based on a cost-benefit analysis.

Recommendation 63: Create an additional Detective position in the Investigations Section.

Data provided by the Department regarding its investigative workload indicates that during the past three fiscal years, 244 cases were referred to the Investigations Section, an average of 6.78 per month. During this period, 170 investigations were assigned to Detectives, an average of 4.72 cases per month. Those numbers alone do not support significant personnel increases or decreases. However, there is sufficient basis to conclude that the current staffing configuration is inadequate.

As noted above, the community served by the Nantucket Police Department expects and deserves a high level of service. It is also a community inhabited and visited by public figures, business executives, and well-known people from all walks of life. At any given moment, a newsworthy case is imminent.

⁴⁸ Nantucket Police Department Written Directive #301: Follow-up Investigations, page 6, paragraph C.

Staffing must be sufficient to support an adequate investigative response. In addition, as a general rule, detectives are less effective when working alone. Interviews of victims and witnesses, canvasses, processing of crime scenes, interactions with informants, and surveillances, for the most part, are best done in teams. Although each case is assigned to a primary investigator, and there is a good deal of work to be done individually, it is important for detectives to have access to a second investigator. In the absence of additional data that would support a statistical analysis of investigative workload, two full-time Detectives would represent a minimum acceptable staffing level.

The Department's primary service is uniformed patrol, and it is critical that patrol staffing is maintained at optimal levels. However, as patrol staffing is stabilized, the Department should increase Investigations Section staffing by adding one additional Detective, pending the collection and analysis of additional data as discussed in the next recommendation.

According to the Town's contract with the Massachusetts Coalition of Police, Nantucket Local Union 330, IUPA, AFL-CIO, starting wages for a Police Officer (Detective) in January 2019 are \$58,474 per year. After accounting for insurance benefits and employer costs, the total compensation for the additional position is estimated at \$93,000.

Recommendation 64: Enhance data collection regarding Investigation Section workload indicators.

Data regarding basic indicators such as investigative caseload and clearance rates, properly interpreted, is invaluable. It provides police and municipal administrators an empirical basis for evaluating performance, making staffing and deployment decisions, and submitting budget, grant, and other funding requests that are supported by facts. It enables elected officials and other decision makers to make informed choices and validates to residents and businesses the return on their investment of tax dollars.

Two measures generally used to assess investigative work are clearance rates and caseload. The clearance rate – essentially the percentage of cases that are solved -- reflects individual performance, as well as the overall performance of a unit in successfully completing investigations. Caseload is a measurement that provides a snapshot of the workload of a detective at a given point in time: the number of open cases for which he or she is responsible. Both metrics should be immediately available and reviewed on both a monthly and an annual basis, in order to track short-term needs for adjustment of deployment, long-term staffing needs, and overall performance.

Although these are basic indicators, the amount of effort required by a particular case or category of investigation can vary widely. For example, a complicated investigation such as a serious assault can require numerous interviews and canvasses, invoicing of evidence, surveillance, multiple search warrants, coordination with outside agencies, repeated conferrals with prosecutors, and production of witnesses for multiple hearings. A simple theft case may require little beyond an interview with the victim and perhaps review of security video. As a result, a single-digit caseload for one detective may be equally or more demanding than another detective's caseload that numbers in the dozens. Statistics regarding investigative workload must be viewed in context.

Caseload is a widely used method of measuring an investigator's workload, although it must be considered in light of the factors previously mentioned: pure numbers do not always represent the workload associated with different categories of cases. Caseload tracks the number of cases currently assigned to each individual detective. It is a floating number that changes monthly or even daily as cases are assigned and closed. It is essentially a balance sheet of debits and credits, reflecting the net of newly assigned cases

and cases that have been closed. Annual figures do not provide sufficient information since cases are often opened in one year and closed in another.

Currently, the readily available data for tracking investigative activity is limited to the number of cases referred for to the Investigations Section, and the number assigned to each individual Detective that are open, suspended, or closed.

The Department should work with its software vendor, ProPhoenix, Inc., to update its records management system, the Phoenix suite of Public Safety software, to ensure that it provides ready access, in a user-friendly manner, to up-to-date case closure and caseload statistics, and that it accounts for the time invested in investigations by Detectives. Statistics should also track the nature of case closings by category, such as closed by arrest, all investigative avenues exhausted, victim declined to prosecute, and exceptional clearance. Access to that information on both a daily and annual basis would assist in the assessment of both short-term and long-term staffing and deployment needs.

It is important to acknowledge that the investigative process is not linear; cases are not received, investigated, and closed in an assembly line fashion. Based on workload, witness availability, and the occurrence of priority incidents, Detectives work on cases as time allows, frequently touching on multiple cases during a shift. Detectives do not do interviews or apprehend suspects alone; although every case is assigned to one Detective, several others may be involved in the investigation, and that time is not necessarily reflected in their own caseloads. Precise accounting for every minute of a Detective's time is virtually impossible; however, a reasonable estimate of investigators' activity in a user-friendly system can yield valuable results that will inform decisions regarding performance, staffing, and allocation of resources. It will also assist in documenting that time spent assisting cases that are officially assigned to other Detectives, which can consume a substantial portion of an investigator's time. Even periodic samplings – in which Detectives closely track their time for fixed periods of time – provide valuable benchmarks with which to evaluate the effectiveness of staffing levels and assignments.

Dispatch

Recommendation 65: Maintain current Dispatcher staffing level.

Data was not available that would enable a detailed staffing analysis. Therefore, it is not possible to present a data-based assessment to support increase or reduction of personnel. However, interviews with staff indicate that the ECC workload is manageable with the current staffing configuration of one Communications Supervisor, 10 full time Public Safety Dispatchers, and two per-diem Public Safety Dispatchers.

Recommendation 66: Increase consistency of staffing the public window.

The reception window for visitors to Police Headquarters is located in the Emergency Communications Center. It is set apart from the dispatch consoles, so that although Dispatchers can see the window from their work stations, they must leave their consoles and go to the reception desk to interact with visitors. Volunteers with the Volunteers in Police Service program (VIPS) staff the reception desk during business hours, but coverage is often irregular.

The goal in communications center staffing is to maximize Dispatcher availability to handle incoming calls and radio traffic. Because any given call can be a report of a life-threatening emergency, distraction should be minimized. Although foot traffic at the window decreases substantially outside of business hours, every effort should be made to ensure consistent coverage of the desk during business hours in order to maximize Dispatcher availability for emergency calls by reducing the need for them to leave their consoles.

A separate recommendation (See Recommendation No. 70) has been made regarding the increase of headcount by one non-sworn FTE to provide enhanced coverage of the reception window while also bolstering the level of clerical support. In addition, and pending approval and staffing of that position, Community Service Officers should be used to fill periods during business hours that are not staffed by volunteers during the busiest summer weeks.

Recommendation 67: Install an automated telephone information system (“phone tree”).

As previously noted, the ECC answers incoming telephone calls for the Police and Fire Departments, the Harbormaster, and the Business Licensing Office, and is the backup for all Town telephone lines in the event of a service disruption.

A basic goal in operating an Emergency Communications Center is to limit call volume (as much as possible) to emergency calls and other requests for police, fire, or medical service. It is especially important to limit non-essential calls when emergency operations are in progress, so call-takers and dispatchers can focus on the incident.

The Department should install an automated telephone information system, commonly known as a “phone tree,” with connectivity to staff voice mail. This would enable residents calling with routine matters to access the desired office or person, or leave a voice mail, without contact with the Emergency Communications Center.

Implementation of a phone tree improves the ability of members of the community to quickly identify and contact the department, unit, or person with whom they wish to speak. It improves customer service by reducing the number of times callers must be placed on hold while a Dispatcher is handling multiple calls or coordinating an emergency response. Most importantly, it enhances the efficiency of the emergency communications operation by freeing dispatchers to focus on emergency calls.

Administration/Management Systems

Recommendation 68: Pursue accreditation of the Department with the Massachusetts Police Accreditation Commission.

Accreditation – a process by which an outside agency evaluates and certifies an agency’s compliance with specific operating standards – is a valuable tool for validating the proper operation of a police department. It can also help to reduce an agency’s insurance premiums and can assist in defending against liability in civil litigation. The accreditation process provides a framework to ensure that the Department is, and remains, in compliance with best practices in a series of standards that cover critical operational and administrative areas. A significant benefit of accreditation is that, following a self-assessment by the subscribing agency, it provides for an initial on-site assessment by independent assessors of the Department’s compliance with standards – and periodic re-accreditation assessments every three years to ensure ongoing compliance.

The Massachusetts Police Accreditation Commission administers a state-level process for agencies in the Commonwealth that consists of two programs. Certification involves compliance with 159 mandatory standards and is a prerequisite for participation in the full Accreditation program. Nantucket has achieved certification. Accreditation consists of 382 standards, of which 257 are mandatory and 125 optional. The process begins with a self-assessment phase, in which the agency conducts an internal review involving analysis of each standard to determine agency compliance; achieving compliance in non-compliant areas; and documenting compliance for assessors to review during an on-site assessment by the Commission. The Nantucket Police Department is currently in that phase of the program.

Another option, the Commission on Accreditation of Law Enforcement Agencies (CALEA) program, is the major nationwide accreditation program. It measures compliance with 189 standards that govern virtually all aspects of an organization.

There is a significant cost associated with accreditation. For an agency with 25 to 199 employees, CALEA's initial accreditation fee is \$11,450, plus costs associated with the on-site assessment. Thereafter, the participating agency is charged an annual fee of \$4,065, which includes the cost of the re-accreditation assessment conducted every three years.⁴⁹ The cost of the Massachusetts Police Accreditation Commission program is more reasonable; for an agency of Nantucket's size, the annual fee is \$1,900.⁵⁰ There is also a personnel cost; typically, oversight of the accreditation process requires assignment of a dedicated employee, either a sworn supervisor or a civilian Accreditation Manager. The Department has a Training Sergeant in place to handle the bulk of these duties.

Obtaining accreditation can be a challenging task for a police department, and it requires leadership and perseverance on the part of the Chief of Police and key staff, as well as the support of the Town's administration. It is also a sizeable commitment of personnel and money. It is in the Town's best interest to engage in ongoing review of its compliance with industry standards. Accreditation is the optimal process because of the benefits that derive from the ongoing operational review it requires, if the financial impact is considered reasonable. The Department's effort to-date toward this goal is commendable and should be continued and supported.

Recommendation 69: Track ongoing community relations efforts and diversity training.

The Department appears to have a positive relationship with the community, and there has not been a perceived need to emphasize formal community relations programs or initiatives. However, in light of national events, community outreach has become a timely issue for all police departments, and a documented, proactive approach to community outreach and diversity training is a wise strategy for any police agency. The Department Manual includes a comprehensive policy regarding policing impartially and preventing perceptions of bias. The policy prohibits racial or gender profiling and mandates training for all Department employees engaged in enforcement activity.⁵¹ It requires an annual review of policies and procedures, as well as enforcement practices, including data regarding traffic contacts, field contacts, asset seizures, and asset forfeitures.

However, the Department should track indicators of its performance regarding community relations. It should also maintain vigorous ongoing training programs regarding the use of force and the importance of eliminating bias from policing. Community outreach has become an increasingly important issue for police departments throughout the country in recent years. The Department should ensure that its efforts in this area are routinely documented and are tracked in a readily retrievable form.

Recommendation 70: Create an additional full-time Administrative Specialist position in the Police Department.

The non-sworn staff is lean. Two employees – the Administrative Clerk and the Administrative Records Clerk – are essentially responsible for the bulk of the Department's administrative functions. The Administrative Clerk provides administrative support to the Chief of Police and the Command Staff. The Administrative Records Clerk is responsible for numerous critical administrative functions, including

⁴⁹ <http://www.calea.org/content/law-enforcement-accreditation-cost>

⁵⁰ <http://masspoliceaccred.net/about-the-program/cost-to-enroll/>

⁵¹ Directive Number 110, "Biased Based Policing," originally issued May 4, 2011.

maintenance of police records; maintenance of personnel files; administration of payroll for Police Department Staff, Harbormaster staff, and Lifeguards; accounts payable and accounts receivable; tracking of Department correspondence and forms; reconciliation of parking violation notices; maintenance of the sex offender registry; issuance of temporary handicapped parking permits; maintaining the patrol shift duty schedule; and scheduling of officers for details. Many of these duties cannot be suspended in the event of that employee's absence.

At the same time, there is a need for enhanced coverage of the reception window adjacent to the Emergency Communications Center. That window is nominally staffed by volunteers during business hours, but there are reportedly significant gaps in coverage when volunteers are unavailable. When the window is not staffed, Dispatchers must physically leave their consoles, which can delay the answering of emergency calls.

The Department should add one non-sworn position to staff the reception window, assist with administrative/clerical duties, and serve as the primary backup/understudy for the Administrative Records Clerk. This will improve customer service to visitors to Police Headquarters by increasing continuity of coverage at the desk; enhance emergency communications by reducing the need for Dispatchers to leave their consoles; and ensure continuity of key administrative functions by providing an additional clerical resource and backup person. Once the new public safety facility is completed, there is an opportunity to leverage this position with the Fire Department to provide administrative support to both departments.

According to the latest available collective bargaining agreement between the Laborers' International Union of North America and the Town, Administrative Specialist positions are classified as S-2 with a base salary of \$61,152. After accounting for other employer costs and health insurance, the estimated total compensation cost of a Administrative Specialist position is approximately \$96,000 in the first year.

Recommendation 71: Ensure ongoing cross-training of non-sworn staff.

Although they work closely and assist each other when possible, the remainder of the non-sworn staff – the Administrative Permit Clerk, the Special Events Coordinator, and the Business License Inspector – is actually assigned to a different unit (the Business Licensing Office) and has different functions.

As noted previously, there are critical administrative functions within a Police Department that cannot be interrupted, such as payroll, accounts payable and receivable, storage and retrieval of official records, sex offender registry maintenance, and scheduling of details. With such a small staff, cross-training is important to maximize the Department's ability to continue its administrative operations with minimal interruption in the planned or unplanned long-term absence of an employee. Cross training also provides an opportunity for enhanced teamwork and coordination among staff and provides for professional growth and development of additional skills. The Department should ensure formal ongoing cross-training among the non-sworn staff to ensure the availability of backup for all critical functions.

Recommendation 72: Maintain incentives for Field Training Officers (FTOs).

The Department implemented incentives for Field Training Officers in November 2018. Previously, Field Training Officers received no additional compensation for their duties; as a result, officers were increasingly reluctant to take on this important function. As a result of implementing incentives, one Field Training Sergeant will now receive an annual stipend of \$4,000. An alternate Field Training Sergeant, who will assume management of the Field Training Program in that Sergeant's absence, will receive an annual stipend of \$2,000. Four Field Training Officers will receive annual stipends of \$4,000, and two alternates will receive stipends of \$2,000.

The fourteen-week field training program is a critical component of the formation of a new police officer; it is a period during which the officer becomes comfortable in his or her new role, learns how to apply laws and procedures in actual situations, and translates classroom training into daily work. In addition to the inconvenience of working with a partner for fourteen weeks, FTOs take on the additional administrative tasks associated with documenting the probationary officer's training and evaluating his or her progress. They also take on considerable responsibility. They are responsible for the officer's safety and development during these formative months; they have to make recommendations as to whether the probationary officer should be retained or terminated; and they are aware that they may well be brought into litigation about the officer's training in the event of a tragedy in the future. Officers have become reluctant to take on these responsibilities, particularly during the almost constant training cycles resulting from the recent turnover in the Department.

Implementation of these incentives was a positive step and the program should be continued.

Recommendation 73: Enhance intra-departmental communication.

It is not uncommon in police agencies to hear complaints about a lack of communication between the command staff and patrol personnel. The Nantucket Police Department is no exception. Staff indicated that interaction with the command staff was limited, and that staff meetings were either not held or were frequently cancelled.

While staff meetings can take up a considerable amount of time and keep executives away from their other duties, they are often valued by line personnel and, in particular, first line supervisors, as an opportunity to exchange information, feel like they are "in the loop" about developments within the agency, educate themselves with information to be passed on to their subordinates, or even to commiserate with their colleagues. They can, therefore, be a valuable tool for management.

Complaints about communication are also not unusual in departments that have moved from substandard, cramped headquarters to new buildings. Like many police facilities of its era, Nantucket Police Headquarters is a multi-story building that is designed as an outer ring of offices around an inner ring. They are impressive, comfortable, functional structures, but they do not lend themselves to interaction. The command staff is often isolated on an upper floor not routinely visited by patrol officers, and entrances and exits do not necessarily funnel people past a central point. As one employee stated, the building's design "prevents mingling." This results in a change in perception for people who were accustomed to a confined space that essentially forced people to interact. Command and supervisory staff should be aware of this and consciously take steps to increase interaction – and, consequently, employee satisfaction.

Facility and Fleet

Police Headquarters is located at 4 Fairgrounds Road. The building, constructed in 2011, is a modern facility that appears well suited to the Department's needs for the foreseeable future. It includes a 100-seat Community Room for large public meetings. A new Fire Department Headquarters is being built adjacent to the facility; the buildings will be physically connected and will share a common lobby.

The Department maintains an information desk staffed by Community Service Officers at the former Police Headquarters, now occupied by the Sheriff's Department, at 20 South Water Street in the downtown area.

The Department has four facilities for housing of seasonal staff. A former Coast Guard complex consisting of three buildings on Low Beach Road at Siasconset Beach is used as housing for seasonal Community Service Officers. One building has 36 dormitory rooms, kitchen and bathroom facilities, and a recreation room. A second building has six dormitory rooms and two storage garages. The third building is used for

storage of found property too large to be stored at the Headquarters facility. Garages on these properties are used for storage of Harbormaster and Lifeguard equipment.

The Harbormaster’s Office operates from four facilities. The main office is located at 34 Washington Street, the gateway to the Town Pier. A storage facility and boat docks are located at Jackson Point. The Madaket Harbor Pier and Landing is located on F Street, and a Marine Maintenance Facility is located at 2 Fairgrounds Road for repair of vehicles and vessels.

A Police Fleet Maintenance Facility is located at 2 Fairgrounds Road; it has two work bays and tool and parts storage, and is used for vehicle repairs that do not require changing of fluids or major engine or drive train work. The Department shares a firearms range on Industrial Road with the Airport and the United States Coast Guard.

The Department operates a fleet of 34 vehicles, distributed as follows:

Table 51: Police Department Vehicles

Vehicle List	Marked SUV	Unmarked SUV	Pickup Truck	Van	Motorcycle	ATV	Boat	Command Post
Police Department	11	9	4	2	2	0	0	1
Harbormaster’s Office	0	0	4	1	0	0	7	
Total	11	9	8	3	2	12⁵²	7	1

Vehicles are replaced pursuant to a six-year plan; the current version projects vehicle replacement needs for FY2018 through FY2023. Marked patrol vehicles are typically replaced every two to three years; unmarked vehicles, trucks, vans, and specialized vehicles have lifecycles in excess of five to seven years. Current mileage of the marked patrol fleet ranges from 2,863 to 88,628; the average mileage of the fleet is 38,368.

Recommendation 74: Change signage at public windows.

Two windows in the lobby serve as primary points of contact for visitors to the building. One is labeled “Records” and the other “Dispatch.” Although the Records window is closer to the main entrance and does access an area adjacent to the Records office, its primary function is to conduct permit and license transactions, and it is staffed by an employee of the Business Licensing Office. Visitors to the building are actually expected to make contact through the Dispatch window, which leads to the Emergency Communications Center.

As construction of the Fire Department building is completed, decisions will be needed about the flow of visitors to both the Police and Fire Departments. It would be appropriate at that time to revise the signage over the windows. It is suggested that the “Records” sign be revised to the effect of “Permits and Reports” and the Dispatch sign be revised to indicate that it is the point of contact for visitors. It should also be clear how visitors can reach the dispatcher when a volunteer is not staffing the position. This would enhance customer service by reducing instances in which visitors must wait on line only to be directed to a different window. It would also improve efficiency by allowing staff to focus on the transactions for which they are responsible.

⁵² All Terrain Vehicles (ATVs) are assigned to beach patrol Community Service Officers and to Lifeguards.

Recommendation 75: Review the role of sworn personnel in fleet and facility maintenance.

Fleet and facility maintenance needs are handled by the Deputy Chief and a Sergeant. Although it is not unusual for sworn members to have oversight or liaison roles in these areas, the Sergeant and the Deputy Chief go beyond that; they are physically involved in maintenance and repairs.

The Town benefits from the current arrangement. Both members have developed considerable expertise in fleet and facilities matters and the Department's IT systems, as evidenced by the fact that the Deputy Chief has been centrally involved not only in the construction of Police Headquarters, but in other major Town construction projects. They save the Town a considerable amount of money, particularly in light of the expense of bringing in off-island contractors. They also hasten the process by completing repairs promptly, often avoiding delays that result from the competition for contractors' time. Their dedication is admirable.

However, the Town needs to be cognizant of two issues. First, it is unusual to use high ranking sworn personnel for such duties, although it is within the Town's and the Department's purview to determine whether the current arrangement is more efficient and cost-effective than alternatives such as civilianizing the functions or shifting responsibility to another Department. More importantly, the Town and the Department must look to the future. The Deputy Chief and the Sergeant have skill sets, as well as professional interest in these areas, that are unlikely to be easily replaced in the event of their separation from the Department. The Town must be prepared, over the long term, to either identify personnel with similar capabilities, or to assume the increased costs that would be associated with other approaches to the Department's maintenance needs.

This situation highlights another aspect of the unique recruitment and retention challenges faced by Nantucket. Although conventional wisdom is to replace sworn personnel with civilian employees whenever possible, because of the financial realities of island life, civilianization is not always the most economical option. The salary levels necessary to attract non-sworn employees, particularly in technical or managerial positions, typically do not result in significant cost savings. Hiring sworn personnel sometimes provides the Department with a beneficial level of flexibility; in addition to performing their specialized work, sworn personnel are available for deployment to operational duties in order to respond to emergencies or to fill short or long term needs. That can be particularly helpful in a community such as Nantucket that experiences significant differences in workload between its peak summer months and the off season. It merits consideration in staffing and budgeting decisions.

Technology

The importance of technology in policing has advanced dramatically in extent and importance. All aspects of policing – dispatch, submission of reports, records management, dissemination of information, even fingerprinting – rely on computers. Operations come to a virtual standstill when IT systems are not available. Police departments and other public safety agencies have unique technology needs. Unlike many departments that utilize basic computer services and one or two databases, police and public safety agencies use multiple databases, traditional desktop as well as mobile computer applications, and other digital equipment such as video and audio recording devices, in-car video, and body cameras. They operate around the clock, and cannot afford unnecessary downtime, even during overnight hours, weekends, or holidays. Fully operational IT systems are essential.

Recommendation 76: Improve access to Mobile Digital Terminals to enable report preparation from the field.

Officers generally reported that Mobile Digital Terminals (MDTs) were unreliable for filing reports from the field. Remote reporting is not appropriate for all reports; officers often find it uncomfortable to type on vehicle computers, and complex incidents often require officers to return to Headquarters, where they can focus on the task and obtain any necessary additional information. However, it is a means of maximizing patrol coverage by allowing officers to generate routine reports from their vehicles without going out of service to travel to and from the station. Officers also noted that the current records management system does not permit data sharing with the system used by a large number of Massachusetts departments. Therefore, the Department should examine hardware and software capabilities to ensure that its mobile systems best serve the Department's needs.

