

**TOWNWIDE STUDY OF
ORGANIZATION AND OPERATIONS**

Town of Wayland, Massachusetts

**MAXIMUS
Waltham, MA
May 13, 2002**

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I. INTRODUCTION AND EXECUTIVE SUMMARY

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INTRODUCTION

The Town of Wayland retained the consulting firm, MAXIMUS, to provide services focused on evaluating both the operations and the organization of the Town of Wayland government (not including the schools). The Board of Selectmen requested that this work be conducted in two distinct phases:

- **Phase I** (in Chapter II) examines the organizational structure of the Town and provides recommendations for improving on the current organization of the Town.
- **Phase II** (in Chapter III) examines the operations of the Town's various departments and functions from the perspective of management, operations and internal organization.

The project team from MAXIMUS engaged in a wide variety of tasks in an effort to obtain information and to solicit opinions on current operations and future alternatives. The points, that follow, provide a summary of the steps taken by the project team:

- Met with and extensively interviewed all Town department heads.
- Met with and interviewed almost every line staff person in the departments of the Town.
- Met with and interviewed the chairs of the Boards and Commissions in the Town of Wayland.
- Met with all members of the Board of Selectmen.
- In all, more than 100 interviews of staff and elected officials were conducted through the course of the study – all of these were conducted one on one or in very small groups (2–3 staff members).

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- Distributed an anonymous survey instrument to the Boards and Commissions to solicit further feedback from all members of the boards. This survey was designed to provide the project team with a basis for understanding the attitudes and opinions of these volunteers regarding operations and organization of the Town.
- Distributed a similar and anonymous survey to line staff persons to obtain information regarding their opinions about operations, organization and so on.
- Collected data from available sources in every department and function. This information is used to understand the productivity, management, planning and other aspects of operations in the Town.
- Developed and then reviewed (with each department head) descriptive profiles of all Town departments and functions. This serves as a summary of the interviews and data collection aspects of the project and serves as the foundation for analysis.
- Developed a Phase I report and presented / reviewed that document in an interim public meeting open to all residents of the Town. Feedback and comments were solicited from the participants of this meeting and were, in some cases, incorporated into the report.
- Developed a Phase II report regarding operations that was also presented in an open public meeting. Feedback was also solicited in this meeting and were, in some cases, incorporated into the report.

The project team from MAXIMUS designed this approach to ensure the maximization of opportunities for input and comment during the process from staff, citizens and elected officials.

EXECUTIVE SUMMARY

This section provides a summary of the major findings, conclusions and recommendations included in the body of the report. To facilitate review of these findings and recommendations, the project team has prepared a matrix summary, provide on the following pages. This matrix provides the findings, recommendations and any fiscal impact that can be attributed to the recommendations.

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Finding	Recommendation	Fiscal Impact
ORGANIZATION OF THE TOWN OF WAYLAND		
Open Town Meeting remains the most effective approach to operating Town Meeting (compared to representative Town Meeting which appears in larger communities).	Make no change to Town Meeting at this time.	\$0
<p>The use of an Executive Secretary / Board of Selectmen form of government appears to be negatively impacting the day-to-day administration of the Town, limiting accountability and misplacing authority.</p> <p>The Town Manager form would require the use of a charter – which would also remove the Board of Selectmen from the role of setting the authority and responsibility of the chief administrative officer (a power they will retain under the Town Administrator form).</p>	Move towards a Town Manager form of government. As an interim (or evolutionary) step, consider making the transition to a Town Administrator form. This will entail delegation of additional authority to the Town Administrator / Manager. This will also include moving staff from reporting to various boards and commissions to reporting to the Town Manager.	\$0
The financial operations of the Town are generally well run but would benefit from improving their overall coordination. The Town would also benefit from a more well coordinated approach to delivering financial services.	Consolidate the accounting, assessing, treasury, collection, purchasing and information systems functions into a single department. Make either the Accountant and the Treasurer / Collector eligible to function as the department head (this would allow for the two position to remain somewhat separate).	\$0