Harbormaster

The Harbormaster Office has a broad spectrum of responsibilities, including such diverse functions as operation of a Town pier and marina; cleaning of beaches; maintenance of protective fencing for bird nesting areas; pumping of waste from boats; managing lifeguards; maintenance of navigational aids; enforcement of boating laws; public education; and search and rescue. Since its activities are largely seasonal, in addition to the cost of living issues associated with hiring full time employees, the Office faces the increasingly daunting challenge affecting seasonal employers: a widespread shortage of seasonal employees. Traditional sources of summer help – students and teachers – have become less fruitful since school often begins before the beach season ends; most colleges start in mid-August, many school systems start prior to Labor Day, and athletic programs often require participation during the summer. Further complicating the problem is the fact that a number of the seasonal positions require particular skills, such as the ability to operate a vessel, the judgment to be able to conduct enforcement activity, and the courage to place oneself in harm's way performing search and rescue operations in hazardous weather conditions.

Recommendation 77: Reclassify the Waterway and Beach Maintainer to an Assistant Harbormaster and create an additional Assistant Harbormaster position.

Current full-time staffing calls for two Assistant Harbormaster and one Waterways and Beach Maintainer. The Harbormaster's Office faces similar retention issues to those of other departments; Assistant Harbormasters leave due to the cost of living or for other opportunities. Many of them have maritime skills and are able to find work in the shipping industry. In addition, although the workload is primarily seasonal, there is still a significant amount of work to be done in the off season. There is maintenance work to be done on the beaches, buildings, and equipment, and repairs to be done after storm damage. There is a role for the Harbormaster's Office in storm preparation and response, and it remains the primary resource for oil spill response. Recruitment and processing of seasonal employees is an off-season activity. Most importantly, a search and rescue capability must be maintained both for the ongoing activity in the waterways and for inland emergencies, such as ice rescue.

The Harbormaster has proposed a full-time staffing level of four Assistant Harbormasters, configured as follows:

- Assistant Harbormaster for Waterways, responsible for search and rescue, mooring enforcement, oil pollution response, boats and electronic gear, and the pumpout program
- Assistant Harbormaster for Beaches, responsible for beach access, pond access, Lifeguards, Emergency Medical Technician training, and training Lifeguards and members of the Police Department

- Assistant Harbormaster for Maintenance, responsible for maintenance of boats, vehicles, trailers, Lifeguard housing, buildings, the Town Pier, fencing, and floating docks and dinghy docks
- Assistant Harbormaster for Administration, responsible for the records management system, scheduling, payroll, procurement, documentation of activities and training, recruitment advertising, interviewing and hiring applicants, notices to mariners, training, grants, and online mooring documentation

All Assistant Harbormasters would be cross-trained and would be fully trained as boat crews.

The plan appears to be a reasonable approach to the workload of the Office. It provides a core group of year-round employees who are able to address off-season needs, both routine and emergency in nature. Most importantly, it creates additional career positions that should increase the long-term retention of employees. To meet this staffing goal, the Department should reclassify the Waterways and Beach Maintainer as an Assistant Harbormaster and create an additional full-time Assistant Harbormaster position. Reclassifying the Waterways and Beach Maintainer position will provide the Department with more operational flexibility, maximize the use of existing personnel, and reduce the need to hire additional staff.

According to the latest available collective bargaining agreement between the Laborers' International Union of North America and the Town, the Waterways and Beach Maintainer position's salary is classified as S-1 with an estimated salary of approximately \$55,598 per year. After accounting for other employer costs and health insurance, the estimated total compensation cost of the Waterways and Beach Maintainer position is approximately \$90,000 per year. Similarly, Assistant Harbormaster positions are classified as S-A with a base salary of \$69,415. After accounting for other employer costs and health insurance, the estimated total compensation cost of an Assistant Harbormaster position is approximately \$105,000 in the first year.

Reclassifying the Waterways and Beach Maintainer to Assistant Harbormaster represents an estimated increase of \$15,000 per year. Creating and filling an additional Assistant Harbormaster position represents an estimated total cost of \$105,000 in the first year. Collectively, these staffing changes represent an estimated expense of \$120,000 in the first year.

Recommendation 78: Create two additional Lifeguard Supervisor positions to reduce Lifeguard Supervisor span of control.

The Department hires 41 Seasonal Lifeguards, who cover seven beaches used by 4,000 to 6,000 beachgoers daily. There are two Seasonal Lifeguard Supervisors, resulting in a span of control of approximately one Supervisor to 20.5 Lifeguards. Lifeguards are budgeted to work 24,600 hours for the season; Supervisors are budgeted for 1,200 hours, only 5% of that amount. Lifeguards have critical lifesaving responsibilities. They must remain alert at all times and act quickly in an emergency, which may also require coordinated effort under hazardous conditions. Many are young and inexperienced employees. The covered beaches are spread throughout the 14-mile-long island.

The Department should add two additional Lifeguard Supervisors in order to reduce the general span of control to approximately one Supervisor to ten Lifeguards. According to the latest available collective bargaining agreement between the Laborers' International Union of North America and the Town, Lifeguard Supervisor positions are classified as Class D seasonal positions with an hourly rate of \$19.50. These positions are usually scheduled for 1,200 hours per year. Creating two additional Lifeguard Supervisors is therefore estimated to result in total additional costs of \$23,400 in the first year.

Business Licensing Office

Recommendation 79: Enhance collection of data regarding license inspections.

Although statistics are available regarding the issuance of licenses and permits, none are maintained regarding the number of license inspections. In many cases, the Office's function is primarily to coordinate inspections by the appropriate oversight authority, such as the Health Department for food establishments, the Fire Department for mobile food units, or PLUS and Fire Departments for construction of tents. In those cases, the role of the Office is primarily to ensure that inspections have been done by the appropriate agency and to ensure that the terms of any conditions that have been imposed are included in the license or permit. In other cases, the License Inspector and/or Assistant join in the inspection of large event spaces and are on site during the events. However, no data is available to document the level of such activity.

There are 97 establishments holding liquor licenses in the Town. They are visited periodically, often in advance of high activity periods such as holiday weekends. Many inspections are casual visits that promote compliance rather than correct violations. Licensees are usually visited around annual renewal time to remind them of their obligations. All complaints are addressed with personal visits; continuing violations are addressed with a series of written warnings culminating with a hearing before the Select Board.

There appears to be a significant amount of inspection-related activity; as noted above, much of it is proactive, oriented toward prevention of violations. However, there is only general information to document it. It is in the Department's interest to more closely document license inspection activity in order to assess the Office's activity and to ensure that adequate resources are available to meet its workload.

Recommendation 80: Ensure that necessary personnel are aware of the Business Licensing Office's responsibilities regarding special events.

The integration of the Business Licensing Office into the Police Department is fairly recent, having taken place in 2017. The Office's duties regarding event planning are spelled out clearly in the Licensing Administrator's job description: "This position functions as the primary contact person for both event organizers and Town Departments for events seeking approval from the Town of Nantucket's Special Events Committee as well as after events are approved; schedules, prepares paperwork for and staffs all meetings with the Town of Nantucket Special Events Committee to ensure applications are processed efficiently and with proper department input... Evaluates all large events (over 250 participants) for Town Administration, Visitor Services, Police Department, Parks and Recreation Commission and the Board of Selectmen as appropriate to determine what licenses and permits will be required."⁵³

Essentially, the Licensing Administrator coordinates the functions of multiple Town Departments – Police, Fire, Health, etc. – to ensure that proposed events receive the proper level of scrutiny prior to approval, and that all Town services necessary for a safe and orderly event are in place. Individual departments handle their particular functions; in the case of the Police Department, that is generally to arrange road closures and assign appropriate details.

In the course of interviews, it appeared that there was some uncertainty regarding the Office's role, and consequently the perception of a duplication of duties. The Department should ensure that all members are clear on the Office's mission and functions.

⁵³ Department Directive #841

Planning for Anticipated Issues

Recommendation 81: Monitor identifiable and anticipated needs and incorporate their impact into planning for future staffing adjustments.

Police staffing is not static; municipalities need to periodically review funding and staffing levels to ensure that they remain appropriate to address changing conditions. Some changes can be subtle, such as the impact of increased use of technology in law enforcement. Others can be sudden and dramatic; prior to September 11, 2001, few would have predicted that local law enforcement agencies would assume a major role in counterterrorism. It is important to monitor identifiable trends that may have an effect on staffing and operations and to incorporate them, insofar as possible, into long-range planning. For example:

Body worn cameras. Although body worn cameras are not required in the Commonwealth of Massachusetts, there is no denying the fact that the demand for them is a rapidly growing nationwide phenomenon. There has been legislative action at the Commonwealth level aimed at requiring their use, although no action has been taken on it.⁵⁴ Body worn cameras were essentially unheard of prior to 2005. Usage of the devices grew rather slowly until 2014, when several controversial incidents triggered national debate about their widespread deployment. In 2013, 75% of police agencies reported that they did not use body worn cameras.⁵⁵ By 2016, 95% of major police departments across the country either were using them or had committed to their implementation.⁵⁶ Planning for implementation of body worn cameras has typically been focused on the expense associated with the purchase and maintenance of the devices and the storage of recorded data. However, there is a potentially greater impact: the personnel costs associated with managing recorded video. Videos must be filed with associated call data in a way that facilitates retrieval. Requests for recordings can be an unexpected burden. In addition, prosecutors have been known to expect that investigating detectives review all video associated with a case, and that officers review videos prior to offering testimony. All of this can consume considerable staff hours, which must be evaluated as a potential future need. Although the deployment of body worn cameras is discretionary and the Department is under no obligation to utilize them, their increased use nationwide is evident, and the associated fiscal and staffing issues should be considered.

Legalization of marijuana. The recreational use of marijuana has been legalized in Massachusetts, following a trend throughout the country as additional states authorize medical and/or recreational use. Some predicted impacts on law enforcement, such as increases in impaired driving, traffic accidents, and crime involving dispensaries and shops, are still being analyzed and debated in states where cannabis has been legalized. There have been unexpected impacts in some areas, however, such as addressing unauthorized “grow sites” that can violate building codes and health regulations, and result in physical hazards at their locations as well as medical hazards resulting from their products. Resident complaints about usage can increase. Additional obligations can depend upon where responsibility is fixed for ensuring compliance with regulations for production and sale of the product. There are many variables as the Commonwealth deals with the legal use of marijuana; however, it is possible that it may, in fact, produce unanticipated demands on the Police Department. It is important to proactively monitor trends in order to make any necessary adjustments in resources.

Community outreach. There has been a major shift in policing in the United States in recent years, as renewed emphasis has been placed on community outreach. To a large extent, community policing is simply good policing; it should be an integral component of every police officer’s daily work and his or her

⁵⁴ Massachusetts House Bill H. 2170.

⁵⁵ <https://www.nij.gov/topics/law-enforcement/technology/pages/body-worn-cameras.aspx>

⁵⁶ <http://www.governing.com/topics/public-justice-safety/gov-police-body-camera-survey.html>

approach to every call for service. However, it is important to remember that there is a time and workload factor involved in community outreach that has an impact at every level of a police agency. At the patrol officer and detective level, there must be adequate time between calls for service and other demands to allow for engagement with the community, whether through programmatic efforts or through taking the extra time required during or between calls for contact, conversation, or problem-solving. At the other end of the chain of command, the duties of police chiefs have changed. The Chief must increasingly be the external face of the Department, leaving less time to focus on internal administrative matters – for which the command staff must be prepared to assume a greater portion of responsibility. All of these factors must be considered in decision making regarding staffing levels and deployment, and periodically reassessed to ensure that the Department’s staffing levels and finances keep pace with changing needs and demands.

Fire Department

The Nantucket Fire Department is responsible for providing fire prevention, fire suppression, and Emergency Medical Services (EMS) to the Island of Nantucket. In that role, the Department deploys firefighters, Emergency Medical Technicians (EMT) and paramedics to all fire emergencies and provides on-scene care and medical transport for individuals with medical emergencies. The Department is also responsible for inspecting existing high-risk occupancies such as places of assembly and commercial establishments on an annual basis for compliance with the Fire Code. Similarly, the Department also reviews and approves plans for commercial and multi-family residential developments to ensure proper placement of fire detection and suppression systems and ease of access for emergency vehicles. Because of geography, virtually no opportunity exists for collaboration with other jurisdictions; all emergency calls must be handled by on-island personnel.

The Department is led by a Fire Chief who directly oversees fire suppression and EMS operations. The Chief manages Shift Captains (who manage the full-time firefighters/EMTs) and the on-call firefighters/EMTs. There are four Shift Captains, one firefighter, 14 firefighter/EMTs, and four firefighters/paramedics authorized in the FY2018 budget. The Captains and the firefighters work in four 24 on, 24 off, 24 on, 120-hour off shifts. Each shift consists of one Captain and five firefighters. Minimum staffing levels include four firefighters in the summer and three in the winter. Currently, Department staff are all Basic Life Support (BLS)-certified, though the Department has established a goal to achieve Advanced Life Support (ALS) certification for eight front-line personnel within the next 18 months. The on-call firefighters are part-time staff trained to respond to fires and other emergency situations in support of full-time firefighters during an incident response. There are no minimum number of hours that an on-call firefighter must serve.

The Deputy Chief oversees fire prevention operations and manages a Fire Prevention Officer and a Fire Alarm Superintendent. The two fire prevention staff are responsible for existing inspections and site plan and building plan review for commercial properties, as well as multi-family residential properties consisting of three or more units.

The Fire Prevention Officer and Fire Alarm Superintendent review and approve commercial property plans, ensuring proper placement of fire alarms, sprinklers, hoods, and other equipment as well as ease of access for emergency vehicles. They also conduct annual certificate of occupancy inspections on all bars, restaurants, nightclubs, hotels, motels, inns, and lodges on the island. Furthermore, any time a residential unit is sold, it also has to be inspected by the Fire Department to ensure proper placement of smoke and carbon dioxide alarms. They also inspect underground storage tanks to ensure proper placement and gas stations to ensure they meet state code. Finally, fire prevention staff perform inspections of temporary facilities (e.g., tents) before major events. The Fire Prevention Officer also conducts outreach in the community.

The structure of the department is illustrated in the following organizational chart.

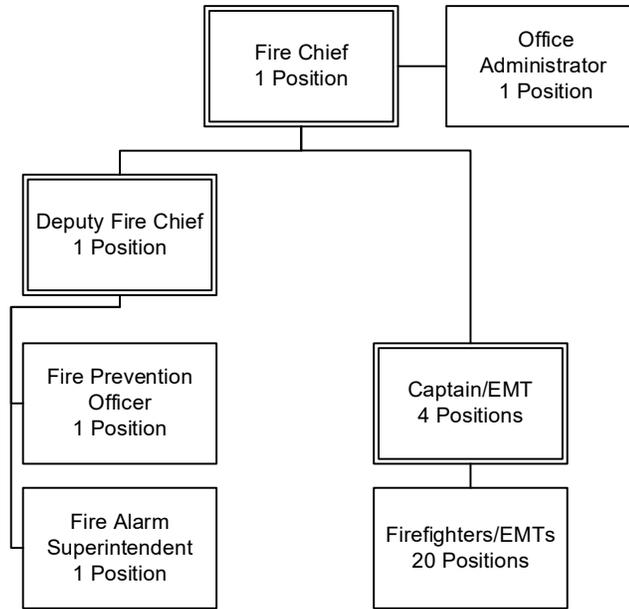


Figure 24: Fire Department Organizational Structure, 2018

All firefighters/EMTs are based out of one centrally-located firehouse, and will be relocating to a new, larger facility in 2019. Although there are two satellite locations that house apparatus on the eastern (Siasconset) and western (Madaket) sides of the island, neither is staffed. Rather, they are used as apparatus storage areas and staging points for events in the service area of the stations. The Department operates with 13 front-line fire apparatus including three class-one pumper trucks, four ambulances, and a rescue truck. Below is a list of all apparatus and a brief description of their uses.

Table 52: Fire Apparatus, August 2018

Apparatus	Use	Deployment Status
First Due Engine	Fire suppression	Front Line
First Due Engine	Fire suppression	Front Line
Aerial	Access to higher points	Front Line
Urban interface Fire Engine/4-wheel drive engine	Fire suppression in densely-populated areas	Front Line
Station 3 Urban Interface Fire Engine / 4-wheel drive engine	Fire suppression in densely-populated areas	Reserve
Station 1 Tanker/tender	Water transportation	Front Line
Station 2 Tanker/tender	Water transportation	Reserve
Station 2 First Due Engine	Fire suppression	Reserve
(Heavy) Rescue Truck Extrication / specialized tools	Rescues and extractions	Front Line
Ambulance	EMS and transportation	Front Line
Ambulance	EMS and transportation	Front Line

Apparatus	Use	Deployment Status
Ambulance	EMS and transportation	Front Line
Ambulance	EMS and transportation	Front Line
Brush Breaker / Wildlands fire truck	Fire suppression in undeveloped areas	Front Line
Humvee/Wildlands fire truck	General use	Front Line
Staff Vehicle	General use	As Needed
Staff Vehicle	General use	As Needed
Fire Prevention / Inspector	Fire inspections and prevention training	As Needed
Fire Prevention / Inspector	Fire inspections and prevention training	As Needed
Fire Alarm Truck		As Needed
Cape Car		As Needed
Haz Mat Trailer	Haz Mat response	As Needed
Shelter Trailer	Emergency shelter stock	As Needed
Oil spill response trailer	Oil spill response	As Needed
State Oil spill response trailer	Oil spill response	As Needed
MDU Trailer	Mass decontamination	As Needed
MCI Trailer	Mass casualty response	As Needed
Generator Trailer #1	Electricity	As Needed
Generator Trailer #2	Electricity	As Needed

Aside from responding to emergency calls, these shifts are also responsible for transporting emergency medical personal (needed for specialized medical procedures) between the airport and hospital when needed. The Police Department is responsible for providing fire and EMS dispatch services.

The Department does not have any rescue presence on the water. Water emergencies are the responsibility of the Harbormaster (who delegates patrol to the Nantucket Police Department) and the Coast Guard.

Core Services

Each of the divisions of the Department performs a variety of services and tasks that constitute core department services. Those functions are summarized in the table below.

Table 53: Fire Department Core Services

Fire Division/Function	Program Area	Core Services
Administration	Administration	<ul style="list-style-type: none"> • Maintain permit files • Schedule inspections and takes permit fees • Process payroll and personnel issues • Tracks accounts payable and receivable • Purchase some materials for the Department

Fire Division/Function	Program Area	Core Services
Licensing and Inspections	Inspection Services	<ul style="list-style-type: none"> Inspect all bars, restaurants, nightclubs, hotels, motels, inns, and lodges on an annual basis Inspect commercial and large residential properties as needed Review plans to ensure safe placement of alarms, hoods, and sprinklers, as well as accessibility by emergency vehicles Conduct tent inspections for special events Inspect schools, elder facilities, nursing homes Enforce the Fire Code
Emergency Response	Incident Response	<ul style="list-style-type: none"> Respond to active fires, alarms, and calls for service Conduct preventative maintenance activities on firefighting apparatus and equipment
Fire Prevention	Outreach	<ul style="list-style-type: none"> Provide prevention and awareness classes at schools and community events
	Training	<ul style="list-style-type: none"> Provide opportunities for firefighters to receive specialized training off-island Provide hands-on training regarding ropes, knots, ladders, tools, hoses, pumps, and other essential firefighting equipment

Budget

The Fire Department is supported by the General Fund, along with revenue from inspection and permitting fees and flammable fuel storage fees. The following table provides an overview of total Department operating expenses from FY2014 through the FY2018 budget.

Table 54: Fire Department Expenses – General Fund, FY2014 through FY2018

Expense Category	FY2014 Actual	FY2015 Actual	FY2016 Actual	FY2017 Actual	FY2018 Actual	Percent Change FY2014 to FY2018
Personnel	\$2,269,260	\$2,274,632	\$2,454,486	\$2,402,928	\$2,366,916	4%
Operating	\$224,548	\$185,815	\$273,428	\$214,211	\$285,291	27%
Total	\$2,493,808	\$2,460,447	\$2,727,914	\$2,617,139	\$2,652,206	6%

The Department's actual expenses have increased modestly compared to FY2014, due in large part to regular salary adjustments. Although the table above indicates expenses have grown 6%, this is equivalent to approximately \$158,000 from FY2014 to FY2018.

In addition to the General Fund, the Fire Department is also supported by the Ambulance Reserve Fund. The Town utilizes this fund to pay for equipment necessary to operate ambulances, as well as to support up to six full-time firefighter/EMT positions. According to the Town's FY2019 budget, over the last several years this fund has accounted for approximately \$325,000 per year in expenses.

Staffing

The following is a list of authorized positions within the Fire Department for FY2019 based on data provided from the Town’s MUNIS system.

Table 55: Fire Department Authorized Staffing, FY2019

Fire	Authorized Full-Time Positions	Authorized Part-Time Positions	Total Authorized Positions
Captain/EMT	4	0	4
Deputy Fire Chief	1	0	1
Fire Alarm Superintendent	1	0	1
Fire Chief	1	0	1
Firefighter / EMT	20	0	20
Fire Prevention Officer	1	0	1
Office Administrator	1	0	1
Total	29	0	29

Fire Analysis and Recommendations

The Nantucket Fire Department faces unique challenges due to its island location; unlike most other fire departments, it cannot partner with other nearby municipalities for mutual aid. It is vital, then, for the Department to maintain the equipment and personnel necessary to respond to an emergency on the island at any time. This requires a significant investment in staff, training, and equipment, as well as continuous monitoring and performance review. These recommendations address staffing, structure, and process changes that will better-equip the Department to meet the island’s needs.

Staffing and Management Structure

Recommendation 82: Increase shift staffing targets to six firefighters and one captain per shift.

The Town of Nantucket Fire Department operates under a 24-hour shift schedule with four active shifts. However, unlike most other departments, they do not have access to mutual aid as a reliable means to augment fire suppression or EMS capacity during peak workload periods or major events. Further, the Department is unable to rely on regional firefighting task forces for specialty services such as HAZMAT (Hazardous Materials) response or confined space rescue. As a result, the Department must be prepared to meet all fire and EMS demands on the island.

The current staffing approach to meet this demand is to staff each of the Department’s four shifts with five firefighters/EMTs per shift and one Captain who serves as a company command officer. While data was not readily available regarding average daily shift staffing, interviews indicate that each shift is often staffed with four firefighters/paramedics per shift and one Captain, which is the minimum staffing level. Based on the Department’s deployment approach of assigning two firefighter/EMTs per piece of fire/EMS apparatus and three on the ambulance, this allows the Department to effectively respond to a maximum of two co-occurring calls without the use of call-back procedures for on-call positions or call out for full-time firefighters who are off-duty, which significantly increases response time.

From 2014 through 2017, the Fire Department averaged 5,548 fire and EMS calls per year which equates to approximately 0.63 calls for service per hour; each call averaged approximately 44 minutes to complete. This average call frequency and duration can usually be absorbed under the current staffing and

deployment structure; however, the Department experiences peak workload between the hours of 8:00 am - 6:00 pm each day. During that time, the average number of calls per hour increases to 0.98, or one call per hour. Though this average call volume can typically be managed with two fire/EMS apparatus, it is also important to note that there were many instances in 2017 where the Department fielded two or more calls per hour. In those instances, the Department finds it difficult to respond to an incident in a timely manner and must triage calls based on available information regarding the severity of the emergency.

The Department is able to absorb the average daily calls for service workload; however, it has little capacity to effectively absorb peaks in emergency call volume. The following figure summarizes average fire and EMS call volume by hour of the day in calendar year 2017.

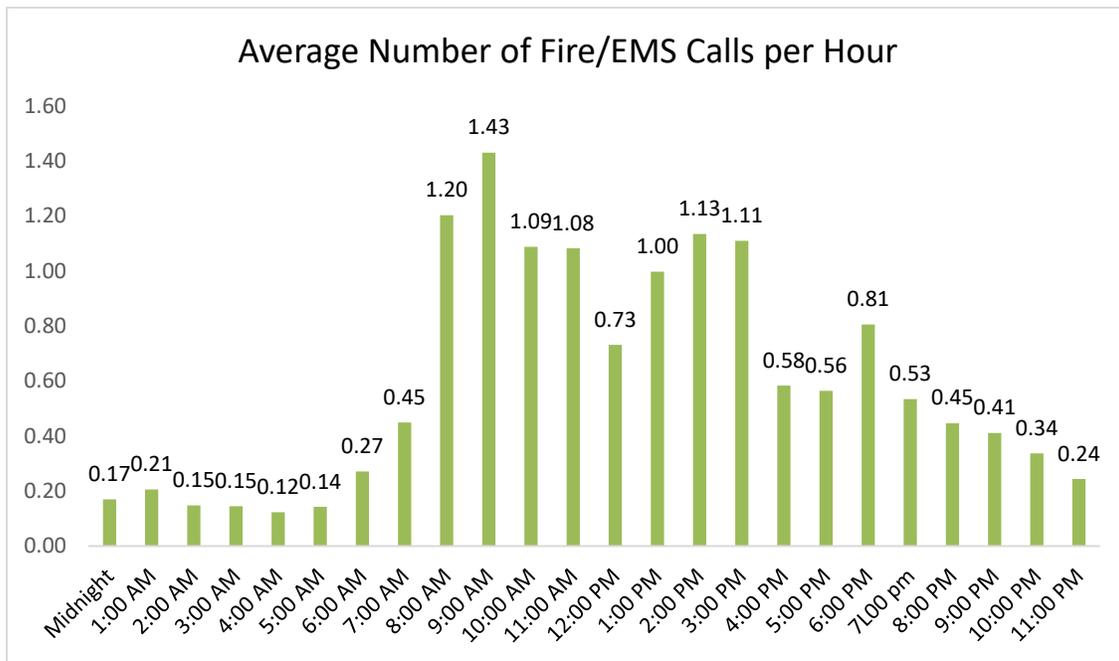


Figure 25: Average Number of Fire/EMS Calls per Hour

In addition to the workload considerations, it is also important to consider how the current staffing approach equips the Department to effectively deploy an effective force on scene. The Occupational Safety and Health Administration's (OSHA) "two in/two out" provision requires that at least two employees enter the Immediately Dangerous to Life or Health (IDLH) atmosphere and remain in visual or voice contact with each other at all times and that at least two employees be located outside the IDLH atmosphere; the current approach limits the Department's ability to deploy an effective firefighting force in a timely manner. The Department is able to consistently meet this standard under the minimum staffing target of four firefighters per shift in the summer and three fire personnel in the winter. However, it is not able to meet established standards regarding the deployment of an effective firefighting force.

The National Fire Protection Association (NFPA) Standard 1710 specifies the recommendations for effective and efficient organization and deployment of fire suppression operations, emergency medical operations, and special operations by career fire departments to protect the community and the occupational safety and health of fire department employees. NFPA 1710 indicates that seven firefighters is the "minimum necessary" to deploy an "effective" firefighting force and meet the basic deployment requirements and

goals of NFPA 1710. Under the current shift staffing goal and minimum staffing target, the Department is rarely able to meet this goal without using on-call personnel. Further, beyond this consideration, the constrained daily shift staffing provides limited opportunity for coordinated and dedicated training. In order to meet this standard, it is recommended that the Department seek to staff each shift with a target of six firefighters/paramedics and one captain per shift. There are two primary options to move toward this goal.

The first option available to meet this goal is to increase firefighter and paramedic staffing on each shift to accommodate this target, while also ensuring that employees are able to take leave. In order to calculate the minimum number of FTEs required to achieve a target of six firefighters plus one Captain per shift, it is necessary to first estimate the impact of annual leave on staffing levels. Average annual leave data was not available for this review. However, it is reasonable to estimate that 1.35 FTEs are necessary to ensure full-time coverage of one firefighter's shift and allow for the normal accrual and usage of employee leave. Therefore, in order to reach a target staffing level of six firefighters per shift, the Department should employ a target of 8 FTEs per shift (6×1.35). This translates to approximately 32 FTEs across the Department's four shifts. The Department currently employs 19 full-time firefighters. As a result, an additional 13 FTEs would be required to consistently staff six firefighters per shift. Each new Firefighter position can be expected to cost \$53,761 in annual base salary,⁵⁷ plus \$30,000 in insurance and benefits, for a total cost of \$83,761 for each new position. This equates to a total Year 1 expense of approximately \$1,088,893. This option offers the benefit of creating consistent capacity to deploy an effective seven-person firefighting force in a timely manner and allows the Department to consistently deploy a third piece of apparatus during peak workloads and during special events. However, it is also a costly option that results in significant excess labor capacity during non-peak hours.

The second option available is to increase shift staffing during peak workload periods through the use of an additional 10-hour power shift. As previously mentioned, the Department experiences a peak workload period between the hours of 8:00 am and 6:00 pm. The Department can implement a two-person power shift during this period that will serve to augment capacity during peak workload periods. To staff a 10-hour power shift seven days per week, five firefighters/paramedics would be required to staff two teams and allow for the use of leave. The 10-hour schedule would also allow for an overlap in coverage and provide flexible periods for power shift firefighters to use accrued leave. Using the same cost estimates summarized above, this will cost an estimated \$418,000 per year. This option is a more cost-effective option and still offers the Town the ability to more consistently staff during peak workload periods and deploy additional apparatus during special events. However, it does limit the Department's ability to deploy an effective firefighting force during major fire incidents that occur during non-peak hours. Ultimately, both options serve as a fundamental improvement over the current service delivery approach. As such, it is reasonable to pursue a phased implementation approach as funding and resources allow.

Recommendation 83: Create a Deputy Chief of Training and Administration position and reclassify the current Deputy Chief position into a Deputy Chief of Operations position.

There is currently one Deputy Chief position in the Department, responsible for overseeing the two fire prevention staff. The Fire Chief is responsible for overseeing fire suppression and EMS operations and, in doing so, supervises the Department's four Shift Captains. Each of the Shift Captains operate on a 24-hour shift schedule and serve as company officers and scene commanders in the event of a fire or large-scale EMS emergency.

⁵⁷ Hiring wage through December 31, 2018, per the Town's agreement with the International Association of Firefighters. In 2019, base wage rises to \$54,567 for the first year.

Under the current structure, the Fire Chief is tasked with providing strategic direction to the Department while directly overseeing daily operations management, training curriculum development, training scheduling, performance measurement, and data collection. As discussed in detail below, many of these areas require significant development within the Department. For example, there is a clear need to develop a proactive training program, to develop operational technical rescue teams, and to develop a proactive EMS quality control program. In addition, the recommended expansion of minimum staffing levels will require adjustment to the Department's response protocols. These tasks will require significant effort to complete and, under the current structure, there is insufficient capacity to complete these tasks.

To ensure the necessary management capacity, it is recommended that the Department implement a management structure that includes a Deputy responsible for Operations and a Deputy Chief responsible for Training and Administration. To implement this reorganization, the existing Deputy Chief should be reclassified as a Deputy Chief of Operations. This position will be tasked with direct supervisory responsibility for the Department's four Shift Captains, overseeing the development of an EMS Quality Control program and providing direct oversight for fire suppression and EMS services.

In addition, it is recommended that the Department create a Deputy Chief of Training and Administration position. The Deputy Chief of Training and Administration should be responsible for:

- Developing and overseeing the Department's training plan, managing training scheduling, and ensuring consistent quality training across each shift. This should include the development of a special operations team training plan that develops high angle, trench, and confined space skills sets on each operating shift.
- Collecting, analyzing and reporting key operations and administrative performance measures for the Department on a monthly basis to the Chief and Town management.
- Managing the fleet and apparatus maintenance and replacement process.

This position should work closely with the Deputy Chief of Operations and the Shift Captains on oversight and implementation.

The position of Deputy Fire Chief is listed in the latest available agreement between the Town and the Laborers International Union of North America. These positions are classified as S-E with a base salary of \$104,229. After accounting for employer costs and benefits, the estimated first-year cost of creating an additional Deputy Chief position is approximately \$142,000. However, this cost may vary depending on the Department's desired position qualifications, as well as the pool of applicants.

It is further recommended that fire prevention personnel who currently report to the Deputy Chief should report directly to the Fire Chief. This will ensure dedicated attention to this key area. However, it is also important to note that once a training program is fully implemented, there will be an opportunity to reorganize fire prevention personnel under the direction of the Deputy Chief of Training and Administration.

These recommendations result in a proposed Department structure that is separated into three units: Fire Prevention, Training and Administration and Operations. A suggested structure is depicted in the following figure; new positions are shaded in green.

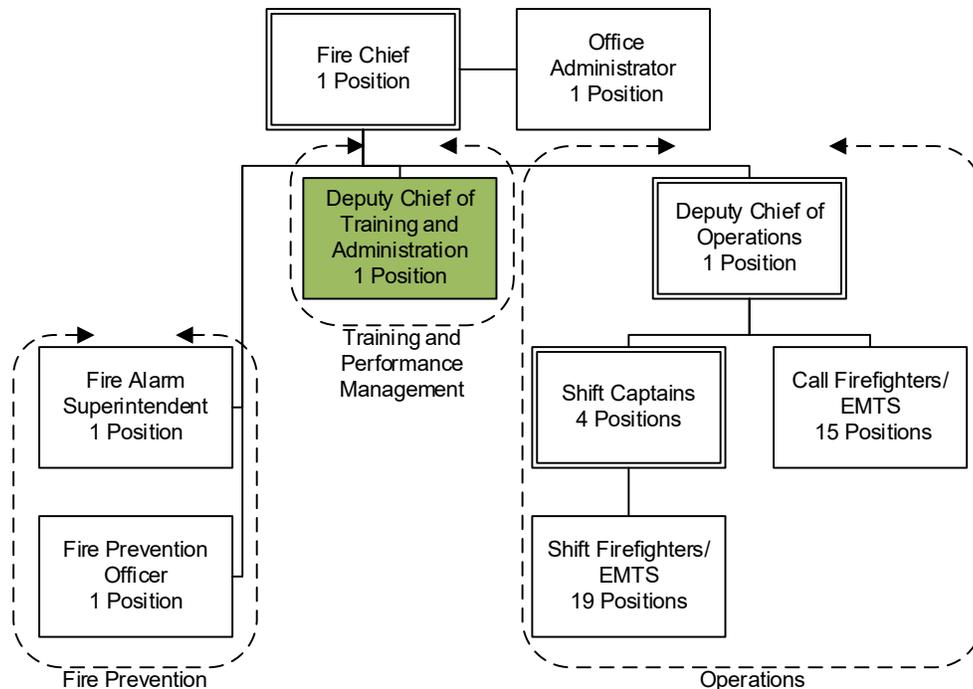


Figure 26: Recommended Fire Department Organizational Structure

Recommendation 84: Assign each Captain an area of operations or administrative specialization.

The Department’s four Shift Captains are each responsible for managing a five-person shift. They are responsible for providing one hour of fire or EMS training per shift and for the training and onboarding of any new personnel. They also assign staff to calls, manage scenes, and write incident reports. All four Captains have the same duties, and their roles are intended to function in the same way.

Because the Captains are generalists, none have particular responsibility or oversight over areas of Department operations; however, one Captain is currently responsible for vehicle maintenance. Thus, oversight of all Department-wide programming falls to the Chief. The Chief has finite capacity to oversee the details of the different program-wide fire suppression and EMS areas and, as summarized in other areas of this report, there is a need to expand programs in many key areas of the Department.

To aid in this process, the Department should assign each Captain an area of specialization and task them with assisting the Deputy Chief with data collection, quality control, and implementation of departmental policies and programs. Based on The Novak Consulting Group’s analysis of improvement areas in the Department, there are four oversight specializations that should be assigned to the Department’s Shift Captains. These include: 1) EMS response protocol, inventory management and quality control; 2) fleet, facility and apparatus maintenance; 3) training curriculum development and implementation, and; 4) fire suppression and special team operation and protocols.

By creating this capacity at the shift level, the Department will be better equipped to integrate the work and direction of the Chief and Deputy Chief into 24-hour operations. It will also provide a structure to create consistency in training and operations and create the necessary conditions to foster enhanced coordination across shifts. Not only will this structure ensure that these vital areas receive focused oversight and attention, but it will free additional capacity for the Chief to focus on the strategic direction of the Department. Lastly, this structure will provide a needed pathway for professional development and

succession planning in the Department and will enhance the administrative and communication skills sets of the Department's Captain positions.

Departmental Training

Training plays a vital role in Fire Departments to keep skills fresh, learn new techniques and best practices, and to build group cohesion. In order to maximize the success of training, it must be organized, comprehensive, and focused on areas that translate into effective fire and EMS skills. This helps ensure that every firefighter maintains their skills in all service areas, including EMS, fire prevention, fire suppression, rescue, fire safety, and the use, inspection, and maintenance of equipment and apparatus. These recommendations address creation of an annual training plan, training of on-call firefighters, and specialized training for technical response teams.

Recommendation 85: Develop an annual training plan and standardize training across shifts.

Currently, one hour per shift for Nantucket firefighters is intended to be set aside for training (although this may not happen on shifts with a high call volume). However, there is no training coordination across shifts. The content of training that does occur is determined by the Captain leading each shift. Furthermore, although external training is generally available on an as-requested basis, the requests are considered by the Chief ad hoc and do not relate to a larger plan on how training is administered. Furthermore, some necessary training requirements, such as requirements for hazardous materials training, are not being met. This is particularly important to address given that all firefighting capacity and expertise must be maintained on the island due to the lack of available mutual aid.

The Department should create an annual Training Plan that includes both internal and external training opportunities as well as estimates of the cost of training and associated equipment. Maintaining a Department-wide training schedule not only ensures that all of these areas are covered, but that firefighters across all shifts have the same base level of knowledge, allowing them to more effectively support each other.

The Plan should be developed by the Chief, Deputy Chief, and Captains in collaboration but should be maintained throughout the year by the designated Training Captain. A training plan not only ensures that there is standardization in training across shifts, but that training requirements are being met. It also helps the Department understand what needs exist beyond the minimum requirements.

In order to develop the Training Plan, Department leadership should first develop a list of all potential training sessions that could occur in the following year, divided into the following categories:

- Priority One: training required to keep first responders safe in the field
- Priority Two: training required to meet State and Federal mandates
- Priority Three: training required to meet Town or Department standards
- Priority Four: additional training that would benefit the Department and/or advance professional development

Priority One and Two training sessions should be considered the minimum level of training for the year, and they should be scheduled before time or resources are allocated to other training sessions.

For each potential training session, the group should first determine whether the training can be provided internally or whether it would require the services of an outside vendor. For internally-provided training, the group should develop an estimate of required training hours. Based on these estimates, an annual

schedule can be developed for monthly training sessions. The Training Captain should be responsible for overseeing the lesson plans for each training session to be conducted.

For each externally-provided training session, the group should develop an estimate of how many people would receive the training, the cost (including the cost of any associated equipment) and required training hours. These estimates should then be used to determine the resources needed for required training (Priorities One, Two, and Three) for the year, and the availability of funding for additional training beyond minimum requirements.

If there are resources available for Priority Four training in the year, the Chief should prioritize allocation of funds based on training that will advance the Department's goals, impact its performance metrics, and/or address perceived deficiencies. A portion of the funding should also be reserved for individual professional development training. Requests for professional development training should be reviewed by the Training Captain and approved by the Chief.

The plan should also include opportunities for joint training between the full-time and on-call staff. Regular joint training between full-time and paid on-call staff provides the best opportunity to create a cohesive working group. Because most paid on-call Firefighters have separate jobs outside of the Department, training sessions likely need to occur during evening hours or weekends. The Training Captain should proactively develop a plan to accomplish joint training during these periods.

Recommendation 86: Develop special teams for high angle, confined space, and trench rescue on each operations shift.

The Fire Department maintains a cadre of some specialty trained employees and necessary specialty equipment to respond to calls involving HAZMAT rescue (trench, confined space, collapse, and rope). However, each of these specialty areas requires a significant initial and on-going training commitment, and the Department has not implemented a recurring training program. As a result, there is little reliable capacity to meet these demands should an applicable emergency occur.

Within each specialty area there are differing levels of training and competency that are required of each team member. The most basic is awareness, and all fire service employees are typically trained to this level. Awareness training seeks to enable staff to recognize, isolate, and initiate an elevated response to special hazard incidents. In order to actually respond and perform intervention activities, responders must be trained to the operations or technician level. Initial training on a specialty may require a minimum of 40 hours to attain each level, and skill maintenance requires an on-going commitment of several hours annually, depending on the specialty. In addition, to maintain skill level, training must involve practical skill exercise in simulated incidents.

These incidents are considered low frequency, high risk operations, and it is important that a well-trained and appropriately staffed response is delivered to ensure a safe and positive outcome. Given the high level of commitment required, it is difficult for small to medium-sized agencies to provide this level of service independently. Due to the added strain that maintaining these teams places on an individual department, a common approach to providing these services is to develop a partnership with neighboring communities to jointly staff a response. However, this is not possible in Nantucket. As an island community, mutual aid is non-existent. As a result, it is important for the Department to develop and maintain technical rescue skills sets on each operating shift.

The Department should designate at least one full-time firefighter on each shift as part of the Hazardous Materials Team, the Trench team, the Confined Space Team, the Collapse Team, and the High-Angle Rescue Team. A firefighter can serve on more than one team, but the specializations should be distributed among the different firefighters on the shift. After assigning staff to these teams, the Department should assess what training is necessary to train these firefighters in these specialty areas and develop a plan to fund this training as well as to backfill their positions when they are participating in training. A training course for a technical specialization can range from \$500-\$3,000 per firefighter, plus travel and accommodation, so the Department likely must work with Town Administration to determine a funding plan. The Department should also incorporate ongoing special teams training into its annual training plan.

The Department should also inventory its current equipment and assess what additional equipment is necessary for the special teams to function effectively. The cost of purchasing this additional equipment may also require a supplemental budget request. The Department should work with Town Administration and Finance on options for procurement and funding.

Recommendation 87: Adopt scheduling requirements and a training policy for on-call firefighters.

The Department's Standard Operating Procedures (SOPs) regarding on-call firefighters dictate that they attend all posted drills, except in the event of a family emergency or unforeseen circumstances, and that they begin in the Reserve Unit until they meet basic training requirements. The SOPs do not state any requirements about how often the on-call firefighters should serve, nor do they define training requirements or opportunities. As a result, there are many reported instances where on-call firefighters do not respond to fire or EMS events.

Additionally, coordinated training between full time and on-call personnel is uncommon. Training is an opportunity for firefighters to engage and build team effectiveness. If the on-call staff does not train with full-time staff, it limits the Department's ability to create cohesive response teams. As much of the training as feasible, therefore, should be joint training with the full-time firefighters. Some group training should be purposefully scheduled at night or on weekends to allow on-call firefighters with full-time jobs to participate.

To address this issue, it is recommended that the Department develop and apply a formal training plan and fixed schedule requirements for on-call staff. This training should also be included in the annual training plan detailed previously. The purpose of the training is not only to ensure that the on-call firefighters are effectively trained to assist in an emergency, but also to aid in group cohesion between on-call and full-time staff.

Furthermore, the Department should create a fixed, or partially fixed, schedule for on-call firefighters whereby individual on-call firefighters are assigned to a specific shift team and all, or a portion, of their required on-shift staffing hours are scheduled with that team in advance. This helps ensure participation in joint on-call and full-time firefighter training sessions and provides the maximum utility toward ensuring shift team and company cohesiveness in the event of a major fire event.

Emergency Medical Services Quality Control

EMS quality control programs provide an important source of data-driven feedback regarding the impact of the Department's performance on patients. The goal of establishing a quality control program is to critically assess EMS practices in light of their effect on each patient's comfort and long-term recovery. Without a proper quality control system in place, the Department may engage in practices which are inefficient, impractical, ineffective, or potentially detrimental to the patient's recovery from the emergency

situation. It is impossible to determine how effective EMS staff are and which practices may be detrimental to patients unless a structure exists to qualitatively and quantitatively evaluate staff performance and patient outcomes.

Recommendation 88: Establish a quality control program for Emergency Medical Services.

Establishing a proactive and structured training program will help ensure that all firefighters have a baseline level of recurring training across each fire suppression and procedural discipline. Another important aspect of an effective training plan includes the regular review and assessment of emergency calls for service as a means to develop a targeted training plan designed to address deficiencies, especially in the area of Emergency Medical Services which comprise 49% of the Department's calls for service workload. Currently there are no quality control standards for EMS response in the Town of Nantucket.

According to a 2014 best practices article published by The National Emergency Services Institute, effective models for EMS quality control and improvement are based on three central questions:⁵⁸

- What are we trying to accomplish?
- How will we know that change is an improvement?
- What changes can we make that will result in that improvement?

The first step in creating a quality control and improvement system is to clearly identify the goal of a proposed improvement. For EMS services, this goal could be faster response times, measurably decreasing patient suffering, improving cervical immobilization, or another aspect of EMS service delivery.

After the goal has been identified, it is important to create specific qualitative and quantitative measures that will help identify whether any change in services, processes, or procedures is effective. For example, if the Department seeks to achieve a measurable reduction in patient pain, it is important to evaluate the patient's pain level before an intervention occurs, record the type of intervention given to relieve pain, and to evaluate the patient's pain level after the intervention has occurred. Evaluating a representative sample of this data over time will provide an indication of whether patient pain is increasing or decreasing on average.

The third step is to identify changes that can be made in order to improve services. Using the example above, it may be necessary to alter medication dosages, the types of medication administered, or to change other practices associated with pain management (cold compresses, elevation, educational initiatives, etc.) in order to more effectively manage patient pain and improve patient outcomes.

Once potential interventions have been identified, they should be evaluated through the use of Plan, Do, Study, Act (PDSA) testing. This testing methodology is designed to quickly evaluate the effectiveness of proposed changes on a small scale prior to adopting them organization-wide. The Plan stage involves describing the goal and the measures used to track it, and then creating a hypothesis about the outcome of the change. In the Do stage, the organization carries out the plan on a defined subset of cases. For example, the organization may change cold compress procedures for 100 cases while recording relevant data about each case and pain levels experienced by the patient. This information is analyzed during the Study phase, where predicted results are compared to actual results and to results achieved using current procedures. During the Act phase, the organization determines whether to adopt the change system-wide,

⁵⁸ "Implementing Patient-Centered Quality Management." The National Emergency Services Institute.
<http://www.naemt.org/Files/Implementing%20Patient-Centered%20Quality%20Management.pdf>

adapt the change and attempt another PDSA process to evaluate effectiveness, or to abandon the change as unsuccessful.

The purpose of PDSA testing is to evaluate proposed service changes prior to adopting them on a large scale in order to prevent creating a change that negatively impacts patients. Changes in clinical practices should be supported by scientific literature prior to testing, and any proposed change that does not result in improved services and patient outcomes should be discarded or amended prior to full-scale adoption.

As with any performance management system, it is important to specifically design performance measures and indicators for the EMS quality control program. The International Association of Fire Fighters (IAFF) recommends that EMS system performance measures be:⁵⁹

- Structure, process, and outcome oriented.
- Able to measure quality and effectiveness of various system components.
- Practical and relevant.
- Based on scientific evidence when possible.
- Subject to ongoing review.
- Designed for ease in data collection.
- Adjustable for system demographics.
- Continuously evaluated for relevance.
- Accompanied by explicit instructions for consistency in use and interpretation.
- Reproducible, precisely defined, and specific to ensure uniform application.