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Finding	Recommendation	Fiscal Impact
Public Works functions would benefit from consolidation of their operations and from consolidation of accountability and responsibility into a single operating department. Current operations are not always well coordinated, and resource allocation decisions are made based on departments rather than on the Town's overall needs.	<p>Develop a Public Works Department comprised of the currently separate functions of Highway, Landfill, Parks and Recreation, Septage, Water and Wastewater.</p> <p>Create a department head position from an existing vacant position.</p> <p>Eliminate the Board of Road Commissioners, the Water Board and the Wastewater District Commission (the Board of Selectmen would take on any residual responsibilities).</p>	\$15,000
Land use operations present a widely diversified approach to issues and present a confusing system for applicants to the process. Current efforts to address these issues include the formation of a Land Use Committee, intended to address on-going issues at the staff level to ensure that concerns are discussed and that all potential solutions are considered by all parties.	<p>Consolidate land use functions into a single department, with staff no longer reporting to their individual boards and commissions. This department head would report to the Town Manager.</p> <p>As an alternative, continue with the current separate functions, but have all staff report to the Town Manager / Administrator. The Land Use Committee should continue to meet, but should meet more regularly to ensure that issues are being addressed in a timely fashion.</p> <p>None of the boards or commissions in this area should be eliminated, though their role in directly supervising staff should be eliminated in all cases.</p>	\$0
Other functions of the Town currently are responsible to a range of accountability points (i.e., boards, commissions, Executive Secretary) which leads to some confusion about responsibility and authority (as well as diluting accountability).	All staff in the Town should report to the Town Manager on matters of personnel, finance, service levels, etc. Boards and commissions should retain no direct supervisory authority.	\$0

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Finding	Recommendation	Fiscal Impact
Making the changes recommended by the project team could be difficult if the Town made the effort to reverse prior Town Meeting decisions and Legislative Acts one by one.	Make use of the Charter approach and make all changes at the same time. Once the Charter has been accepted, it will supersede all of the other legislative decisions.	\$0
OPERATIONS OF THE TOWNS DEPARTMENTS		
The Board of Selectmen and Executive Secretary appear to be functioning well. There are some issues with the way in which meetings are run, the way in which goals are set for the Executive Secretary and the way in which issues have been delegated to the Executive Secretary.	<p>Make some changes to the way in which the consent agenda and the public speaking period of the Board's meetings are handled.</p> <p>Delegate additional roles and responsibilities to the Executive Secretary.</p> <p>Develop formal performance plans and goals for the Executive Secretary.</p> <p>Establish time-specific start times for each agenda item as both a time management tool and as a method for keeping the public more informed. Also track the time spent on each item as part of the minutes.</p>	\$0
Currently, the budgetary process is focused only on the financial side of policy making. The Town's policy makers do not currently establish formal goals, objectives or performance standards for any of the Town's services. Many communities will include these indicators in the budget document, once they have been developed, as a way for the public and policy makers to track the performance of staff.	The chief administrative officer (Executive Secretary or Town Manager), in conjunction with policy makers and department heads, should develop a set of performance standards for each function. The Finance Director should explore ways of (and then make a recommendation for) including these standards in the Town's budget presentation and ultimately in the adopted budget.	\$0

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Finding	Recommendation	Fiscal Impact
Staffing in all departments was sufficient to handle the current workloads.	Make no adjustments to staffing, with the exceptions noted, below.	\$0
In Data Processing, the project team found that there was little to justify the addition of the second position, and that the current roles for that position are ill-defined.	Eliminate the second position in Data Processing. There is insufficient information technology work to justify the position at this time. The other roles identified for the position do not support a full-time position.	(\$45,000)
The Dog Officer represents a major expense for the Town when compared to the revenues that are brought in from the position.	Eliminate the full-time Dog Officer position. Contract with a vendor for dog and cat control work (as is done with the Animal Control Officer).	(\$58,000)
Current service levels in the Fire Department are consistent with rural / sub-urban areas. However, the Fire Department cannot, on its own, provide an effective response to fight a structure fire. The Town is dependent on neighboring communities to ensure sufficient response staffing to a major incident (as they are dependent on the Town).	Pursue changes in the delivery of fire prevention and education.	\$0
Current EMS service delivery appears to be meeting the national standards in most cases – however, the Town should consider that there are times when the ALS responder is not arriving on the scene until more than 10 minutes have elapsed.	Work with ALS providers to enhance current services. Consider making a transition to providing ALS level care from within the Fire Department sometime in the future.	\$0
Current maintenance management software is limited (or nonexistent) in its capabilities. The Town would benefit from the additional data and management capacity that even an off-the-shelf system could bring to the Town.	Purchase an off-the-shelf maintenance management system for use in all public works functions.	\$15,000 This is a one-time cost.
		Total: (\$48,000)

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The project team has not summarized every recommendation included in the report. This Executive Summary has focused on the major findings and recommendations from the report (all of those with some financial impact have been included in the summary matrix). MAXIMUS found, in general, that the Town's operations are generally well, though often informally, run. The members of the project team believe that formalization of performance goals and standards, coupled with increased accountability for supervisors and staff, will result in improved services and service levels to the Town.

II. ANALYSIS OF THE ORGANIZATIONAL STRUCTURE OF THE TOWN

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This chapter provides the analysis of the first phase of the Townwide Organizational Study for the Town of Wayland. This chapter is organized into several sections, each of which addresses some aspect of the analysis of the Town of Wayland's current organizational structure or the alternatives available to the Town. The major components of this chapter include the following:

- **Introduction:** This describes the scope of work for this study as well as describing the methodology by which the project team went about conducting this Phase I work.
- **Summary of the Current Organization:** This section provides organizational charts and a summary of the characteristics of the current Town governmental structure.
- **Summary of By-Laws and Special Acts:** In order to understand the unique characteristics of the Town of Wayland, it is important to understand the various by-laws and special acts of the legislature that have a direct impact on the Town.
- **Legal Requirements for Town, Boards, Etc.:** This section provides a summary of the legal requirements facing the Town of Wayland. This section also provides a detailed summary of the alternatives available and the methods that would have to be used to affect any of these changes.
- **Summary of the Major Alternatives:** This section provides a summary of organizational alternatives facing the Town in terms of the way in which the Town Meeting is structured, the way in which the Town is administered and the way in which various departments can be organized.
- **Comparison of Wayland to Other Towns:** Though the experience of other Towns should not be assumed to represent an answer for the Town of Wayland, their experiences can provide some insight into the successes and issues that they have faced.

- **Criteria for Evaluating Organizational Alternatives:** It is important to describe the criteria by which each of the alternatives will be evaluated. This ensures that the full range of critical issues is covered while examining each alternative.
- **Analysis of the Alternatives:** This final section provides the project team's analysis of each of the alternatives facing the Town and provides our recommendations for making change in the organizational structure of Wayland's government.

The following section provides an introduction to MAXIMUS's analysis of the organizational alternatives for the Town of Wayland.

1. INTRODUCTION

This chapter represents the summary of the first phase of the project, the analysis of the Town's organizational structure. The scope of work, as defined by the request for proposal issued by the Town for the conduct of this study, included the following:

"...evaluate the current structure of town government, and, if appropriate, make recommendations for change."

As a result, the Town of Wayland MAXIMUS was asked to do the following in conducting this project:

- Evaluate the current structure of the Town's government to identify potential issues with efficiency, effectiveness and the delivery of services, as impacted by the current structure.
- Consider the cooperative working relationships (or lack thereof) between departments, boards and commissions with similar goals or responsibilities for service delivery.
- Identify any gaps or overlaps in terms of responsibility for, or provision of services in the Town.