These attributes describe measures that are highly specific, easily measurable, and lend themselves towards rapid quantification.

The successful implementation of an EMS quality control program requires dedicated leadership focused on creating a strong patient focus in the organization, clearly defining the mission and expectations of EMS staff, and remaining committed to ongoing quality improvement goals.⁶⁰

Fire Prevention

The role of fire prevention staff is not only to limit the risk of fires but also to prepare firefighters to respond to incidents as effectively as possible. When firefighters respond to a scene it is helpful for them to know vital details like how to access the property, any hazards on the property, how to shut off the gas line, and more. Currently, however, this pre-incident planning is limited, because the fire prevention staff lack capacity. These recommendations address how vital comprehensive pre-incident planning is to Department operations, as well as how the Department can build capacity for staff to complete these plans.

Recommendation 89: Develop pre-plans, starting with the major events and the highest-risk properties.

In the fire service, a pre-incident planning (pre-plan) process is the practice of performing a building reconnaissance for high risk structures so that firefighters can be prepared for emergency incidents that might occur in a structure. The pre-plan usually includes a physical drawing and description of key structural

⁵⁹ Emergency Medical Systems: A Guidebook for Fire-Based Systems, 4th Edition. International Association of Fire Fighters. <https://www.iaff.org/tech/PDF/EMSGuideBk.pdf>

⁶⁰ "A Leadership Guide to Quality Improvement for Emergency Medical Services Systems." National Highway Transportation Safety Administration. <http://www.nhtsa.gov/people/injury/ems/Leaderguide/#qib>

features such as address, floor and roof assembly construction, live and dead loads, as well as obvious signs of deterioration or structural weakening.

The NFPA recommends that pre-plans clearly and concisely state the necessary details to help first responders understand how to access a priority, what they are likely to encounter and what risks may be involved. Suggested data points to collect include:⁶¹

- Size
- Construction type
- Utility systems
- A contact person for the property
- Location of transformers and electric utility rooms
- Water and gas shutoffs
- Any available emergency power
- Location of compressed gasses, boilers and steam lines, and fuels
- Access points and obstacles
- Location of key/lock box
- Security features, including animals
- Other structures or people who could be exposed in an incident
- Any potential environmental contaminants
- GPS coordinates
- Occupancy and hours of operation
- On-site emergency response capabilities and emergency plans
- Means of egress
- Water supply systems
- Location of vents
- Any hazardous materials on-site

For large events, like the Fourth of July celebration, NFPA recommends planning for a number of contingencies, including:

- How to evacuate
- Different possible weather scenarios
- Managing routine or mass casualties
- Crowd management

Currently, the Department's pre-planning efforts are limited due to the availability of the Department's two fire prevention personnel and the reportedly high level of occupancy inspection and building plan review workload absorbed by those personnel. Some pre-plans have been created, but they are paper-based and therefore not able to be practically accessed by first responders at the scene. Therefore, at the site of any emergency, first responders must spend valuable time getting acclimated to the conditions and layout of the structure before engaging in fire suppression activities.

⁶¹ "Standard for Pre-Incident Planning." National Fire Prevention Association. <https://www.nfpa.org/codes-and-standards/all-codes-and-standards/list-of-codes-and-standards/detail?code=1620>

The Department should prioritize the development of pre-plans, starting with the highest-hazard properties and major events, like the annual Fourth of July celebration. The Department should create simple plans first, gathering data about access points and any notable hazards, and then over time build on these plans until they are comprehensive. Once they are complete, all plans should be reviewed and updated regularly, at least every two years. It is vital that the plan be as clear and concise as possible, since it is intended to quickly inform the actions of first responders in the field.

As previously discussed, the Department's fire prevention staff lacks labor capacity for extensive pre-planning. As a result, it will be important to leverage personnel throughout the Department via a company-wide fire prevention program to effectively create pre-plans for the Town. This will be the responsibility of the Fire Protection Officer and Deputy Chief of Operations to develop and jointly manage.

Recommendation 90: Develop a company-based fire prevention program.

The Department has a Fire Prevention Officer, as well as a Fire Alarm Superintendent who also assists with fire prevention. They complete inspections and plan reviews of commercial and large residential spaces to ensure proper placement of alarms, hoods, and sprinklers as well as to ensure that emergency vehicles have access to the property. Additionally, all bars, restaurants, nightclubs, hotels, motels, inns, and lodges are inspected annually before they can receive a certificate of occupancy.

Though workload data was not readily available for the fire prevention program area, there appears to be staffing constraints. For example, the State mandates that inns be inspected quarterly.⁶² However, staff reportedly do not have the capacity to meet this requirement and are only able to inspect inns annually. Additionally, as previously discussed, the Department is conducting only limited pre-planning, leaving the Department less prepared for future incidents. This workload constraint can be mitigated by developing a company-based inspection program.

A company-based inspection program allows front-line fire companies to integrate occupancy inspection workload into their daily duty schedule. Front-line firefighters are tasked with completing a portion of the *follow-up* inspections for the annual occupancy inspection program. For example, prevention personnel complete all initial inspections, and fire companies are responsible for pre-inspections and are tasked with determining whether the items identified for remediation in the initial inspection were addressed within the allotted time. Fire prevention personnel conduct all initial inspections while also managing high risk occupancies, such as nursing homes.

While the two fire prevention staff should continue to conduct inspections on complex or high-risk properties, the Department should train all firefighters to conduct follow-up punch list inspections on properties. This training should be incorporated into the company-wide Training Plan. Firefighters should be trained to conduct a full inspection, which they could do on their shifts during any down-time between calls, and to conduct a brief inspection when they are on-site for a call. They should also be given clear direction on what to do when they spot a potential issue on a call, including what to tell the property owner and what to escalate to fire prevention staff.

Shifting some of the inspections to firefighters will help ensure that mandates are being met, while also freeing the fire prevention staff's time to focus on the most complex inspections and to develop pre-plans.

⁶² "Said marshal of such head of a fire department shall also make an inspection every three months of the premises specified in innholder's licenses issued under chapter one hundred and forty." MA General Law Part I, Title XX, Ch. 148, Sec. 4

It will also offer the added benefit of creating an intentional and recurring process that helps familiarize firefighters with high risk structures on the island.

Recommendation 91: Install mobile data units on fire and EMS apparatus.

Currently, the primary means of communication while on a fire or incident scene is through dispatchers. Fire and EMS apparatus are not equipped with Mobile Data Terminals (MDT) and, as a result, firefighters do not have ready visual access to information regarding the incident, location, hazards in the area, or existing occupancy pre-plans. Further, it limits the ability of scene commanders and firefighters to track and record critical information regarding an event in real time and, as a result, limits the utility of each event as a future training tool and quality control data source.

To address this issue, the Department should install MDTs in each fire and EMS vehicle. These units should be connected to a Department-wide database of pre-plans in the Phoenix records management system. The Deputy Chief of Operations should be assigned the task of developing standard protocols for MDT use and data collection and should work with each Shift Captain to establish consistency across each shift.

The units could be laptops or tablets but must be rugged and content on the screen must be visible even in bright light. The cost of hardware will vary depending on the model chosen, but the Department can expect to budget between \$2,000 and \$5,000 per device. There will also be ongoing costs for the mobile data. The selection and procurement of the devices should be conducted in conjunction with Information Technology staff.

Fleet Management

The Fire Department must maintain access to an extensive inventory of Fire and EMS apparatus and specialty equipment, and it is important that the equipment is in working order when emergencies arise. There is a clear need for the Fire Department to develop a more proactive approach to preventative apparatus maintenance. The recommendations below are intended to support that need.

Recommendation 92: Implement a centrally-managed, utilization-based preventive maintenance scheduling process.

The Department's equipment includes three first-due engines, two tankers, four ambulances, a rescue truck and assorted supporting equipment and trailers for firefighting and EMS services. Currently, one Shift Captain is responsible for coordinating maintenance for all fire apparatus. As a Departmental practice, firefighters perform oil changes and basic equipment inspections and maintenance every six months. Major repairs and pump testing are contracted out to an off-island vendor. The Department maintains an SOP that places the responsibility for apparatus maintenance and inspection on each shift driver; inspections happen at the beginning of every shift and maintenance is "addressed as soon as the problem is discovered."

However, the Department's primary approach to preventive maintenance is to schedule oil changes every six months. This is insufficient as a mechanism to maintain the useful life of each piece of apparatus. There is a clear need to develop a more proactive approach to preventive fleet maintenance.

Three primary approaches to vehicle/equipment maintenance exist. All three are important.

1. **Reactive Maintenance** is the process of addressing maintenance issues in response to vehicle/equipment breakdown.

2. **Preventive Maintenance** is a systematic method of planned, proactive vehicle inspection along with servicing and repairs performed at specific intervals, according to manufacturer-specified timelines. The focus of a preventive maintenance program is to prevent system failures and prolong the useful life of a vehicle/equipment. It requires systematic inspection, detection, and correction of failures either before they occur or before they develop into major defects.
3. **Predictive Maintenance** is similar to preventive maintenance but instead of completing maintenance activities on a set schedule, they are completed in response to regular condition assessments of the vehicle/equipment. This process requires systematic inspection, detection, and correction of failures before they occur.

Each approach is necessary, but there are advantages and disadvantages associated with each, as summarized in the following table.

Table 56: Summary of Apparatus/Equipment Maintenance Approach Advantages and Disadvantages⁶³

Maintenance Approach	Advantages	Disadvantages
Reactive Maintenance	<ul style="list-style-type: none"> • Requires fewer staff 	<ul style="list-style-type: none"> • Increased cost due to unplanned downtime of equipment • Increased labor cost if overtime is needed • Cost of repair is high • Inefficient use of staff resources
Preventive Maintenance	<ul style="list-style-type: none"> • Cost-effective • Flexibility allows for periodic schedule adjustment • Increased life-cycle • Reduced equipment or process failure • Average of 12 to 18% cost savings over reactive maintenance 	<ul style="list-style-type: none"> • Catastrophic failures are still likely to occur • Labor intensive • Includes performance of unneeded maintenance • Potential for incidental damage when completing unneeded maintenance
Predictive Maintenance	<ul style="list-style-type: none"> • Increased life cycle and availability • Allows for preemptive corrections • Decrease in equipment and process downtime • Better product quality • Estimated 8 to 12% savings over preventive maintenance program 	<ul style="list-style-type: none"> • Increased investment in diagnostic equipment • Increased investment in staff training

⁶³ United States Department of Energy. Operations & Maintenance Best Practices: A Guide to Achieving Operational Efficiency, August 2010

Many Departments primarily rely on reactive maintenance, but this has a cost. It can result in increased downtime causing unproductive delays in operations and, often, reactive repairs are more expensive. In addition, reliance on reactive repairs will typically decrease the useful life of apparatus. Effective preventive and predictive maintenance, however, prolongs the useful life of apparatus and delays the wear out period where failure rate and vehicle/equipment down time increases dramatically.

Each maintenance approach is necessary, but the goal is to emphasize preventive and predictive maintenance. A predictive maintenance approach is one that relies heavily on operators to conduct regular mechanical inspections and so requires a time commitment from shift staff. Though a predictive maintenance approach offers the greatest opportunity to prolong asset life, a hybrid approach, with an emphasis on preventive maintenance is most appropriate for the Nantucket Fire Department.

There are two approaches to preventive maintenance scheduling – schedule-based and utilization-based. The Department currently utilizes a schedule-based system whereby a Shift Captain schedules oil changes for apparatus every six months and other maintenance is completed as issues become evident. This approach is typically used in operations that do not have access to robust fleet management work order systems and, more specifically, fuel systems that are capable of efficiently monitoring unit utilization. It converts manufacturer's maintenance recommendations into scheduled intervals that allow apparatus maintenance to be scheduled. This has the benefit of making sure that preventive maintenance does occur while limiting maintenance bottlenecks and the impact on operations. However, the most significant factor impacting vehicle condition and the need for maintenance is utilization. Units can be utilized with varying degrees of intensity depending on season and the fluctuations of departmental workload. This necessitates more frequent maintenance during the summer which may not comport with evenly-spaced maintenance intervals of a schedule-based system.

By contrast, a utilization-based preventive maintenance approach is based on actual vehicle/equipment utilization (e.g., miles, operating hours, and/or age), as derived from readings collected through the fueling system and integrated with the fleet management/work order system. This allows the preventive maintenance scheduling process to be managed centrally by the assigned Captain and Deputy Chief of Training and Administration and limits the frequency and duration of time units are operating beyond manufacturer recommended maintenance intervals.

Though a utilization-based approach can create uneven maintenance schedules, it provides the greatest opportunity to maximize the life of the Fire and EMS units. This approach should be considered as it can accommodate daily operating constraints and be implemented in an operation the size of the Nantucket Fire Department with tools as simple and flexible and Microsoft Excel. However, the Public Works Department is also currently in the process of procuring fleet management software; the Department should coordinate with Public Works on the ability of their software to also assist in Fire equipment management. It is recommended that that Deputy Chief of Training and Administration coordinate with the assigned Captain and the Deputy Chief of Operations to develop an effective utilization-based preventative maintenance program for the Department.

Culture and Tourism Department

The mission of the Culture and Tourism Department is to “support the development of Nantucket as a thriving community in which tourism and culture are significant contributors and catalysts to the year-round economy.” Previously, the Department was known as Visitor Services and was responsible for supporting the island’s tourism activities. In FY2017, the Department expanded its scope to include the promotion and development of the Town’s cultural resources. Currently, the Department is divided into two functional areas: Culture and Tourism.

The Department’s cultural initiatives include programming focused on the Nantucket Cultural District and developing the Cultural Legacy Program, which recognizes milestone anniversaries of local nonprofits. Staff is also responsible for providing visitors and residents with information regarding Nantucket’s attractions and points of interest. This is accomplished through its tourism services, which include a year-round Visitor Center, three seasonal kiosks providing visitor information, and family-friendly programming at the Town’s Children’s Beach during the summer season.

The Department works closely with the local retail, lodging, and dining establishments to promote the Town’s tourism-based economy. Staff produces the Travel and Lodging (T&L) Brochure, which is a free guide to licensed hotels, inns and bed and breakfasts on the Island. In addition, staff develops programming, collateral material, and educational resources to ensure the public is aware of the island’s vast cultural, historic, and natural resources.

The Department plays a key role in producing and overseeing the Town’s annual Independence Day celebration including the fireworks, and Main Street and Children’s Beach activities. Staff also collaborates with other local organizations throughout the year to help coordinate other annual events such as the Halloween and Memorial Day parades and the Christmas Eve Tour of Lights.

The structure of the department is illustrated in the following organizational chart.



Figure 27: Culture and Tourism Organizational Structure, 2018

The Department is led by the Director of Culture and Tourism, who is responsible for overseeing all Department activities as well as managing and implementing all cultural activities and programming. The Director works to bring together businesses and nonprofits by helping to coordinate the Nantucket Cultural District, an initiative to increase cultural programming in Nantucket’s historic downtown. The District’s day-

to-day operations are managed by the Nantucket Arts Council. The Director provides input on parking coordination, manages the Department’s special projects as assigned by Town Administration, and supervises the Visitor Services Coordinator.

The Visitor Services Coordinator manages the year-round Visitor Center as well as the three seasonal kiosks, and the programming at the Children’s Beach. The Coordinator supervises the Seasonal Informational Aides who provide visitor information services during the tourist season and coordinates the Department’s volunteers who assist with the annual Independence Day event and the Volunteer Ambassador Program.⁶⁴ The Coordinator also manages the Department’s social media accounts, coordinates vendors, and is responsible for the Department’s finances and procurement.

Seasonal Information Aides are responsible for greeting customers, answering questions, and distributing promotional materials at the Visitor Center and kiosks throughout the island. Information aides are also assigned to the Children’s Beach and are responsible for coordinating programming activities throughout the summer. The Information Aides schedule outside vendors for programming and workshops such as yoga and soccer, while the Town sponsors activities such as tie-dye clinics, badminton, volleyball, kite making, karaoke, “Friday Night Flicks” and the Summer Breeze Concert Series. The Information Aides are responsible for developing the schedule, coordinating the instructors, and promoting the activities.

Core Services

Each of the divisions of the Department performs a variety of services and tasks that constitute core department services. Those functions are summarized in the table below.

Table 57: Culture and Tourism Core Services

Culture and Tourism Division/Function	Program Area	Core Services
Culture	Cultural Legacy Program	<ul style="list-style-type: none"> Recognize anniversaries of local nonprofits through programming and events
	Nantucket Cultural District	<ul style="list-style-type: none"> Coordinate development of a Cultural District in the historic downtown Work with the Nantucket Art Council, local businesses, and other organizations to develop and promote cultural resources in the District
Tourism	Visitor Services	<ul style="list-style-type: none"> Staff the Visitor Center year-round Staff three satellite information booths during the summer Provide information about the island and about lodging, shopping, restaurants, recreation, and attractions Manage the Department’s website and social media Manage the Volunteer Ambassadors program, where volunteers make themselves available in heavily-trafficked tourist areas to provide information and answer questions

⁶⁴ According to staff, the Department is considering phasing out the Ambassador Program to focus on Seasonal Information Aides.

Culture and Tourism Division/Function	Program Area	Core Services
	Independence Celebration	<ul style="list-style-type: none"> Plan and host the Town's annual Fourth of July celebration Produce the Town's annual Fourth of July fireworks display Coordinate Main Street and Children's Beach activities Coordinate programming and vendors for the celebration
	Children's Beach Programming	<ul style="list-style-type: none"> Coordinate vendors providing family-friendly programming at the Town's Children's Beach Schedule and promote Children's Beach programming

Budget

The Culture and Tourism Department is supported by the General Fund which receives a portion of the Room Occupancy Tax. The following table provides an overview of total Department operating expenses from FY2014 through the FY2018 budget.

Table 58: Culture and Tourism Expenses - General Fund, FY2014 through FY2018

Expense Category	FY2014 Actual	FY2015 Actual	FY2016 Actual	FY2017 Actual	FY2018 Actual	Percent Change FY2014 to FY2018
Personnel	\$248,870	\$252,714	\$308,969	\$288,158	\$273,729	10%
Operating	\$62,758	\$79,979	\$126,367	\$131,708	\$162,857	160%
Total	\$311,628	\$332,693	\$435,336	\$419,866	\$436,586	40%

The Department's operating expenses have increased 160% from FY2014 to FY2018, which can be attributed to the Town's Independence Day special event expenses. The cost of the Town's fireworks is the largest single driver for this increase. Previously, the funding for fireworks was included in the Public Works Department budget. In FY2016, the event and all associated expenses (\$44,000) were moved to Culture and Tourism. Other operating increases are attributed to ongoing annual events such as the Halloween and Memorial Day parades and the Christmas Eve Tour of Lights.

Additionally, the Department has increased its expenditures for outreach. Advertising and printing expenditures increased by more than \$30,000 between FY2017 and FY2018, which coincides with the Department's expanded cultural promotion focus and the updating and printing of new Travel and Lodging guides.

Staffing

The following is a list of authorized positions within the Culture and Tourism Department for FY2019 based on data provided from the Town's MUNIS system.

Table 59: Culture and Tourism Department Authorized Staffing, FY2019

Culture and Tourism	Authorized Full-Time Positions	Authorized Part-Time Positions	Total Authorized Positions
Culture and Tourism Director	1	0	1
Administrator	1	0	1
Seasonal Aides	0	13	13
Total	2	13	15

It should also be noted that some position titles provided by Culture and Tourism do not align with those provided from the Town’s MUNIS system.

Culture and Tourism Analysis and Recommendations

Over the past years, the Town has been fortunate to be staffed with Seasonal Information Aides who have opted to return each season to continue working with visitors. However, conditions in the Department are changing, and long serving employees have indicated that they may not be returning. Additionally, the scope of the Department has expanded to include cultural resources, and the needs of the visitors it serves are evolving. More and more, visitors prefer to receive their information online versus stopping at a Visitor Center or requesting a paper copy of a travel guide. Establishing a workplan will help the Department clarify its goals and workforce needs to plan for these changing conditions.

At the time of this report, staffing levels within the Department are sufficient to meet current workload demands. However, the Department should continue to track visitor interaction by location to determine if staffing is being allocated appropriately at each satellite location. For the Department to make well-informed staffing decisions, it is imperative that data and metrics be available and be used during discussions. The following sections discuss the importance of establishing and tracking performance metrics to better evaluate current services and encourage staff to analyze online visitor interactions in greater detail. For example, after evaluating the data, it may be determined that a different kiosk staffing arrangement is warranted, or that additional information aides should be utilized to focus on online tourism services and promoting events and activities on the island through social media platforms.

The recommendations for Culture and Tourism are intended to help the Department manage this time of transition by retaining institutional knowledge, documenting the Department’s service levels and workload, and proactively planning for the future.

Staffing

Culture and Tourism has not faced the same recruitment and retention challenges experienced by other Town departments due to the popularity and seasonal nature of its positions. However, many of the Department’s tenured employees have indicated that they may not be returning, which means the Department may have to fill a number of vacancies and risks losing significant institutional knowledge.

Recommendation 93: Develop a robust recruitment plan for attracting seasonal employees.

The Department has the unique opportunity to start planning proactively for its future staffing needs. Recognizing that there may be vacancies in the near future, this is an ideal time to begin thinking long-term about staffing and develop a plan on how best to recruit and attract individuals for the Seasonal Information Aide positions.

The Department should develop a recruitment plan for attracting and hiring seasonal employees. A well-developed recruitment plan maps out the strategy for attracting and hiring the best qualified candidates.

The plan should be developed well in advance of the summer season, as prospective employees may start searching for seasonal summer staff in January. A recruitment plan should include the following:

1. Identify the Department's needs
2. Marketing plan for the position
3. Strategy for recruiting candidates
4. Selection process

The plan should identify the Department's future staffing needs, based on the number of staff who have indicated an interest in returning next season. Ideally, the plan should not just look at the needs for the upcoming season but look at future seasonal staffing needs as well.

A component of this activity is identifying the ideal Seasonal Information Aide. This involves identifying skills, traits, and experience for the position. For example, the ideal seasonal employee may be an individual who enjoys working with the public; has knowledge of, or is willing to learn about the island, its culture and history; effectively communicates with the public; and can remain calm and courteous during stressful situations. The Department may also want to set goals in the plan such as diversifying its seasonal employees in terms of age, race, gender, or other characteristics.

The Department is competing against many other local employers when recruiting for seasonal staff and cannot compete based on the salary alone. However, other benefits can be used during the marketing of these positions to recruit and attract potential hires. Therefore, the Department should develop a strategy for marketing its seasonal positions that is unique to these positions, to help distinguish them from other opportunities on the island.

The exceptional work environment as well as the unique opportunities and benefits employees at the Visitor Center are provided should be highlighted in the marketing strategy. A Seasonal Information Aide position allows an individual to take advantage of everything the island has to offer. For example, Seasonal Information Aides visit local museums and participate in local tours as a component of their training. These tours provide staff with educational and learning opportunities, which result in staff providing better information to the public. While the Department may not be able to compete just on salary, few seasonal jobs in Nantucket can provide employees with as much valuable information and access to events, tours, amenities, and discounts.

The Department may also want to ask current seasonal staff to provide input into the marketing strategy. Asking longtime staff members what makes the Visitor Center a great place to work, and what keeps them coming back each season, will help the Department better promote the role. The unique elements of the job should be highlighted in job postings, along with other aspects of the position such as flexible work schedules, the ability to work outside, great co-workers, and the opportunity to talk with visitors from all over the world.

Another component of the recruitment plan is identifying where to recruit for seasonal employees. This may include the local paper, Town website, senior center, high school, e-newsletter, Visitor Center, on social media, or at local business establishments. The Department will need to identify which channels are the most successful for reaching seasonal job seekers and invest funds accordingly. For example, if one goal for the Department is to increase the diversity of seasonal staff by hiring younger workers, job postings could be promoted on social media and on job boards at local colleges and island high schools.

Once the Department has a pool of applicants, the next step in the process is candidate selection. This involves screening applications, developing an interview and selection process with the Director and Visitor Services Coordinator, and checking references and ultimately hiring seasonal information aides. Whatever interview process is developed, the same process should be followed for all candidates. In addition, staff should work closely with the Human Resources Department in developing a robust recruitment plan, identifying ideal candidates, promoting the positions, and during the selection process.

Recommendation 94: Develop a mentorship program to facilitate transfer of knowledge.

In order for new employees to succeed in the workplace, it is essential that they be provided adequate onboarding and training. Recognizing the importance of providing new employee training, the Department should utilize its tenured employees and establish a mentorship program. Mentorship programs demonstrate to employees that the Department is willing to invest the time and resources necessary to help employees succeed. In return, employees are more productive and better equipped to successfully engage in their job duties.

As the Department implements a mentorship program, the Visitor Services Coordinator should assign each new Seasonal Information Aide an experienced employee as a mentor. The mentor should be responsible for helping train the new employee. This mentorship relationship should go beyond just the formal training program, with the mentor serving as an ongoing resource, answering the new employees' questions, and ensuring they have the support needed to successfully complete their job duties.

Furthermore, tenured employees of the Department have accrued a great deal of knowledge. Imparting that information onto new employees helps preserve institutional knowledge within the organization. It is important for the mentorship connection to be viewed as a two-way relationship. While the mentors may have insight into the Department and its operations, the mentees may have useful skills or new innovative ideas to share with the Department.

The Department should ensure that the mentors are provided adequate training at the start of the program and benchmarks should be established to measure the success. The program should be evaluated annually to review performance and to make any necessary changes to make it beneficial for employees.

Performance Management

As mentioned earlier in this report, one of the recommendations for all Town departments is to create a workplan. This is an especially important step in Culture and Tourism due to the changing scope of the Department, upcoming retirements, and how visitors are choosing to receive their information. A workplan will help the Department understand how to allocate resources and anticipate future needs.

In developing the workplan, the Department has an opportunity to identify performance measures which will help them track the progress towards meeting its goals. Tracking additional metrics beyond what the Department already records will also help the Department more fully understand the current workload and make well-informed decisions regarding staffing and resource allocation.

Recommendation 95: Establish and track metrics to evaluate current services and track progress on meeting the Department’s goals.

For the past 20 years, the Department has been tracking visitor interaction data. Visitor interactions include visits to the Visitor Center or one of its kiosks, phone calls, mailings of the T&L Brochure, downloads of the T&L Brochure, and lodging placements. These metrics begin to establish the Department’s workload and level of interaction with the public.

In 2017, the Department changed how it tracked interactions with visitors. Previously, anyone coming into the Visitor Center or approaching a kiosk was counted as a visitor interaction. Now, only the individual who directly interacts with staff is counted. For example, if the individual is part of a group only the individual asking the question or talking with staff is counted. If people come into the Visitor Center and do not need assistance, they are not counted as an interaction. An electronic device near the door records the amount of foot traffic to the Visitor Center. This change was made in order for staff to have a more accurate accounting of visitor interactions. However in doing so, it has also resulted in a substantial decrease in the number of interactions logged.

Overall, visitor interactions have been decreasing in recent years. Interactions decreased by 6% between 2012 and 2016, and phone calls and brochure mailings decreased by 28% and 38%, respectively. The table below illustrates the Department’s interactions by type with visitors between 2012 – 2017. It should be noted that the bus station and airport kiosks were established in 2016 and 2017. Because of how interactions are now being reported, the percent change from 2012 to 2016 are shown in the table below.

Table 60: Culture and Tourism Visitor Interactions, 2012-2017

Type of Visitor Interaction	2012	2013	2014	2015	2016	Percent Change 2012-2016	2017 ⁶⁵
Main Visitor Center	36,740	38,655	35,944	35,739	37,866	3%	19,656
Straight Wharf Kiosk	27,008	28,962	26,495	23,623	23,210	-14%	13,586
Bus Station Kiosk	-	-	-	-	-	Not Applicable	1,454
Airport Kiosk	-	-	-	-	387	Not Applicable	909
Phone Calls	8,393	7,224	7,206	6,608	6,053	-28%	5,258
Brochure Mailings	456	393	407	358	283	-38%	93
Brochure Downloads	2,665	3,105	1,984	1,941	3,215	21%	3,030
Lodging Placements	356	310	480	579	345	-3%	34
Total Interactions	75,618	78,649	72,516	68,848	71,359	-6%	44,020

While the Department should be commended for tracking data, there is an opportunity to enhance this information by tracking additional data and assessing the public’s level of satisfaction with its services. For example, although T&L Brochure downloads are tracked, site visits themselves are not. As a result, the Department does not know the number of individuals who have received information from the website but not via a downloaded Brochure. Furthermore, although the public can provide the Department with feedback on their services, there is no standardized method to collect information on how well the current services are meeting the public’s needs.

⁶⁵ In 2017 the Department changed the way it tracks in-person interactions. Previously, all visitors to the service center/kiosk were tracked, now only the individual who interacts directly with staff is counted

It is recommended that the Department establish a series of metrics, both to gather data on the current services and to track progress towards meeting the Department's goals as identified in the Department workplan. These metrics will not only help establish the current workload and understand where there might be staffing or resource needs but will also help the Department understand how successful it is in achieving its goals.

To develop the metrics on current services, the Department must first determine what data will be most useful in making future decisions about staffing and resource allocations. Although the currently-tracked data provides helpful information, it does not, for example, illustrate workload. Tracking metrics like time per interaction can assist in determining appropriate staffing levels for a specific time and location. Tracking attendance at events, like Children's Beach or cultural legacy programs, can help the Department understand the ratio of staff time to public engagement. Developing volunteer metrics, if applicable, including hours of training and number of interactions with the public while volunteering, can help assess the value of the volunteer program in relation to the amount of staff time spent training and managing the group. Finally, tracking website visitors and tracking what areas of the site they visit most helps create an understanding of how often online resources are used and what areas are most useful.

To develop metrics on performance, the Department should consider the goals and service expectations developed as part of the Workplan and, in collaboration with Town Administration, determine the metrics that will track progress towards those goals. A list of possible metrics should be developed for each goal, and then narrowed down based on feasibility of collecting the data and how closely the metric relates to the goal.

As an example, one of the Department's benchmark municipalities, Virginia Beach, Virginia, has goals to "Be a Competitive, Sustainable, Year-Round Destination for Residents, Businesses, and Tourists" and "Be an Inclusive Community that is Welcoming and Empowers All."⁶⁶ The City tracks its progress towards these goals with several metrics, including the number of overnight visitors and how many of those visitors are repeat tourists. It also tracks citizen satisfaction with cultural amenities like local museums.

Nantucket's metrics will depend on the Department's goals and capacity to collect data. They should include both metrics that track workload and metrics that track the quality of service. Some sample workload and performance metrics could include:

- Workload metrics
 - Time per interaction
 - Time of interaction
 - Attendance at events
 - Volunteer hours (if applicable)
- Performance metrics
 - Percentage of visitors who must wait at the Visitor Center before staff is available to help them
 - Amount of time spent on the Culture and Tourism homepage (longer times may indicate a person is confused about where to go to get the information they want)
 - Website hits/per page
 - Numbers of social media engagements per month (e.g., likes, comments)

⁶⁶ Virginia Beach Open Performance Portal, <https://performance.vbgov.com>

Another key performance metric should be the responses to visitor satisfaction surveys. Surveys are a tool to gauge the satisfaction of website visitors, Visitor Center/kiosk visitors, and event attendees. The Department should develop two surveys: a general visitor satisfaction survey, which should be offered on an ongoing basis, and an event-specific survey to offer following major events throughout the year (e.g., the Fourth of July event). The surveys should be brief but should allow the respondent to provide feedback on the quality of the service and well as ideas on how the service can be improved. The survey should also include voluntary demographics questions to help determine if there are groups that are less satisfied and/or engaged with the Department's services. A sample of a short visitor satisfaction survey is included in Attachment E.

For larger events, post-event surveys should be promoted on the Department website and highlighted on the Town's social media platforms. For smaller events, there may be an email list for the attendees; if so, the survey should be distributed through this channel. The purpose of the surveys is to help the Town understand what went well during the event and what could be improved. For post-event surveys, one example to review is the survey that one of the Department's benchmark towns, Provincetown Massachusetts, administers after its PVDFest.⁶⁷

Online Presence

The way that people prefer to access information is changing, as an increasing number of people access tourism information online, rather than at the Visitor Center. This trend is borne out by the Department's data; downloads of its T&L Brochure increased by 20% between 2012 and 2016. To address this change in demand, the Department's information must be accessible to visitors in different formats.

Recommendation 96: Enhance the Culture and Tourism website to ensure that the Department's online presence is meeting visitors' needs.

As the Department begins tracking website visits and surveying users, it will have a better understanding of the demands on its website and what information it should be providing to visitors. Staff should reconfigure the website to best meet users' needs. For example, the links to areas of the site most-accessed by visitors should be prominently displayed on the home page.

Additionally, the Department should ensure that the site has the information that visitors are most interested in receiving. The Department reports that the top five questions asked by visitors to its Visitor Center or kiosks are:

- Where is the Cisco Brewery Shuttle? How often does it go?
- We are here for the day, what can we do?
- Is a Driving Tour the best way to see the island?
- How do I get to Siasconset to take the Bluff Walk or see the Sankaty Lighthouse?
- Where are the bike paths?

The homepage should prominently display links that answer, or help answer, all five of these questions. The Department could also post suggested one-day or weekend itineraries, a common feature on many visitor center websites. The website could also include more general information on the shuttle, driving tours, Siasconset, and bike paths.

⁶⁷ PVDFest Post Event Survey - www.pvdfest.com/how-did-we-do.

Additionally, a short online visitor experience survey can provide further information about what visitors would like to see on the site. The Department should continue to track questions asked in the Visitor Center to determine what additional information should be incorporated into the site.

The site should also be optimized for mobile devices. More than 40% of internet usage in America is through smartphones,⁶⁸ and that figure is likely much higher among Nantucket visitors, who are on the move rather than at a desk. Therefore, it is especially important that all information is easily accessible no matter what platform is used. While the overall site is already mobile-optimized, a lot of information is in PDF or image form, which is not optimized for mobile devices.

Finally, social media is another important tool that the Department can use to engage with visitors online. While the Department has a Facebook page, it is not present on other popular social media platforms, like Instagram and Twitter. Instagram would be an especially useful tool for the Department, as it would provide a platform to promote the island's history and natural beauty. The Department should consider using a seasonal intern (who would not necessarily have to be based on the island) to manage the Department's social media and to maximize its utility as a tool for outreach and promotion of the Island's tourism and culture. Based on the results of the internship, the Department may wish to evaluate whether creating a future staff position responsible for online engagement would be warranted.

Policies and Procedures

Policy and procedure manuals are an important tool to help leadership standardize operating practices, maintain consistency, and serve as an effective training tool. For Culture and Tourism, the development of a manual would reduce the learning curve for new employees, ensure business continuity, document processes, and enhance service delivery.

Recommendation 97: Document all Department procedures.

As the Department continues planning for its future and the successful onboarding and training of its employees, it is important that it begin developing a formal policy and procedure manual. The manual will document and preserve institutional knowledge and clarify staff expectations.

While there are many written procedures for the Department, including information on opening and closing the various buildings, using office equipment, and how to answer the phones, many of the Department's processes are not documented and are based on institutional memory or past practice. The Department does not have written policies concerning topics like employee training and vendor management. This makes it difficult for the Department to ensure consistent practices among all employees.

The Department should develop a formal policy and procedure manual that not only identifies the procedures for use of equipment and office space, but details specific Department policies that outline the requirements for performing key functions. Policies are guiding principles for how the Department should be run, while procedures are instructions and best practices for implementing these principles. For example, the Department already has written procedures for the Visitor Center and kiosks about greeting a visitor within 60 seconds of arrival, dressing professionally, and only using a personal phone on breaks. These procedures all relate to an unwritten policy concerning respect for and attentiveness to visitors.

⁶⁸ "Mobile and tablet internet usage exceeds desktop for the first time worldwide." StatCounter.
<http://gs.statcounter.com/press/mobile-and-tablet-internet-usage-exceeds-desktop-for-first-time-worldwide>

To develop the manual, Department leadership should work with staff to ensure that the relevant information is incorporated into the manual. Their insight should be incorporated with the existing procedures as relevant to ensure that the procedures are as comprehensive as possible. Department leadership should also ask staff what questions they had when they started the job, and what they were unsure about, and ensure that these questions and issues are addressed in the manual. The manual should cover the gamut of the Department's services, including visitor services, Children's Beach programming, and special events.

When developing the manual, the Department should examine what additional policies and procedures are needed to ensure that the Department is providing the best service possible. Examples of additional policies include:

- Expectations for training of new staff, including the number of hours spent in training, the steps involved, and what they are expected to be familiar with. Procedures should make clear the process for attending a tour or visiting a museum during training, as well as reimbursement of admission costs.
- Criteria for when a service or business is recommended or promoted at the Visitor Center. For example, does a tour have to receive a specific accreditation before it can be listed?
- Criteria for which vendors are used at the Children's Beach and for other programming. For example, do vendors have to attain certain attendance levels, or participant satisfaction ratings?
- A policy on the Independence Day celebration and other events, including criteria for other organizations to participate, criteria for use of vendors, and procedures for collaborating with other internal and external partners.
- A policy on social media use, including criteria for posting content and expectations on how often content is posted.

The manual should be reviewed by the Town Attorney and Town Administration to ensure legal and financial requirements are being met. Once completed, the manual should be reviewed regularly to ensure it remains up-to-date.

Health and Human Services Department

At the time of this Staffing Study, the Town’s Health and Human Services functions were housed within two separate departments. During the course of this review, Town Administration merged these functions into a single Health and Human Services (HHS) Department. The merge is intended to allow collaboration among work units and provide the community with additional resources focused on community and public health education and initiatives. However, operationally and budgetarily, HHS was still functioning as separate departments as the Town works through implementation of the merger.

Health Department

The Nantucket Health Department’s (NHD) mission is to protect and promote a culture of health for all community members so they can achieve their full potential and ensure conditions that enable health and healthy choices for those that live, learn, work, and play on Nantucket. The Department has two work units: administration and environmental health. NHD works closely with other health and non-profit agencies on the island to ensure the availability of quality preventive and clinical health services, provide health programming, and promote legislation and policies that advocate for a culture of health. Staff also assess and address health issues in the community.

To ensure the community’s health and safety, staff completes several types of health inspections and issues the associated permits and licenses. NHD is responsible for inspecting food facilities, septic systems, pools, tobacco, and wells. Staff also completes several types of water testing to ensure compliance and water quality. Staff tests groundwater for contamination, wastewater systems are tested to ensure waste is being processed correctly, and public beaches are tested for bacteria-related water quality requirements. The following organizational chart illustrates the Department’s organizational structure.

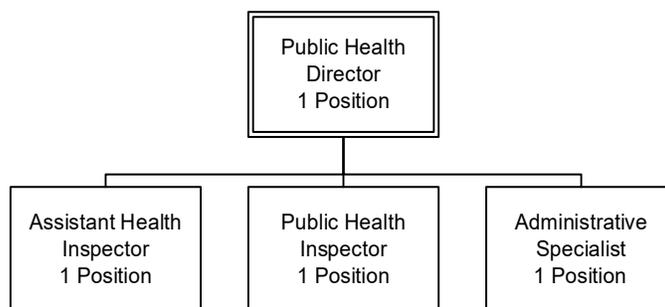


Figure 28: Nantucket Health Department Organizational Structure, 2018

NHD’s administration unit includes the Public Health Director who manages and oversees all the Department’s activities. The Director is responsible for the strategic policy issues facing the Department, supervises all NHD staff members, manages all inspection and permitting activities, and works closely with the Board of Health. The Director attends Select Board meetings and works collaboratively with other departments and community agencies. Notably, approximately 50% of the Director’s time is devoted to completing inspections.

All community and public health programming activities are conducted by the Director. NHD’s community health education efforts are primarily focused on staying healthy when visiting the island and providing the public with information regarding insects that spread disease such as mosquitoes and ticks.

The Department interacts regularly with the public, and the Administrative Assistant is responsible for taking all phone calls, answering questions, scheduling inspections, and issuing permits and licenses once the appropriate inspections have occurred. This position also oversees the Town's Septic Loan Program and is responsible for accepting and processing applications. The State provides funding for the Community Septic Management Program to the Town through a state revolving fund. The loan is offered to the Town at an effective 0% interest rate and the Town loans these funds at 2% interest to qualifying homeowners. To qualify for the program, the applicant must have a failed septic system in an environmentally sensitive area documented by a Massachusetts State Septic Inspector.

Seasonal and year-round inspectors are responsible for completing all health and safety inspections and testing on the island, including:

- Test groundwater for contamination and wastewater systems to ensure that waste is being processed correctly.
- Test public beaches weekly during the warmer months to ensure bacteria-related water quality requirements are being met.
- Inspections of food establishments to ensure that they are complying with health codes and using safe food handling practices.
- Inspections of tobacco establishments to ensure that tobacco is not being distributed to minors.
- Inspections of wells to ensure that their construction and placement minimizes the risk of contamination, and regularly tests well water.
- Inspections of sewage systems to ensure that wastewater is being properly treated.
- Inspections of septic systems to minimize the risk of contamination.
- Inspections of children's camps to ensure that they have procedures in place to safeguard children's safety; emergency, first aid, and reporting child abuse procedures.
- Inspections of marijuana dispensaries.

Health Department Core Services

Each of the divisions of the Department performs a variety of services and tasks that constitute core department services. Those functions are summarized in the table below.

Table 61: Health Department Core Services

Health Department Division/Function	Program Area	Core Services
Environmental Health	Inspections and permitting	<ul style="list-style-type: none"> • Conduct inspections and issue permits and/or licenses for food facilities, septic systems, hotels and other lodging, camps, tattoo/piercing establishments, pools, tobacco and marijuana sellers, wells, and fertilizer • Conduct inspections of marijuana dispensaries (when opened)
	Water and wastewater testing	<ul style="list-style-type: none"> • Test groundwater for contamination • Test wastewater systems to ensure that waste is being processed correctly

Health Department Division/Function	Program Area	Core Services
		<ul style="list-style-type: none"> Test public beaches weekly during the warmer months to ensure bacteria-related water quality requirements are being met
Administration	Septic loan program	<ul style="list-style-type: none"> Process applications for a State program that offers low-interest loans for septic system upgrades Secure all necessary approvals, records loan documents, pays out funds
	Board support	<ul style="list-style-type: none"> Provide staff assistance to the Board of Health
	Customer Service	<ul style="list-style-type: none"> Schedule inspections and process permits/licenses
	Public Health/Community Health	<ul style="list-style-type: none"> Provide the public with general health and/or staying healthy resources Provide the public with public health information related to insects (ticks, mosquitoes, etc.) Interact and collaborate with local non-profit and health agencies and organizations Complete the Community Health Assessment

Health Department Budget

NHD is supported by the General Fund. The following table illustrates expenses from FY2014 to FY2018.

Table 62: Health Department Expenses - General Fund, FY2014 through FY2018

Expense Category	FY2014 Actual	FY2015 Actual	FY2016 Actual	FY2017 Actual	FY2018 Actual	Percent Change FY2014 to FY2018
Personnel	\$121,560	\$133,347	\$194,083	\$278,477	\$285,918	135%
Operating	\$28,838	\$20,622	\$29,608	\$38,735	\$43,900	52%
Total	\$150,398	\$153,969	\$223,691	\$317,212	\$329,818	119%

Expenses have more than doubled in the past five years, largely due to the fact that the Health Department has added one full-time and one seasonal Health Inspector since FY2014. The largest increases by dollar amount are related to the increase in personnel costs and the cost of office furniture for the new staff members.

Health Department Staffing

The following is a list of authorized positions within the Health Department for FY2019 based on data provided from the Town’s MUNIS system.

Table 63: Health Department Authorized Staffing, FY2019

Health	Authorized Full-Time Positions	Authorized Part-Time Positions	Total Authorized Positions
Administrative Specialist	1	0	1
Assistant Health Inspector	1	0	1
Public Health Director	1	0	1
Public Health Inspector	1	0	1
Total	4	0	4

Human Services Department

The Nantucket Human Services Department provides programs and services to residents of the island ranging from the operation of a skilled nursing home, recreational and educational senior programs, to passport services and veterans’ assistance. The Department has four work units including Human Services, Our Island Home (OIH), Senior Services, and Social Services which includes Veterans’ Services and the Commission on Disability. The following figure illustrates the organizational structure of the administrative functions of the Human Services Department.

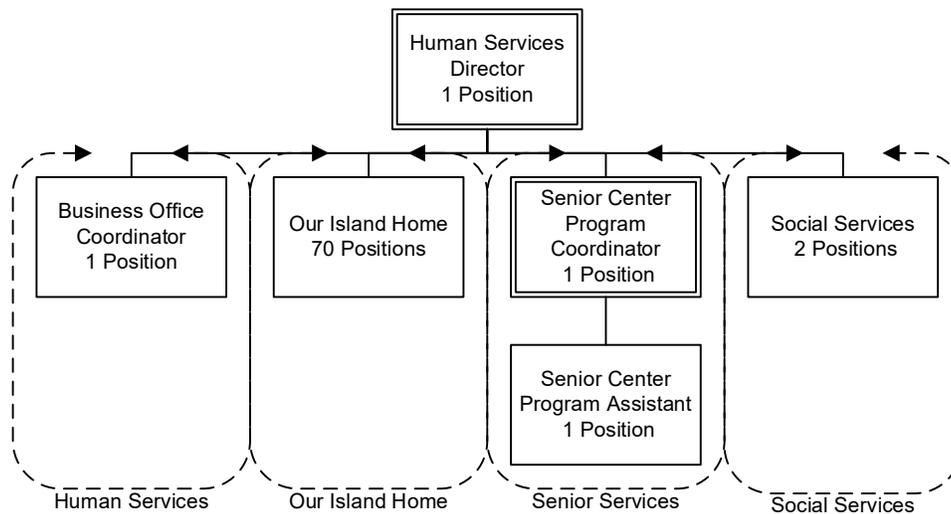


Figure 29: Human Services Organizational Structure, FY2018

The Human Services Director is responsible for overseeing all operations of the Department. The Human Services Director oversees senior services for the Town, including the Our Island Home nursing home and the Saltmarsh Senior Center. This position also oversees the Commission on Disability, an appointed group advocating for the Town’s disabled residents and visitors. The Director represents the Town on various boards and commissions, including the Healthy Community Collaborative, Behavioral Health Task Force, Island Board, Community Action of Cape Cod, and Alliance for Substance Abuse Prevention. Finally, the position manages the Town’s grant funding program for local Human Services agencies.

The Business Office Coordinator manages the Department’s budgets, processes all payments, handles all MUNIS operations and interacts with the public. This position also processes invoices for the Town’s grant funding to Human Services agencies and takes the minutes at various Human Services boards and

committee meetings. The Business Office Coordinator is also responsible for processing all passport applications.

Senior Services provides free year-round programming for community residents who are aged 60 and older. Staff manages the Saltmarsh Senior Center which provides activities, programming and services that address the nutritional, educational, recreational, and social needs of senior citizens. Residents can participate in activities ranging from arts and crafts programming, fitness classes, computer classes, to blood pressure clinics and hearing aid services. Staff also provides information and schedules lectures regarding health care, legal services, social security and changes to federal and state laws which pertain to the elderly. While most activities are free, an outside provider does offer a daily lunch at the Center for a small fee. The Senior Center Assistant Director and Senior Center Program Coordinator manage the facility and coordinate the daily activities.

Social Services includes the Commission on Disability and Veterans Services. The Commission on Disability strives to provide greater access for disabled residents and visitors in all recreational and outdoor spaces within the Town. The Commission is also responsible for developing an emergency preparedness plan for homebound residents who are disabled and elderly. Veterans’ Services provides veterans with information and access to services and resources on the Island.

Our Island Home is a 45-bed skilled nursing facility, owned and operated by the Town of Nantucket. The resident population at OIH includes men and women from the island, and those who have chosen to retire in Nantucket. The facility is operated by the OIH Administrator and a staff of 67, including a nursing team as well staff who provide housekeeping, laundry, and food preparation services. While OIH is included in the Human Services Department as a standalone Enterprise Fund with its own separate budget. OIH is not included in this Staffing Study because the Town recently completed an assessment of the facility and its staffing needs.

Human Services Core Services

Each of the divisions of the Department performs a variety of services and tasks that constitute core department services. Those functions are summarized in the table below.

Table 64: Human Services Department Core Services

Human Services Division/Function	Program Area	Core Services
Our Island Home	Our Island Home	<ul style="list-style-type: none"> Operate a 45-bed skilled nursing facility
Senior Services	Senior Services	<ul style="list-style-type: none"> Provide programming for senior residents and visitors throughout the year
Human Services	Passports	<ul style="list-style-type: none"> Process all passport applications on the island by appointment only, two afternoons per week, year-round
	Administration	<ul style="list-style-type: none"> Process applications from human services organizations applying for grants from the Town; all funding decisions are made by the Council for Human Services
	Board Support	<ul style="list-style-type: none"> Staff and coordinate Commission on Disability meetings monthly, year-round

Human Services Division/Function	Program Area	Core Services
		<ul style="list-style-type: none"> Represent the City on the Healthy Community Collaborative, Behavioral Health Task Force, Island Board, Community Action of Cape Cod, and Alliance for Substance Abuse Prevention
	Grant Program	<ul style="list-style-type: none"> Oversee a grant program for local Human Services agencies
Social Services	Veterans Services	<ul style="list-style-type: none"> Assist veterans in receiving benefits and with other needs as-needed, year-round
	Commission on Disability	<ul style="list-style-type: none"> Assist those residents with disabilities

Human Services Budget

The Human Services Department is supported by the General Fund with revenue from passport fees. While Our Island Home (OIH) is associated with the Human Services Department, OIH is funded by a separate enterprise fund, and OIH was not included in the scope of this analysis. The following table illustrates General Fund expenses for Human Services, excluding OIH and the OIH enterprise fund.

Table 65: Human Services Department Expenses - General Fund, FY2014 through FY2018

Expense Category	FY2014 Actual	FY2015 Actual	FY2016 Actual	FY2017 Actual	FY2018 Actual	Percent Change FY2014 to FY2018
Personnel	\$400,899	\$286,271	\$233,959	\$241,951	\$248,279	-38%
Operating	\$37,259	\$30,509	\$31,153	\$25,452	\$34,598	-7%
Total	\$438,158	\$316,780	\$265,112	\$267,403	\$282,877	-35%

Expenses have decreased by 35% over the past five years. The biggest driver of the change has been the decrease in personnel costs. In FY2014, a Senior Day Center was part of the Department and offered a higher level of care than the Saltmarsh Senior Center, which just provides programming. However, the Town made the decision to defund the program due to low participation. This resulted in a decrease in both personnel and operating expenses.

Human Services Staffing

The following is a list of authorized positions within the Human Services Department for FY2019 based on data provided from the Town's MUNIS system.

Table 66: Human Services Department Authorized Staffing, FY2019

Human Services	Authorized Full-Time Positions	Authorized Part-Time Positions	Total Authorized Positions
Human Social Services			
Business Office Coordinator	1	0	1
Human Services Director	1	0	1
Senior Services			

Human Services	Authorized Full-Time Positions	Authorized Part-Time Positions	Total Authorized Positions
Senior Center Program Assistant	1	0	1
Senior Center Program Coordinator	1	0	1
Our Island Home	49	21	70
Total	53	21	74

Health and Human Services Analysis and Recommendations

Health and Human Services staff are dedicated to ensuring the safety and health of the community while improving the quality of life for residents. However, as the departments are consolidated into one department, they will need to reexamine their roles and functions. To ensure that consolidation is successful, staff must work closely with Town Administration to develop and refine the mission and scope of the newly established department and develop an implementation plan for the merger.

Leadership within the Department has expressed an interest in becoming an accredited health department. While this is a worthy effort to discuss, the decision to pursue accreditation must be made under the informed direction of Town Administration, the Board of Health, and the Select Board. If the policy direction by the Select Board is to pursue accreditation, a workplan must be developed.

The following recommendations are focused on developing an implementation plan for the consolidating of the departments and a workplan for the accreditation process. In addition, recommendations address inspection staffing needs and provide process improvements for Human Services staff intended to enhance effectiveness.

Department Merge

Recommendation 98: Develop an Implementation Plan for merging the Health and Human Services Departments.

Town Administration has directed the merger of the Health and Human Services departments into one department. Currently, NHD has little staff capacity for public health initiatives; staff’s primary focus is on inspections. A merge with Human Services would provide additional staff capacity for community health services and would allow the Department to utilize the Human Services Department’s established connections with community groups for public health outreach. However, the details of how the merge will occur have not been developed. As a result, the process has not been initiated.

It is recommended that an implementation plan for consolidating the two departments be developed. The plan should clearly articulate the new department’s mission, scope, organizational structure, as well as identify the action steps for the merge. This plan, which should be developed with close direction and oversight from Town Administration, will provide a roadmap for implementation. Taking the time to develop a plan will ensure that everyone within the organization has the same goals and priorities for the Department moving forward.

As staff begins clarifying and developing the mission and scope of the new department, staff should consider the current functions of both departments, identify opportunities for service changes, and assess the financial implications. One component of merging departments and functions is developing a combined organizational structure and clearly identifying reporting relationships. A proposed merged organizational

structure for the Town to consider is included below. It also includes an additional Health Inspector position, as detailed in Recommendation No. 100.

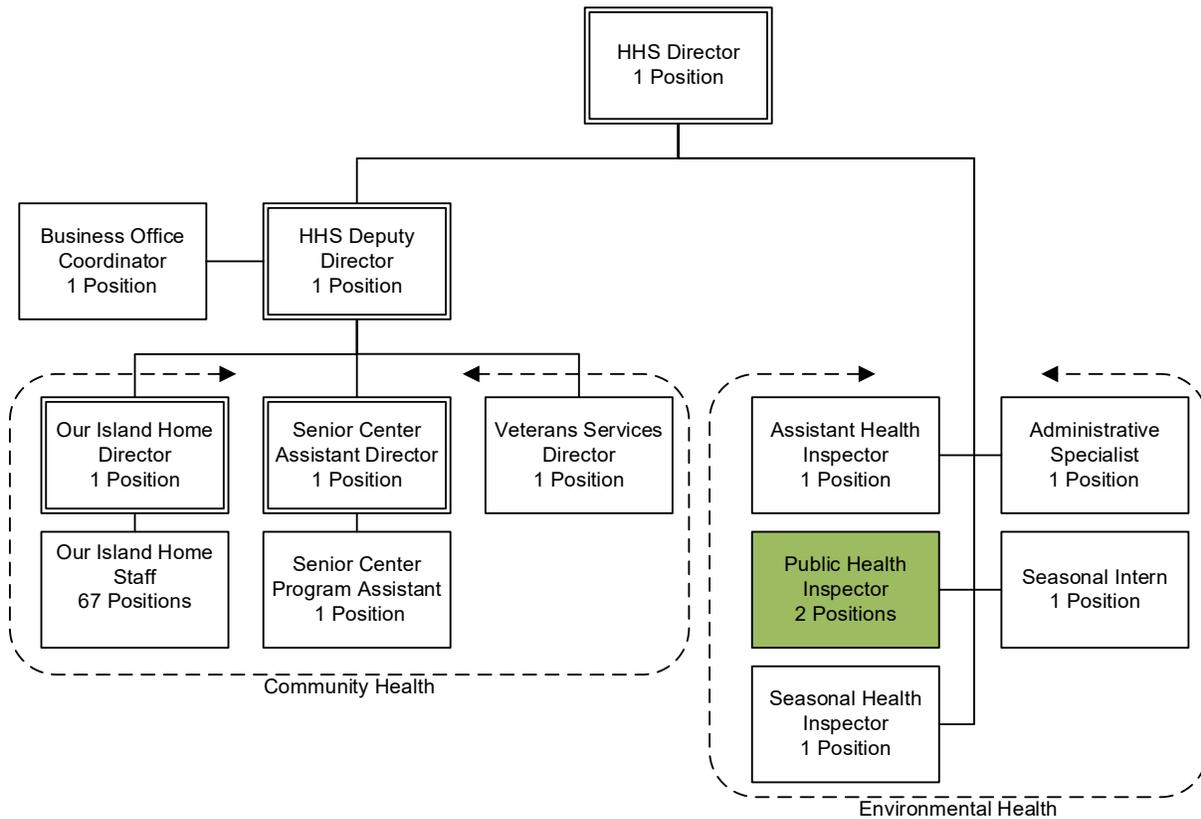


Figure 30: Proposed Health and Human Services Organizational Structure

This proposed structure utilizes all existing staff and organizes staff/functions within two work units, Community Health and Environmental Health. Department leadership would include the HHS Director and Deputy Director with the Director being responsible for overseeing all Environmental Health related functions and the Deputy Director being responsible for supervising all Community Health programs. In this proposed structure, the Business Office Coordinator would report to the Deputy Director but would be utilized to provide business office support for the entire merged Department.

As the Town moves forward with the merge, all job descriptions should be reviewed and updated as necessary. There may be a need to create new job descriptions for the HHS Director and HHS Deputy Director positions. The job descriptions should be developed by Town Administration and HR, in consultation with the Health Director and Human Services Director.

The implementation plan should include all tasks and activities needed to ensure success. Activities include developing a combined budget in consultation with the Finance Department, working with HR to confirm that the new reporting structure is formalized in job descriptions, determining physical office locations for each staff, developing a community outreach plan to ensure residents and stakeholders are informed of the changes in services, and working with IT to develop a new HHS page on the Town website. Deadlines should be established for each of these tasks, based on existing staff capacity and financial resources.

Once the implementation plan is developed, it should be approved by Town Administration and presented to the Select Board. The plan can then be used as a tool to ensure that implementation progresses according to the approved schedule as well as a tool for reporting on progress to Town Administration and the Board.

Recommendation 99: Evaluate policy implication for pursuing the Public Health Accreditation process and request policy guidance from the Select Board.

The NHD Director has indicated a desire to have the Department become an accredited agency through the Public Health Accreditation Board (PHAB). Public health accreditation is the measurement of a health department's performance against a set of nationally recognized, practice-focused and evidenced-based standards.⁶⁹ The PHAB strives to ensure a base level of quality and service among accredited departments. Staff has been driving the accreditation effort and has completed the base documents needed to begin the accreditation process including the Community Health Assessment, a department Five-Year Strategic Plan, and assisted in the hospital's community health improvement plan.

According to the PHAB, there are numerous benefits associated with becoming an accredited health department. Going through the process helps departments identify strengths and areas for improvement, encourages departments to prioritize and address long-standing concerns, and can be a catalyst for continuous quality improvement. Accreditation provides a framework for a department to identify performance improvement opportunities, improve management, develop leadership, and improve relationships with the community.⁷⁰

Accreditation is an admirable goal but will require extensive Town resources, staff time, and organizational capacity, as well as the addition of programs and services required for accredited departments. In addition to the application process which requires a great deal of preparatory work, there is also significant ongoing work once a department becomes accredited. Once approved, an organization's accreditation status is good for five years, but during that time period staff will need to remain committed to ensuring that the appropriate standards are being followed, reporting structures are in place, and the Town must allocate the necessary funds annually to remain accredited.

As accreditation status nears expiration, the department must apply for reaccreditation, and is required to submit a new reaccreditation application and participate in the entire accreditation process, including submission of an application and site visit. According to the current PHAB fee structure, the initial accreditation review fee is \$14,000 and the annual on-going accreditation fee is \$5,600.⁷¹

The extensive amount of staff time that goes into the accreditation process and the resources involved is likely part of the reason why accreditation is relatively rare among local public health departments. In Massachusetts, only two other local public health departments are accredited: the Boston Public Health Commission and the Worcester Division of Public Health.⁷² Those participating in the process must have the capacity to conduct the work and be prepared for the ongoing costs associated with accreditation.

⁶⁹ "What are the benefits?" PHAB. <http://www.phaboard.org/accreditation-overview/what-are-the-benefits/>

⁷⁰ Ibid

⁷¹ PHAB's Five-Tier Accreditation Fee Schedule – July 1, 2016 – June 30, 2018

⁷² "Accredited Public Health Departments." PHAB. <http://www.phaboard.org/news-room/accredited-health-departments/>

Before moving forward with the application process, the Department must first secure approval from Town leadership. Town Administration should meet with the Health Director to discuss the advantages of accreditation as well as the policy implications, short-term and ongoing costs, and evaluate staff capacity. Based on this discussion, Town Administration should determine whether to present this recommendation to the Board of Health and the Select Board. The Select Board must ultimately decide on whether to move forward with accreditation, with input from the Board of Health. This evaluation should be made in the context of the Town's recently adopted Strategic Plan. It should be noted that this is not one of the key focus areas identified by the Select Board at this time, and therefore must be fully evaluated before any action is taken.

If the Town decides to move forward with the accreditation process, an accreditation team should be developed, and a staff person should be appointed the Accreditation Coordinator. The accreditation team will be responsible for managing the process and should include staff from both the Health and Human Services departments. The team would be responsible for completing the seven steps of the PHAB accreditation process, which include:

1. Pre-application
2. Application
3. Document Selection and Submission
4. Site Visit
5. Accreditation Decision
6. Reports
7. Reaccreditation

PHAB recommends that a number of processes be in place, such as the capacity to collect and analyze data and a process to ensure all department documents are reviewed and updated regularly. PHAB recommends that all items on the checklist be completed prior to applying for accreditation.

The accreditation team should develop a workplan by reviewing the PHAB checklist and, for each item listed, determine the Department's status and identify what additional resources are required. For each identified task, the team should also assign a project lead to oversee completion and develop an estimated timeline for completion. The completed plan should be shared with Town Administration, the Select Board, and Board of Health to ensure continued buy-in and for assistance in procuring any necessary additional resources.

Staffing

NHD workload has been increasing - the Department's data shows a 29% increase in the number of inspections between FY2016 and FY2018 due to the increasing pace of development on the island. This translates to approximately 600 more inspections per year.



Figure 31: Health Inspections, FY2016-FY2018

While the State legalized marijuana for recreational use in 2016, commercial businesses were not able to operate until January 2018, when the first marijuana dispensary licenses were issued. The Town will be responsible for certifying that any dispensaries on the island meet health codes and do not dispense marijuana to minors. The Department has already received several applications for dispensaries, so there will likely be more businesses to inspect in the near future.

Although the Department does not track time per inspection, the increasing number of permits is an indication of increasing workload.

Recommendation 100: Create one additional full-time Health Inspector.

As noted, the number of inspections completed by the Department has increased 29% from FY2016 to FY2018. It is anticipated that this number will continue to increase as state and federal regulations change, new mandates are implemented, and as new development on the island occurs. Staff is finding it increasingly difficult to keep up with inspections even with staff working overtime and the Director completing inspections half time. With the proposed departmental merge with Human Services, this position will no longer have the capacity to conduct the same number of inspections, resulting in the Department losing a 0.5 FTE Health Inspector position.

Per the State of Massachusetts Title 5 regulations, staff is required to inspect all new and upgraded septic systems and ensure compliance at installation. In addition, the Board of Health has a local mandate that requires staff to witness all septic system follow-up inspections in a nitrogen sensitive area (watersheds). When reviewing septic systems, staff is required to complete a percolation test at permitting, a bottom of the bed inspection during construction, a final inspection after construction, and an as-built review. At the time of this report, staff is not completing the bottom of the bed inspections, as there is not enough staff to keep up with all the installations.

The lack of capacity to meet inspection requirements, increasing demand for inspections, and the pending organizational restructure indicate that the Department has a need that is unmet by current staffing levels. The Department should hire one additional full-time Health Inspector to backfill the inspections currently conducted by the Health Director and to help the Department meet increasing inspection demand. The

hiring process should move forward as soon as possible to give the Health Director additional capacity to focus on the HHS merge and focus on strategic policy issues impacting the Town.

According to the latest available union contract, Health Inspector positions are classified as S-B positions earning a base salary of \$76,235. After accounting for employer costs and benefits, the anticipated first year cost of an additional Health Inspector position is estimated at approximately \$112,000. However, the current Health Inspectors are working significant overtime; in FY2017, approximately \$12,000 was expended on overtime. This pressure will likely be relieved by an additional Health Inspector, so the Town may realize some cost savings to offset the expense of the new position.

Staff has not been tracking metrics or data regarding the time it takes staff to complete inspections or the number of inspections conducted per inspector per day. Staff has only been tracking the total number of inspections by month. While this is useful, this data does not provide sufficient detail to adequately evaluate staff capacity. Capturing more detailed metrics will provide Department leadership with valuable information, which will help them better understand staffing pressures and workload capacity. The Department should begin tracking the amount of staff time spent on each inspection, the number of inspections by inspector, and total time between when the inspection is requested and when the permit is issued to better plan for future workload and staffing needs.

The Department should also implement efficiencies to reduce the time spent processing permits. The use of the permitting module available through EnerGov, for example, would save a great deal of staff time compared to the current paper-based system. There is also a Town-wide recommendation (See Recommendation No. 8) regarding the purchase of a centralized document and records management system, which will reduce staff time spent filing permits.

Operations

It is important for the Department to be deliberate in both its daily operations and how these operations are funded. Carefully considering the best use of staff time and resources helps ensure that the Department has the capacity to continue to provide its core services. Examining how staff time spent on passport applications can be reduced, and how senior programming costs can be offset, will help the Department continue to provide high-quality service in the future.

Recommendation 101: Implement an online scheduling system to reduce staff time required to process passport applications.

Before the Town began offering passport services in 2014, residents who wanted a passport would get one from Superior Court or go off-island. As demand for more convenient passport services increased, Superior Court was unwilling to continue providing the service. Therefore, the Town made the decision to offer service and passport processing through the Human Services Department. The Department processes an average of 486 passports per year and has experienced a 5% increase between FY2014 and FY2018.

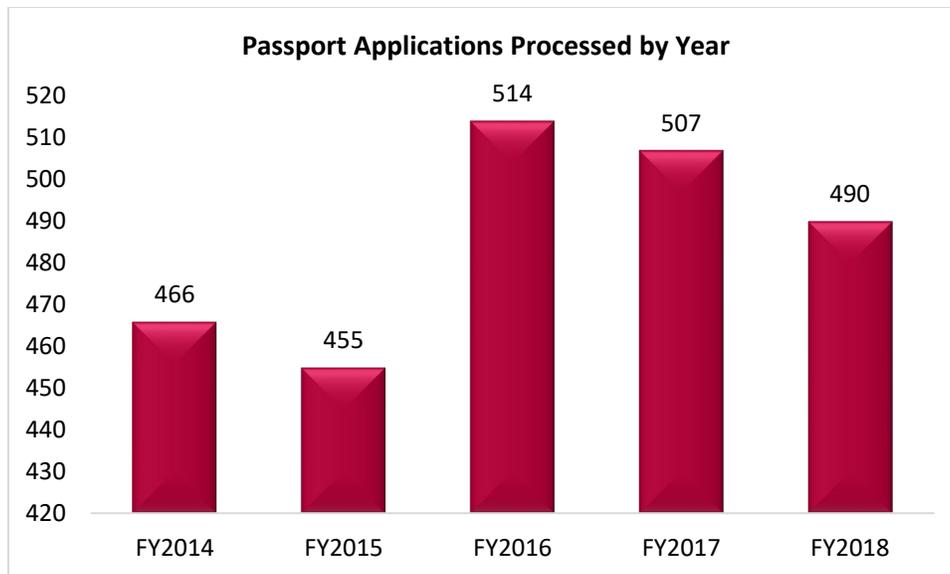


Figure 32: Passport Applications Processed, FY2014-FY2018

Human Services staff processes passport applications two afternoons a week at the Senior Center. Based on the number of passports processed, this schedule is working well for both staff and the community. However, throughout the week staff must assist callers, answer questions, and schedule passport appointments. This results in significant staff time spent on passport services beyond the allocated two afternoons a week.

The Department should implement an online scheduling function for passport appointments. Online scheduling improves customer service by allowing applicants to see available time slots in real time and provides a quick and convenient way to schedule an appointment. It also reduces staff time and interruptions by encouraging people to book online rather than call or visit in person. Those who schedule their appointments online should be emailed an appointment confirmation that includes a list of the necessary documentation to bring with them to their appointment. In-person inquiries could be further reduced with a sign posted outside the Senior Center indicating the passport processing hours and the steps to take to book an appointment.

The process of scheduling passports online could utilize a similar format as the current comment form available on the Town website.⁷³ Passport applicants could enter preliminary information like their name, contact information, and dates/hours of availability, thus saving administrative staff from having to collect this information over the phone or during the appointment.

Recommendation 102: Establish cost recovery goals and a fee schedule for the Saltmarsh Senior Center.

Usage of the Saltmarsh Senior Center is increasing. The Department’s records show that the total hours of programming increased by 17% between 2014 and 2018. According to the US Census Bureau,⁷⁴ those residents aged 60 and older make up 20.8% of the community’s population. Those residents who are 50-59 make up 14.6% of the population. Within the next five to 10 years, 35% of the island’s population will

⁷³ <https://www.nantucket-ma.gov/FormCenter/Contact-Us-6/Comments-47>

⁷⁴ US Census Bureau American Fact Finder, Town of Nantucket, 2016 estimate

be 60 and older. It should be noted that the Census data considers resident population, and many of the users of the facility during the summer are not year-round residents. As the population continues to age, the Senior Center usage will likely continue to increase in future years.

The following table illustrates the Senior Center Usage from FY2014 to FY2018.

Table 67: Saltmarsh Senior Center Usage, FY2014-FY2018

Senior Center Usage	FY2014 Actual	FY2015 Actual	FY2016 Actual	FY2017 Actual	FY2018 Actual	Percent Change FY2014 to FY2018
Total Programming Hours	36,110	28,760	31,901	32,009	33,763	17%
Total Visits	8,713	7,795	7,815	8,410	8,012	3%

The Saltmarsh Senior Center offers a wide variety of programming for residents and visitors aged 60 and up, including yoga, bridge, fitness classes, and more. There is no charge for any of these programs, but seniors are asked to pay a nominal fee for lunch, which is provided by an outside vendor. Charging a user fee for some of the programs would help recover some of the program costs, guide programming decisions by providing insight into which programs seniors value and assist in long-range planning efforts for the facility.

It is appropriate for Town leadership to develop a cost recovery goal for the Senior Center. Cost recovery goals can range from over 100% of operating and capital expenses to a smaller recovery goal that reflects a thoughtful decision about the purposes and role of the Senior Center. Town leadership should engage in an intentional conversation and policy development process concerning cost recovery goals for the Senior Center, and then ultimately a fee schedule designed to achieve those goals.

The advantage of formalizing cost recovery policies is that it allows the Town to operate with known, acceptable limits for subsidizing programs. As a best practice, communities that formalize their cost recovery goals typically create subsidy categories and assign each program a category based on its perceived value to the community. For example, Boise, Idaho breaks cost recovery goals into the following tiers:

- Full Direct Cost Recovery = 90-100%
 - Adult classes
 - Adult team sports
 - Indoor facility rentals
 - Warm Springs Golf Course
 - Adult sports field rental and preparation
- Mid-Range Direct Cost Recovery = 40-89%
 - Cemetery
 - Day care services
 - Junior golf
 - Learn-to-skate
 - Outdoor facility reservations
 - Swim team
 - Youth classes and camps
 - Youth sports field rental and preparation

- Low-Range Direct Cost Recovery = 0-39%
 - Youth outreach
 - Youth sports and fitness
 - Teen services
 - Senior services
 - Community forestry education and reforestation
 - Accessibility and recreation adaptive services
 - Outdoor pool admissions
 - Environmental education classes

Utilizing a tiered approach allows the Department to price programs based on the expectations of the Select Board. Where the Select Board is willing to subsidize some programs and activities, the Town can adjust prices so they are lower for the community. Prices should remain higher and strive to cover 100% of costs for programs the Select Board is unwilling to subsidize.

In order to implement these cost-recovery goals, the Department should work closely with the Town Administration and the Select Board to identify subsidy targets for each type of senior center program.

After each program and service has been assigned an acceptable subsidy ratio, the Department should ensure that profit, loss, and other usage data about each program is being collected in a timely and accessible manner so that informed decisions regarding program performance and fees can be made.

Natural Resources Department

The Natural Resources Department is responsible for conservation efforts including surface water quality testing in the Town's ponds and harbor, shellfish propagation and enforcement of shellfish regulations, dune management and erosion control, and wetlands protection. These services are currently provided by eight personnel. The following table illustrates the Department's current organizational structure.

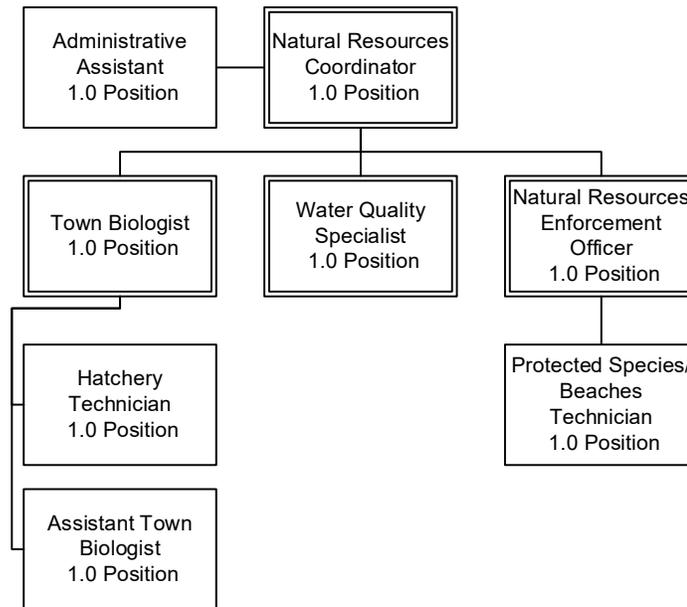


Figure 33: Department of Natural Resources Organizational Structure, 2018

The Natural Resources Coordinator is responsible for supervising the Department's staff, coordinating the Department's strategic planning efforts, and managing the Department's annual budget. Administrative tasks including customer service, scheduling, and support for the Conservation Commission are performed by the Administrative Assistant.

The Town Biologist oversees the Town's shellfish hatchery program and supervises two staff: a Hatchery Technician and an Assistant Town Biologist. Together, these staff raise shellfish and perform oyster reclamation and shell recycling activities. Two or three seasonal positions typically assist with these efforts.

The Water Quality Specialist is responsible for developing and coordinating the Town's surface water quality program, including the prevention and monitoring of harmful algae blooms. This position also researches climatic impacts on water quality, conducts educational outreach to the public regarding fertilizer use, and assists with enforcing the Town's shellfish regulations.

The Natural Resources Enforcement Officer is responsible for enforcing the Town's conservation codes for wetlands, beaches, and dunes. This position also acts as the Town's shellfish constable and has authority to issue tickets related to shellfish harvesting and enforcement. The Natural Resources Enforcement Officer coordinates closely with Massachusetts Environmental Resource Officers regarding environmental and conservation issues. Additionally, the Natural Resources Enforcement Officer performs minor maintenance and repairs on the Department's boats.

The Protected Species/Beaches Technician monitors Town locations for protected species, ensures compliance with state and federal guidelines for protected species management, and assists with the enforcement of shellfish regulations.

Core Services

Environmental Leadership is one of three areas of Strategic Focus identified by the Select Board. The core services housed within Natural Resources directly contribute to the Town’s reputation for Environmental Leadership. Each of the divisions of the Department performs a variety of services and tasks that constitute core department services. Those functions are summarized in the table below.

Table 68: Natural Resources Core Services

Natural Resources Division/Function	Program Area	Core Services
Administration	Budget	<ul style="list-style-type: none"> • Develop and monitor Department budget
	Commission Support	<ul style="list-style-type: none"> • Provide staff support for biweekly Conservation Commission meetings • Compile agendas and minutes
	Environmental Planning	<ul style="list-style-type: none"> • Develop and manage harbor, coastal resiliency, hazard mitigation, and pond management plans • Coordinate consultants and oversee consulting contracts related to environmental planning • Prioritize and implement plan recommendations
	Strategic Planning	<ul style="list-style-type: none"> • Manage and implement the Natural Resources Department’s strategic plan
Conservation	Development Review	<ul style="list-style-type: none"> • Review developments impacting banks, wetlands, beaches, dunes, flats, marshes, meadows and swamps • Enforce the provisions of the Massachusetts Wetlands Protection Act
	Education	<ul style="list-style-type: none"> • Engage the public regarding species and natural resources conservation awareness
Shellfish	Hatchery	<ul style="list-style-type: none"> • Manage day to day operations of the hatchery facility • Propagate and raise shellfish • Stock and enhance native shellfish populations • Manage the Town’s shell recycling program
	Enforcement	<ul style="list-style-type: none"> • Enforce Town shellfishing regulations • Restrict and monitor shellfishing activities during red tides and other environmental events
Water Quality	Education	<ul style="list-style-type: none"> • Perform surface water quality tests as required by the Massachusetts Department of Environmental Protection
	Testing	<ul style="list-style-type: none"> • Perform regular water quality tests in surface water bodies and the harbor

Natural Resources Division/Function	Program Area	Core Services
		<ul style="list-style-type: none"> Develop water quality management policy recommendations for the Town

Budget

Natural Resources operations are supported by the General Fund. The following table illustrates actual expenses associated with the Department over the last five fiscal years.

Table 69: Natural Resources Expenses - General Fund, FY2014 through FY2018

Expense Category	FY2014 Actual	FY2015 Actual	FY2016 Actual	FY2017 Actual	FY2018 Actual	Percent Change FY2014 to FY2018
Personnel	\$256,523	\$314,435	\$457,558	\$492,683	\$528,375	106%
Operating	\$12,426	\$13,699	\$74,585	\$107,301	\$134,293	981%
Total	\$268,949	\$328,134	\$532,143	\$599,984	\$662,669	146%

While the Department's overall budget has grown since FY2014, these increased expenses reflect the Department's evolving services and staffing growth. Increases in operating costs are attributable to equipment expenses and professional services, while personnel increases are the result of increasing full-time positions and higher base salary costs in the Department. According to staff, the Natural Resources Department has added seven positions over the last several years. As the Department's staffing and operations have evolved, expenses in both areas have increased accordingly.

Staffing

The following is a list of authorized positions within the Natural Resources Department for FY2019 based on data provided from the Town's MUNIS system.

Table 70: Natural Resources Department Authorized Staffing, FY2019

Natural Resources	Authorized Full-Time Positions	Authorized Part-Time Positions	Total Authorized Positions
Administrative Assistant	1	0	1
Assistant Town Biologist	1	0	1
Protected Species/Beaches Technician	1	0	1
Hatchery Technician	1	0	1
Natural Resources Coordinator	1	0	1
Natural Resources Enforcement Officer/Shellfish Warden	1	0	1
Town Biologist	1	0	1
Water Quality Specialist	1	0	1
Total	8	0	8

In late 2018, the Town approved the creation of a new position – Director of Natural Resources. As a new position, it is not yet in the Town's MUNIS system.

Natural Resources Analysis and Recommendations

The Natural Resources Department plays an instrumental role in safeguarding the health and vitality of Nantucket’s ponds, harbor waters, and marine life. The conservation, shellfish management, and water quality functions performed by the Department are indispensable to securing the Town’s long-term sustainability and protecting the future of Nantucket island.

To gauge the effectiveness of the Department’s current staffing and service levels, The Novak Consulting Group conducted a qualitative review of natural resources programming in peer communities. These communities included Barnstable, Chatham, Edgartown, Oak Bluffs, and Provincetown in Massachusetts and New Shoreham in Rhode Island. Of these peers, only Chatham groups conservation and shellfish activities in a Natural Resources department similar to Nantucket. Other peers perform these functions on a more limited basis using fewer staff.

The following figure compares staffing levels for conservation and shellfish functions among Nantucket and peer communities. The figure does not include information for Provincetown due to a lack of readily-available data. At the time of this writing, Provincetown had not responded to a request for additional information.

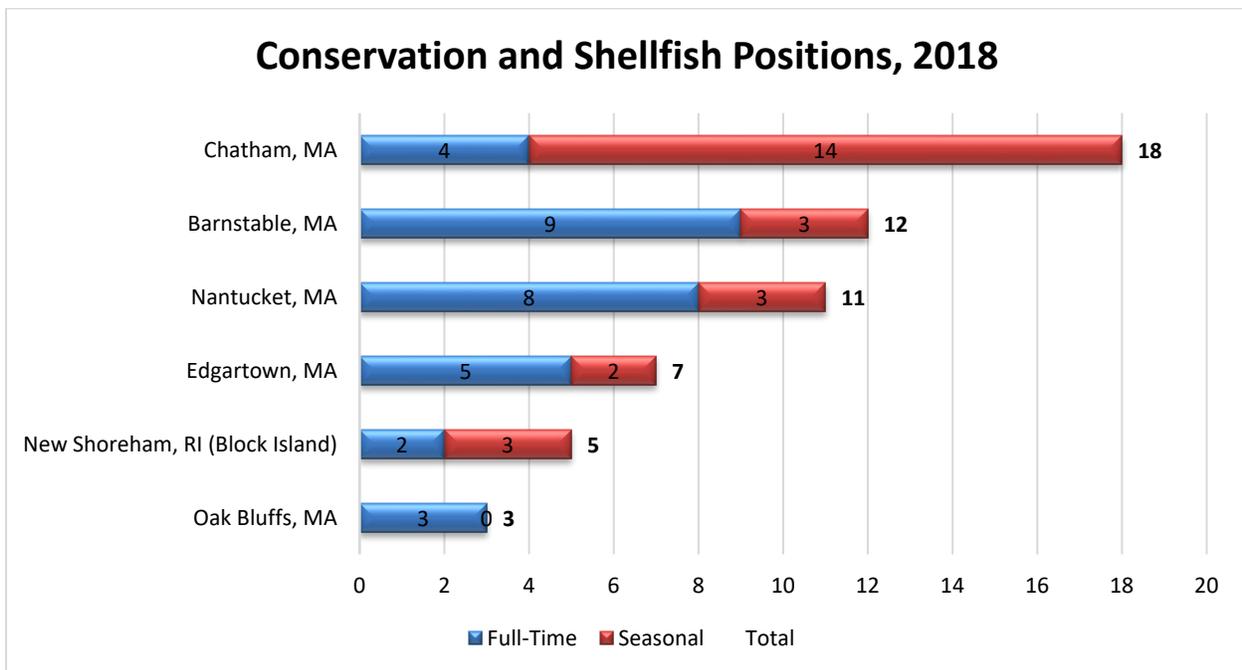


Figure 34: Total Conservation and Shellfish-related Positions, FY2018

Notably, Nantucket utilizes the second-highest number of full-time positions to coordinate conservation and shellfish-related functions. While Chatham deploys 18 staff in these functions each year, it relies heavily on seasonal positions. This reliance on seasonal positions is not as feasible for Nantucket due to the island’s location.

Based on the staffing levels and services provided by other communities, it is clear that the Town of Nantucket offers a high level of service and is able to dedicate significant staff attention to conservation

and shellfish activities compared to peer organizations. Preserving the Department's status as a regional leader in conservation and shellfish management does not necessarily require staffing adjustments; rather, the Department should focus on ensuring that its policy and strategic goals appropriately align with the Town Board's vision.

Recommendation 103: Reclassify Natural Resources Coordinator position to Resiliency and Sustainability Coordinator.

In late 2018, the Town approved funding for a Director-level position for Natural Resources. This new position was created in recognition of the community's emphasis on preserving the ecosystem of the island. The creation of this new position offers the opportunity to assess other environmental needs in the organization.

The Select Board identified Environmental Leadership as one of their four areas of focus in the Town's Strategic Plan. Additionally, the Town has had discussions regarding the need for a Resiliency and Sustainability Coordinator position to focus on development and management of the Coastal Resiliency Plan. To address this need and to assist in advancing the Strategic Plan's Environmental Leadership initiatives, it is recommended that the Natural Resources Coordinator position be reclassified to Resiliency and Sustainability Coordinator.

Recommendation 104: Set clear service level and policy goals for Natural Resources programs.

According to Natural Resources staff, the Department's strategic plan was first completed in 2013 and was most recently updated in 2017. The creation and upkeep of a departmental strategic plan represents an important foundational step to help the Department maximize its limited resources. This strategic plan should be utilized to help the Natural Resources Coordinator assign staff to core functions, prioritize future planning needs (including a state-mandated Harbor Plan update in 2019), and develop appropriate annual goals.

However, as the Town Select Board develops a more comprehensive Town-wide strategic plan, the Department should ensure that its strategic priorities do not conflict with the Select Board's mission, vision, and goals. The process of synchronizing the Natural Resources and Town-wide strategic plans involves two key steps. First, the Natural Resources Coordinator and Town Manager should engage the Select Board to explore and define clear service level expectations and policy goals for Natural Resources programs. These conversations should define appropriate procedural and customer service expectations of staff, including but not limited to:

- How should the Department communicate operational changes with the public?
- What is the Department's policy for issuing warnings during enforcement operations?
- How frequently should the Department engage in educational outreach initiatives?
- What kinds of educational outreach topics should the Department cover?
- What aspects of conversation, shellfish management, and water quality are most important to the Select Board?
- What new programs or initiatives would the Select Board like to see the Department undertake?

Engaging in these conversations allows the Select Board to exercise its role as the Town's policy-making authority to help guide staff efforts and clarify expectations regarding the frequency and quality of services. After these conversations have been held, the Natural Resources Department should review its own

strategic plan and, where necessary, align its priorities in the context of the Town-wide strategic plan and the Select Board's policy guidance.

Synchronizing the Natural Resources and Town-wide strategic plans will help streamline service delivery according to the Select Board's expectations. Each time the Town-wide strategic plan is updated, the Department should reevaluate and re-prioritize its strategic initiatives and goals to ensure staff are focused on achieving the organization's broader vision.

Conclusion

From a municipal service delivery perspective, the Town of Nantucket is a truly unique place. First and foremost, it is both a Town and County government. As such, it must provide a wide array of services from public safety and public works, to airport operations and social services. Additionally, Nantucket's geographic constraint as an island located 30 miles from the mainland severely limits the availability of any reasonable or reliable mutual aid from other local governments. And finally, as a growing community focused on preserving its ecosystem and a sought-after tourist destination, the cost of living on Nantucket is significant.

All of these factors combined create a variety of challenges for the Town organization. This Staffing Study was undertaken to determine whether the Town is structured and staffed appropriately to deliver the services necessary to maintain a safe, vibrant and healthy community year-round.

As outlined in this report, effectively staffing and structuring the Town organization will require a clear strategic approach to service delivery, maximizing the capacity of existing staff, and cultivating long-term solutions to the Town's cost of living challenges. The recommendations for change were developed to build on the Town's foundation of service.

Implementation of these recommendations will take time and hard work to be successful. The challenge to the Town is to make the decision to implement needed changes and to complete implementation. Given the factors presented, prioritization of these recommendations and thoughtful, planned implementation are needed to ensure resources are expended prudently.

Nantucket is very fortunate to be staffed with employees who care deeply about the community and are passionate about providing timely, quality customer service. Using this report as a guide, Nantucket can now further improve its operations and services.

Attachment A – Employee Survey

As part of the Staffing Study, The Novak Consulting Group administered a survey that was made available to all Town employees. The purpose of the survey was to assess employee perceptions and experiences regarding Town government.

Respondents were asked to provide their views on many facets of the Town, including their work environment, department, and organizational culture. In addition to demographic information, questions were asked in two forms: ratings scale (strongly agree, agree, disagree, and strongly disagree) and open-ended. The survey was administered using a web-based survey tool, SurveyMonkey®, and was available from July 9 – July 27, 2018.

Overall, themes that emerged from the survey include:

- **Respondents have a clear understanding of the Town’s expectations and how their work contributes to the Town’s success.** More than 80% of respondents say they know what is expected of them at work, and 90% say they understand how their work contributes to the Town’s mission.
- **Employees are proud of the level of service they provide.** In the responses to open-ended questions, many expressed pride in the Town’s ability to serve customers and in staff’s ability to work efficiently.
- **Employees would value more communication between department directors and staff.** Nearly 40% of respondents believe that their department director could do more to communicate departmental values to staff.
- **There is an opportunity for more cross-departmental collaboration.** More than 50% of respondents believe that their department does not communicate or collaborate enough with other Town departments.
- **More discussion and opportunities for diverse exchange of ideas would help employees understand Town decisions.** Nearly two-thirds (65%) of respondents do not believe that the organization makes decisions in a timely manner with the input of staff.
- **Employees value initiatives to attract and retain staff.** In responses to open-ended questions, many feel that there is a need for more staff and are concerned about the Town’s ability to attract and retain employees.
- **Many employees would appreciate programs to make the Island more affordable for staff.** Many of the responses to open-ended questions express concern about the high cost of living and lack of affordable housing on the Island.

The following sections include the overall results of the survey, as well as results by department and by tenure.

Demographics

The Town of Nantucket 2018 Employee Staffing Survey was available to all 332 employees. A total of 124 employees responded to the survey, yielding a response rate of 37%. This is considered a high level of employee engagement, as 30% is generally considered an average response rate. The tables that follow detail the demographic characteristics of survey respondents.

These were not required questions and, as a result, not all respondents answered every question, and some chose not to provide their demographic information. All respondents who answered the question (87) indicated they were full-time employees, and an equal number of respondents (42 each) indicated whether they supervised staff. Of the respondents, 44% (35) identify as male, 50% (40) identify as female, and 6% (5) identify as other.

Table 71: Respondents by Department

Department/Functional Area	Number of Responses	% of Responses
Culture and Tourism	5	6%
Finance	11	14%
Fire Department	5	6%
Health	6	7%
Human Services	2	2%
IT and GIS	5	6%
Natural Resources	2	2%
Planning and Land Use Services	8	10%
Police Department	17	21%
Public Works	6	7%
Sewer	3	4%
Town Administration/Town Clerk/Human Resources	11	14%
Total	81	100%

Table 72: Respondents by Tenure

Time with the Town	Number of Responses	% of Responses
Less than 1 Year	6	7%
1-5 Years	26	30%
6-10 Years	14	16%
11-16 Years	22	26%
17-20 Years	7	8%
21-25 Years	3	3%
More than 25 Years	8	9%
Total	86	100%

Table 73: Responses by Race/Ethnicity

Race/Ethnicity	Number of Responses	% of Responses
White	65	81%
Hispanic, Latino, or Spanish origin	3	4%
Black or African American	6	7%
Asian	0	0%
American Indian or Alaska Native	0	0%
Middle Eastern or North African	1	1%
Native Hawaiian or other Pacific Islander	0	0%
Some other race, ethnicity, or origin	6	7%
Total	81	100%

Overall Employee Survey Results

Respondents' opinions regarding Nantucket's work environment and organizational culture are summarized below. This report uses the term "significant" to describe statements with which 78% of respondents expressed overall agreement, and statements with which 40% of respondents expressed overall disagreement. These thresholds capture substantial areas of agreement or disagreement in the context of all survey responses. Significantly positive (78% or more overall agreement) and significantly negative (40% or more overall disagreement) results are highlighted in the narrative and are bolded in each table. It should also be noted that numbers presented in the tables of this report are rounded to the nearest whole number and may not add to 100%. To protect respondent confidentiality, responses were not analyzed for any categories or departments that received less than five respondents.

Work Environment

Generally, respondents have a clear understanding of what is expected of them at work, and how their work translates into the overall mission of the Town. Many also feel that their supervisor respects diversity, and that fellow employees are responsive and dedicated. However, 44% do not feel their workload is reasonable.

Table 74: Summary of Responses to Statements Regarding Employee's Work Environment

Statement	Strongly Agree	Agree	Disagree	Strongly Disagree
I know what is expected of me at work.	51%	43%	5%	2%
I have a clear understanding of how my work contributes to the overall success of the Town in achieving its goals and objectives.	53%	37%	10%	0%
I have the necessary tools, including training, materials, and equipment, to do my job.	29%	37%	27%	6%
My workload is reasonable.	17%	40%	30%	14%
I feel my direct supervisor values diversity, inclusion, and all ages and cultures.	43%	41%	9%	7%

Statement	Strongly Agree	Agree	Disagree	Strongly Disagree
My fellow staff members are willing to go the extra mile to get the job done and be responsive to the public.	40%	40%	15%	5%
I would recommend working for the Town to a friend.	24%	52%	18%	6%

Department Organizational Culture

A significant number of respondents (78%) indicate that they can trust the information that their department director provides. However, 39% of respondents do not believe that their director has done a good job of communicating the organizational values or facilitating open communication. Finally, approximately one-third of respondents do not believe their department encourages employees to improve work processes.

Furthermore, although the majority of respondents feel that employees in their department cooperate well together, more than half (54%) of respondents do not believe that there is generally good teamwork across departments. This suggests that while departments work well together, there are concerns that there is not enough interdepartmental collaboration.

Table 75: Summary of Responses to Statements Regarding their Department's Organizational Culture

Statement	Strongly Agree	Agree	Disagree	Strongly Disagree
My department director has done a good job of communicating the organization's vision, mission, and values.	26%	35%	29%	10%
My department director facilitates and encourages open, honest, and constructive communication.	30%	31%	28%	11%
Employees in my department cooperate as a team.	36%	41%	18%	5%
There is generally good teamwork and communication across departments.	19%	27%	47%	7%
My department encourages employees to actively improve work processes.	32%	36%	22%	10%
I trust the information that my department director provides employees.	35%	43%	16%	6%

Town Organizational Culture

A significant majority of respondents (79%) feel that customer service is a high priority for the Town. This sentiment was also reiterated in many open-ended responses.

However, many also feel that the Town's decision-making process could be more collaborative. A significant number of respondents do not believe that the organization values people with different ideas and opinions (50%), that decisions are made with the involvement of employees (65%), and that it is safe to ask questions after decisions have been made (46%).

Table 76: Summary of Responses to Statements Regarding the Town’s Organizational Culture

Statement	Strongly Agree	Agree	Disagree	Strongly Disagree
I believe our organization is moving in the right direction.	22%	38%	26%	13%
People with different ideas and opinions are valued within our organization.	21%	29%	34%	16%
Decisions in our organization are made in a timely manner and with the involvement of employees.	14%	22%	46%	19%
It is safe to ask questions after decisions have been made.	18%	36%	32%	14%
I trust the information that the Town Manager provides employees.	21%	46%	30%	4%
Our organization has high standards and ethics.	30%	40%	24%	6%
Our organization uses taxpayer dollars cost effectively.	25%	39%	29%	7%
Customer service is a high priority in our organization.	34%	45%	18%	3%
I feel that that the Town’s Leadership Team, Administration, and Board of Selectmen value diversity, inclusion, and all ages and cultures.	28%	42%	18%	11%

Results by Department

This section summarizes all responses to the ratings scale questions presented in the survey, organized by the respondent’s department affiliation, among the three primary statement categories: Work Environment; Department Organizational Culture; and Town Organizational Culture. “Overall agreement” indicates the total percentage of positive responses from respondents in that department.

The following table provides the average percentage of positive responses (defined as a "Strongly Agree" or "Agree" response) offered by survey respondents by department for each survey topic. Human Services, Natural Resources, and Sewer are reported as part of the “No Department Indicated” category due to the small number of respondents from those departments. Additionally, 43 out of 124 respondents did not indicate their departments.

Overall, the highest percentage of positive responses came from the Public Works Department, where 84% of the responses were generally positive. The lowest percentage of positive responses came from the Fire and Police Departments. In the Police Department, responses were equally positive and negative in all three subject areas. In the Fire Department responses were most negative to “Town Organizational Culture” statements.

Table 77: Agreement Level by Survey Category and Department

Department/Functional Area	Work Environment	Department Culture	Town Culture	Overall Agreement
Culture and Tourism	76%	67%	44%	64%
Finance	89%	65%	54%	72%
Fire Department	54%	60%	32%	50%
Health	81%	66%	66%	72%
IT and GIS	83%	77%	60%	74%
Planning and Land Use Services	71%	65%	53%	64%
Police Department	50%	50%	50%	50%
Public Works	90%	81%	80%	84%
Town Administration/Town Clerk/Human Resources	77%	80%	58%	73%
No Department Indicated	82%	65%	64%	68%
Total	78%	65%	61%	68%

Results by Tenure

The following table summarizes all responses to the ratings scale questions presented in the survey, organized by the respondent's tenure group. The majority of respondents (53%) have been with the organization 10 years or less. Long-serving employees who have been with the Town 20 years or more make up another 20% of respondents. A total of 38 out of 124 respondents chose not to specify their tenure.

The category with the highest percentage of positive responses was employees who have been with the Town for less than one year; 96% of responses were positive. The respondents with the lowest percentage of positive responses were employees who have been with the Town for 6-10 years; 49% of responses were positive.

Table 78: Agreement Level by Tenure

Tenure	Work Environment	Department Culture	Town Culture	Overall Agreement
Less than 1 Year	97%	97%	96%	96%
1-5 Years	76%	71%	66%	70%
6-10 Years	76%	58%	64%	49%
11-16 Years	50%	50%	48%	66%
17-25 Years	77%	54%	47%	59%
More than 25 Years	73%	71%	66%	70%
No Tenure Indicated	83%	63%	61%	71%
Total	78%	65%	61%	68%

Results by Supervisory Level

The following table summarizes all responses to the ratings scale questions presented in the survey, organized by the respondent’s supervisory level group. An equal number of respondents identified themselves as supervisors as identified themselves as non-supervisors. A total of 40 out of 124 respondents chose not to indicate whether they supervised employees.

There is a slight disparity (four percentage points) in the percentage of positive responses between supervisors and non-supervisors, with non-supervisors providing a slightly higher percentage of positive responses. The largest disparity was in “Town Organizational Culture,” where responses from supervisors were only 56% positive, compared to 66% positive from non-supervisors.

Table 79: Agreement Level by Supervisory Level

Supervisory Level	Work Environment	Department Culture	Town Culture	Overall Agreement
Supervisor	74%	67%	56%	65%
Non-Supervisor	78%	64%	66%	69%
No Supervisory Level Indicated	82%	62%	62%	70%
Total	78%	65%	61%	68%

Results by Race/Ethnicity

The following table summarizes all responses to the ratings scale questions presented in the survey, organized by the respondent’s race/ethnicity. The majority of respondents (82%) identify as White. A total of 45 out of 124 respondents chose not to indicate their race/ethnicity.

There is a slight disparity (three percentage points) in the percentage of positive responses from White respondents and respondents of color. The largest disparity between the two group’s responses were in “Work Environment,” but this was also the category with the highest percentage of positive responses for both groups.

Table 80: Agreement Level by Race/Ethnicity

Race/Ethnicity	Work Environment	Department Culture	Town Culture	Overall Agreement
White	79%	68%	55%	69%
Non-White	74%	66%	56%	66%
No Race/Ethnicity Indicated	77%	57%	48%	65%
Total	78%	65%	61%	68%

Results by Gender

The following table summarizes all responses to the ratings scale questions presented in the survey, organized by the respondent’s gender group. Half of respondents identified themselves as female, while another 44% identified themselves as male and 6% identified themselves as other. A total of 44 out of 124 respondents chose not to indicate their gender.

There is a slight disparity (four percentage points) in the percentage of positive respondents from males versus females. The largest disparity is in the “Departmental Organizational Culture” questions; 69% of male responses were positive while only 61% of female responses were positive.

Table 81: Agreement Level by Gender

Gender	Work Environment	Department Culture	Town Culture	Overall Agreement
Male	77%	69%	64%	69%
Female	80%	61%	57%	65%
Other	74%	63%	62%	66%
No Gender Indicated	78%	66%	64%	70%
Total	78%	65%	61%	68%

Open-Ended Questions

Several open-ended questions were included in the Employee Survey. Responses to these questions were categorized, and the most common themes that emerged from the responses are discussed below.

Town Strengths

Respondents were asked what they believe the Town or their department does particularly well. The most-common response category by far was Customer Service; many mentioned that the Town goes the extra mile to meet residents’ needs. The second most-common category was Efficiency; many staff feel their team is able to handle issues quickly and effectively. The top seven categories of response are listed in the table below.

Table 82: Summary of Responses to the Question, “What do you believe your Town or your department does particularly well?”

Response Category	Number of Responses
Customer Service	20
Efficiency	6
Cooperation	4
Communication	3
Work Ethic	3
Timeliness	3
Transparency	3

Town Challenges

Respondents were asked what they believe was the most significant challenge facing the Town or their department. The most common response was staffing challenges; many respondents are concerned about the Town’s ability to recruit and retain staff. The second most common response was the challenge of housing; the lack of affordable housing makes it difficult for many staff to live on the Island. The top nine categories of response are listed in the table below.

Table 83: Summary of Responses to the Question, “What do you believe is the most significant challenge facing the Town or your department?”

Response Category	Number of Responses
Recruitment and retention of Town staff	27
Lack of affordable housing	12
Technology modernization	7
High cost of living	5
Departmental leadership	5
Lack of resources	5
Insufficient training	5
Heavy workload	5
Lack of communication	4

Suggested Changes

Respondents were asked what one thing they would change about the Town or their department, if they could. The most common response was increasing staff. The second most common response was improved communication, both within their department and interdepartmentally. The third most common response was increased compensation. The top seven categories of response are listed in the table below.

Table 84: Summary of Responses to the Question, “If you could change one thing about the Town or your department, what would it be?”

Response Category	Number of Responses
More staff	8
Better communication	7
Higher salary	6
More affordable housing	5
More modern technology	5
Modify or end the Town Meeting structure	4
Eliminate unions	4

Respondents were also asked if there were any programs or services the Town or their department should stop providing. The majority of respondents said that there were not any services they think should end. However, five respondents indicated that they think the Town should stop providing nursing home services.

Other Comments

Respondents were also asked if they had any other comments they wanted to make relative to the Staffing Study. The most commonly-mentioned topic was technology; respondents expressed a desire for more technology to assist them in performing their jobs. Several other respondents again expressed the opinion that salaries at the Town need to be increased.

Attachment B – Employee Housing Survey

The availability of affordable housing for Town employees is one of the most pressing issues impacting Town recruitment and retention efforts. To assess Town employees’ housing pressures, The Novak Consulting Group administered a survey that was made available to all Town employees.

Respondents were asked questions about the type of housing they live in, housing affordability, and housing stability. The Employee Housing Survey was available to all employees, although it was targeted at Island residents. A total of 60 employees responded to the survey.

The survey was administered using a web-based tool, SurveyMonkey,[®] and was available from July 9 through July 27, 2018.

Overall, themes that emerged from the survey include:

- **Respondents pay a significant portion of their income for housing.** More than 60% of respondents spend more than a quarter of their income on housing, and more than 20% spend more than half of their income on housing. Many respondents are concerned about affordability.
- **For those who rent, their housing situation is often unstable.** Although few are required to move out of their rental space during the summer months, several employees indicated that they will be forced to move soon as their landlord is not renewing their lease.
- **Home ownership is seen by many as an opportunity for stability.** However, many have difficulty purchasing a home, both in terms of affordability as well as availability on the Island.
- **Most respondents live with at least two other adults in the home.** Several respondents mentioned they are forced to share their living space with family, roommates, or renters in order to afford their housing.

Housing Situation

Respondents were asked about their current housing situation, including type of housing, cost, and whether they must relocate during the summer months.

Type of Housing

With regard to housing type, an equal number of respondents (47%) own a home as rent a home, apartment, or room. No respondents indicated that they live with friends.

Table 85: Responses by Housing Type

Housing Situation	Number of Responses	% of Responses
Rent an apartment or room	13	22%
Rent a home	15	25%
Own a home	28	47%
Live with parents	2	3%

Housing Situation	Number of Responses	% of Responses
Live with friends	0	0%
Share housing with non-family members, such as roommates	1	2%
Other	1	2%

Size of Housing

Respondents were asked how many rooms (not including kitchens and bathrooms) are in their housing unit. The average size of a respondent's home is four rooms.

Table 86: Responses by Housing Size

Number of Rooms	Number of Responses	% of Responses
1	1	2%
2	10	23%
3	10	23%
4	7	16%
5	6	14%
6	6	14%
7+	4	9%

Occupancy

Respondents were asked how many adults and children, aside from themselves, share their home. The majority of respondents (52%) share their home with at least two other adults. Nearly two thirds of respondents (62%) do not have any children in the home. The average number of other adults in the home is 1.6, and the average number of children is 0.7.

Table 87: Responses by Number of Other Adults in the Home

Number of Adults	Number of Responses	% of Responses
0	6	14%
1	14	33%
2	17	40%
3	2	5%
4	2	5%
5	1	2%

Table 88: Responses by Number of Children in the Home

Number of Children	Number of Responses	% of Responses
0	26	62%
1	5	12%

Number of Children	Number of Responses	% of Responses
2	8	19%
3	3	7%

Housing Cost

Respondents were asked to share their approximate monthly mortgage or rent payment. The average monthly rent or mortgage payment among respondents is \$1,839. An equal number of respondents (8% each) pay less than \$500 as pay \$3,000 or more per month.

Table 89: Responses by Approximate Monthly Payment

Rent or Mortgage Payment	Number of Responses	% of Responses
Less than \$500	3	8%
\$500-999	4	11%
\$1,000-1,499	6	16%
\$1,500-1,999	4	11%
\$2,000-2,499	6	16%
\$2,500-2,999	11	30%
\$3,000 or more	3	8%

Housing Affordability

Respondents were also asked what percentage of their pre-tax household income is spent on housing. More than 60% of respondents spend more than a quarter of their income on housing, and more than 20% spend more than half of their income on housing. The traditional threshold for housing to be considered affordable is 30% of pre-tax income or less. It is likely that at least half of respondents' housing costs are above that threshold.

Table 90: Responses by Percentage of Pre-Tax Income Spent on Housing

Percent of Pre-Tax Income	Number of Responses	% of Responses
<10%	6	10%
10%-25%	16	27%
26%-50%	25	42%
>50%	13	22%

The “Nantucket Shuffle”

Respondents were asked if they were renting and required to move during the summer months, which locals call the “Nantucket Shuffle.” Nearly all respondents (91%) did not report having to move.

The 8% of respondents who are required to move were asked how many times a year they have to move, and how long they had been doing the Shuffle. Among those who responded, all move twice a year. They have been doing it for between 2 and 20 years, with an average of 8.6 years.

Housing Preferences

Respondents were asked if they preferred to rent or own on Nantucket. More than two-thirds, 77%, of respondents prefer to own, while the remaining 23% prefer to rent.

Respondents were asked to comment on their preferences. For those who prefer to rent, common responses mentioned that owning and maintaining a home was not affordable, and they would not be able to purchase the type of property they would want on Nantucket. For those who prefer to own, the most common response was that home ownership provides security; there is no need to move or do the Shuffle, and they have property to pass on to their children. Many also mentioned using home ownership as an opportunity to build equity.

Housing Stability

Respondents were asked about their level of happiness with their current housing situation, and whether their current situation is sustainable into the future.

Housing Satisfaction

Respondents were asked if they were happy with their current housing situation. The majority (60%) indicated that they are happy with their situation, while the remaining 40% reported they were unhappy. The majority of commenters expressed concerns about the affordability of housing. Other frequently-mentioned concerns were the lack of availability of housing stock, the instability of the housing situation, and the fact that they would prefer to live alone but are forced to live with others to afford housing.

Housing Sustainability

Respondents were asked if they anticipated having to move in the near future. The majority of respondents (57%) said no, but 25% anticipate having to move within the next year. The most common reason was that their landlord was not going to renew the lease, often because they planned to sell the property. Several also mentioned that the size of their current living space was not adequate. Several others commented that their current living situation was no longer affordable.

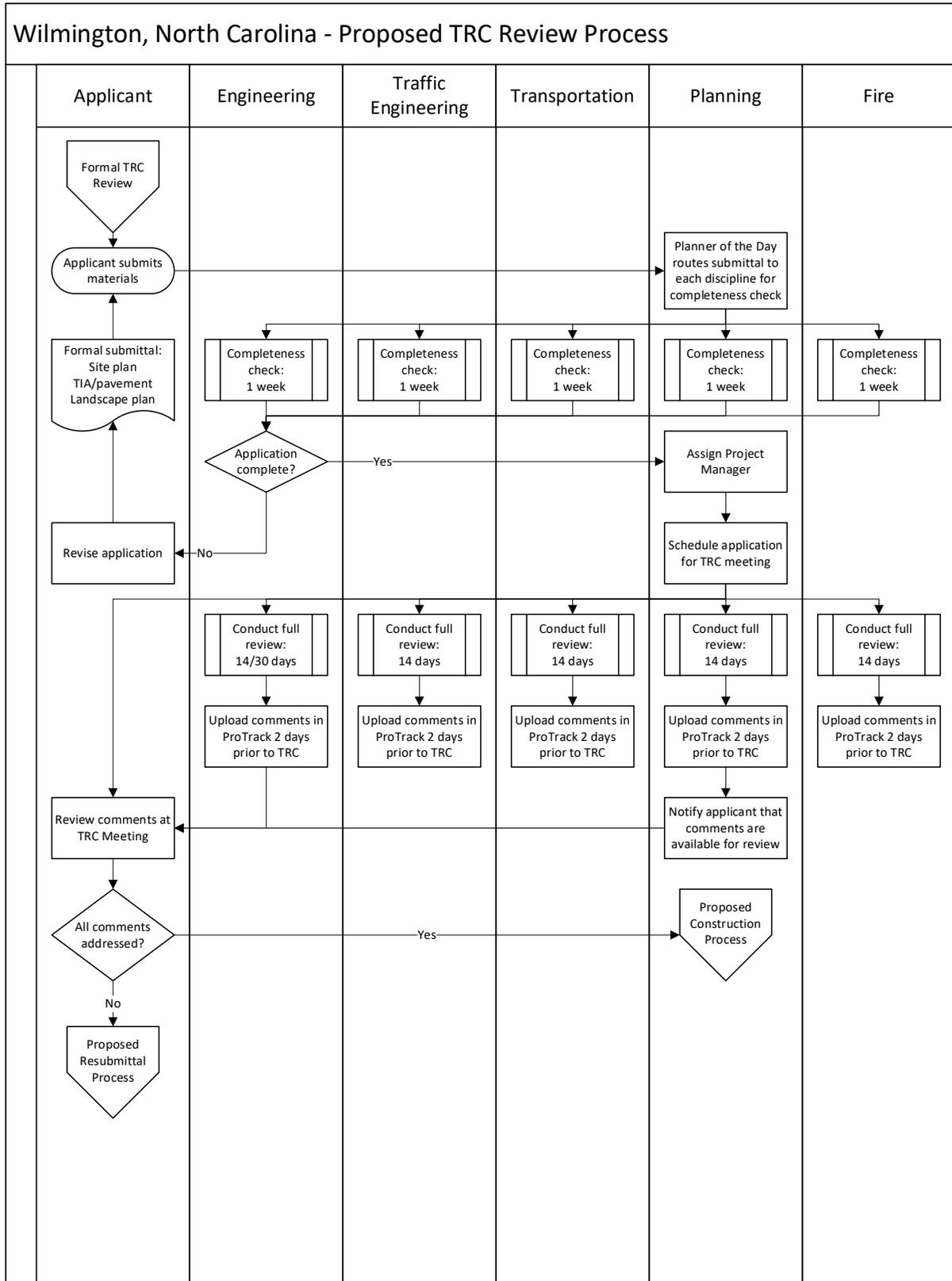
Table 91: Responses by Plans to Move in the Near Future

Plans to Move	Number of Responses	% of Responses
Yes, in the next 6-12 months	11	25%
Yes, in the next 2-5 years	8	18%
No	25	57%

House-Sharing Among Town Employees

The survey asked respondents about their capacity to share housing with other Town employees. Only one respondent currently provides year-round housing for another Town employee, and no respondents provide seasonal housing. However, nine respondents indicated that they would be willing to rent space to a year-round Town employee, and 11 respondents indicated that they would be willing to rent space to a seasonal Town employee.

Attachment C – Process Review Sample



Attachment D - Police Department Calls for Service - Types

Department Call for Service Category	Call Type
911 HANGUPS, Misdials, Dropped Calls	Reactive
Accident - Bicycle	Reactive
Admin	Admin
Admin Attendance	Admin
Admin Cruiser	Admin
Admin Equipment	Admin
ADMIN- Police Equip Damaged	Admin
Admin School	Admin
Airplane DO NOT USE	Admin
Airport	Reactive
Alarm	Reactive
Animal Bite (Report Req)	Reactive
Animal Nuisance (Bylaw Viol)	Reactive
Animal Other	Reactive
Animal Seal	Reactive
Arson	Reactive
Assault	Reactive
Assault & Battery	Reactive
Assist	Reactive
Barn Inspection	Proactive
Beach Closure Notification	Proactive
BICYCLE VIOLATIONS	Reactive
Boys & Girls Club Crossing	Proactive
Breaking & Entering	Reactive
Bylaw Violation	Proactive
Civil Dispute, Issues	Reactive
Confined Entry	Reactive
Description Required	Reactive
Disturbance - (not noise)(not domestic)	Reactive
Domestic Disturbance	Reactive
Drugs	Reactive
Elderly Person- Well Being Check, Phone Check, Concerns	Proactive
Escort/Transport	Admin
Family Issues, NOT Domestic or 209A. Custody or other	Reactive
FIRE - Fire Reports	Reactive
FIRE- Other, reports of gas smell, gas spills	Reactive
FOLLOW UP OR INVESTIGATION	Admin
Forgery	Reactive
Fraud	Reactive
Harassment	Reactive

Hunting Viol/Fish & Game	Reactive
Inspection	Proactive
Intoxicated person	Reactive
Investigation	Reactive
Juvenile Offenses/Truancy	Reactive
K9 Training	Admin
Larceny-From Building	Reactive
LIFEGUARD RESPONSE	Reactive
Liquor Violation	Reactive
Location Check	Admin
MARINE RELATED INCIDENT	Reactive
Medical	Reactive
MISCELLANEOUS INFORMATION- Record use only	Admin
MISSING Person	Reactive
Motor Vehicle - All Other	Reactive
Motor Vehicle - Hit Deer	Reactive
Motor Vehicle Abandoned	Reactive
Motor Vehicle Crash	Reactive
Motor Vehicle Stop	Proactive
Motor Vehicle Tow	Reactive
NAWAS Alert Phone	Reactive
Noise Complaint/Loud Party	Reactive
OPEN DOOR/WINDOW	Reactive
Parking Violation	Reactive
Passing Schoolbus	Reactive
Power Outage Reports	Reactive
Prisoner Meal	Admin
Property Damage/Vandalism	Reactive
Property Found	Reactive
Property Lost	Reactive
Property Stolen/Larceny-Theft	Reactive
PUBLIC WORKS MISCELLANEOUS	Admin
Radar	Proactive
Robbery	Reactive
Serve Notices	Admin
Sewer Issue	Reactive
Sex Offender	Reactive
Sexual Assault/Offenses	Reactive
Stolen Vehicle	Reactive
STREET OR SIDEWALK BLOCKED	Reactive
Street Repair/Pothole	Admin
Street Signs down or missing	Reactive
Suspicious Activity - All Other	Reactive

Suspicious Motor Vehicle	Reactive
Suspicious Person	Reactive
Taxi Complaint - Citizen	Admin
Taxi Inspection	Proactive
Taxi Violation - Police	Reactive
Traffic/Road Condition/Sign Down	Reactive
Traffic/Road Conditions	Reactive
Tree down/damaged	Reactive
Trespassing	Reactive
Violation - 209A	Reactive
Warrant Arrest	Reactive
Water Pipe Breaks/Leaks	Reactive
Weather	Admin
Well Being Check- NOT Elderly	Reactive
Wires or Pole down or damaged	Reactive

Attachment E – Visitor Survey Sample

Sample Survey to Offer Visitors

This is an optional survey template to offer at the Visitor Center, satellite booths and on the website. Surveys could be administered online, via paper (requiring some staff processing time) or by tablets set up for visitor use. The survey is brief but can be used to track performance, learn more about different demographic groups' preferences and experiences, and gather suggestions for improving service.

1. How have you interacted with Culture and Tourism while visiting Nantucket? (Check all that apply)
 - In-person visit to the Visitor Center or information booth
 - Phone call
 - Website visit
 - Volunteer interaction
 - Other (please specify)

2. How satisfied have you been with the quality of information you have received from Department staff?
Very satisfied, Satisfied, Dissatisfied, Very dissatisfied

3. How satisfied have you been with the convenience of getting information about lodging and tourism?
Very satisfied, Satisfied, Dissatisfied, Very dissatisfied

4. Is there any information that you wanted that the Department was unable to provide?

5. Are there additional amenities or services you would like to be offered on the island?

6. What is your age?
 - Less than 18
 - 18-24
 - 25-34
 - 35-44
 - 45--54
 - 55-64
 - 65 or older

7. What gender best describes you?
 - Male
 - Female
 - Other

8. Which categories best describe you? (Check all that apply.)
 - White
 - Hispanic, Latino, or Spanish origin
 - Black or African American
 - Asian
 - American Indian or Alaska Native

- Middle Eastern or North African
- Native Hawaiian or other Pacific Islander
- Some other race, ethnicity, or origin