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- Provide information to the Town regarding the various alternatives that exist in the Commonwealth for organizing town government. This would include identification of any issues that might accompany each of the alternatives.
- Finally, provide a recommendation from among the previously identified alternatives.

The project team took the following steps to develop its analysis in this phase of the project:

- Conducted interviews with all Board and Commission chairs.
- Interviewed departments heads and other line staff in each of the operating departments in Town (except the schools).
- Collected data describing the organization and operations of the Town.
- Distributed confidential surveys to the staff and to the boards and commissions in Town.
- Researched the applicable Town's by-laws and Special Acts.
- Cataloged applicable laws and alternatives for organizational structures of towns in the Commonwealth.

The section, that follows, provides a summary of the current organizational structure of the Town of Wayland.

2. THE CURRENT ORGANIZATIONAL STRUCTURE IS COMPRISED OF THREE PRIMARY GROUPS OF FUNCTIONS.

The Town of Wayland's organizational structure is comprised of three main groups of functions. These include:

- The independently elected Boards and Commissions.
- The Boards and Commissions that are appointed by the Board of Selectmen.

- Staff in various departments and functions that report to the Board of Selectmen through the daily oversight of the Executive Secretary.

The organization chart, on the following page, shows this current structure. The matrix, that follows the organization chart, provides additional information about the current organizational structure.

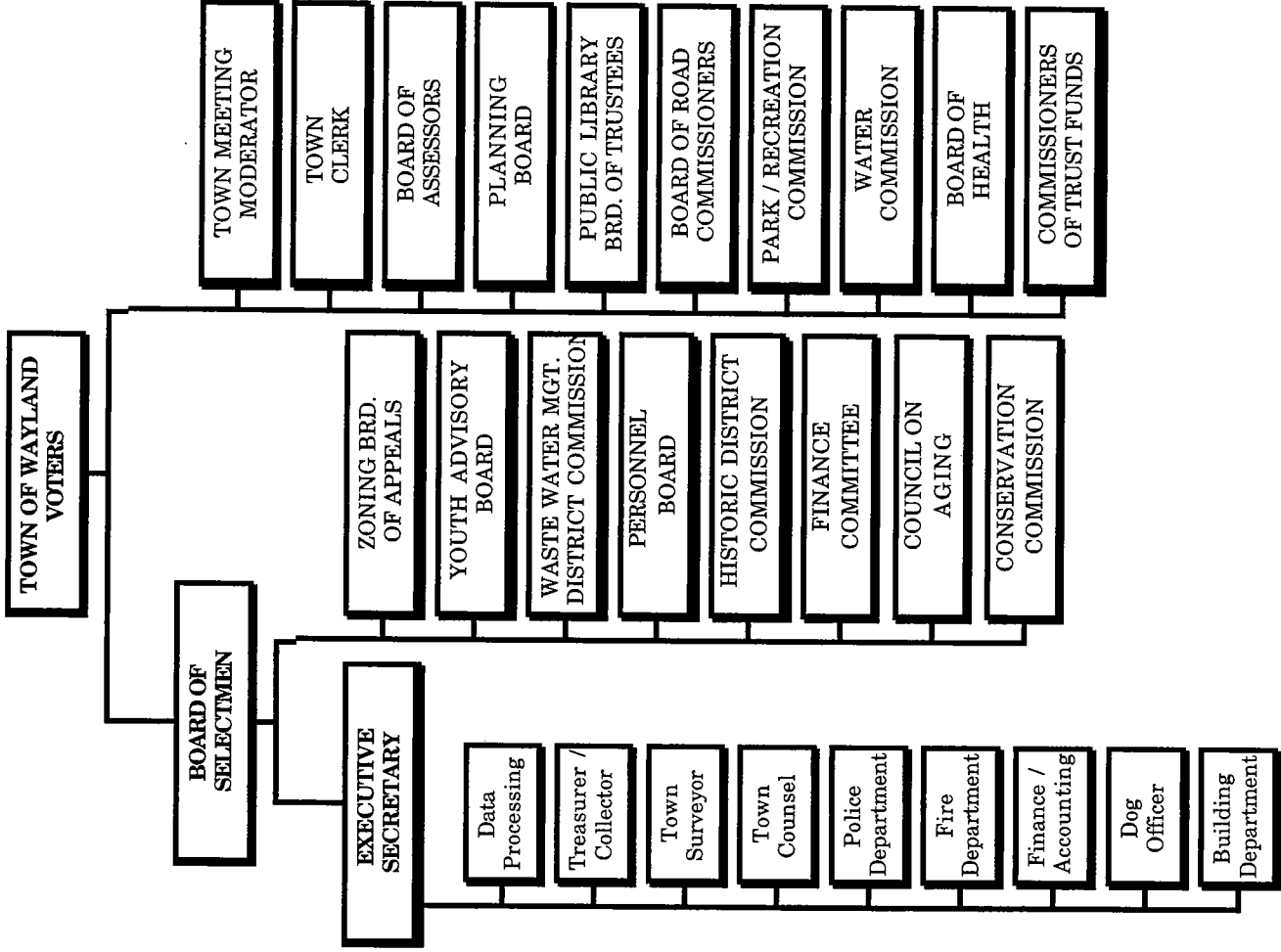
The current organizational structure shows that there are many accountability points within the Town. The organization chart shows the following:

- **Independently Elected Boards and Commissions** include the following (those with a “*” have staff that are appointed by these bodies and that work directly for these bodies):
 - Board of Selectmen *
 - Town Clerk *
 - Board of Assessors *
 - Planning Board *
 - Public Library Board of Trustees *
 - Board of Road Commissioners *
 - Park and Recreation Commission *
 - Water Commission *
 - Board of Health *

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- Commissioners of Trust Funds
- **Boards and Commissions that are appointed by the Board of Selectmen** include the following (as with the independent boards and commissions, those with appointing and oversight authority over their own staff are signified by an “*”):
 - Zoning Board of Appeals
 - Youth Advisory Board *
 - Waste Water Management District Commission *
 - Personnel Board *
 - Historic District Commission
 - Finance Committee
 - Council on Aging *
 - Conservation Commission *
- **Department that report to the Board of Selectmen directly (through the Executive Secretary)** include the following:
 - Data Processing
 - Treasurer / Collector
 - Town Surveyor
 - Town Counsel
 - Police Department

- Fire Department
- Accounting / Finance
- Dog Officer
- Building Department

The project team has identified some key characteristics as a result of our interviews with both staff and with members of the various boards and commissions. These are summarized in the points that follow:

- Staff that work for both the independently elected boards and commissions as well as those staff who work for the appointed boards and commissions believe that they work for their board or commission and then secondly for the “Town”.
- Interviews with the chairs of the various boards and commissions mostly echoed this sentiment.
- At the same time, staff clearly viewed the department heads as independent and were resistant to the idea that their board or commission would exercise daily oversight of the department.
- There are 14 “ultimate” accountability points in the Town of Wayland (15 if the Executive Secretary is counted and 16 if Town Meeting is counted). This is an extremely flat organizational structure as well as a widely distributed accountability system for a Town with 180 employees (excluding the schools).

The project team will identify more specific issues with the current organizational structure as we analyze the alternatives. The section, that follows, provides a summary of the by-laws and Special Acts that directly impact the organizational structure of the Town of Wayland at this time.

3. SUMMARY OF BY-LAWS AND SPECIAL ACTS THAT HAVE A DIRECT IMPACT ON THE TOWN'S ORGANIZATIONAL STRUCTURE.

One of the key elements for building an understanding of the current organizational structure of the Town is to understand the By-Laws and Special Acts that govern any of the elements of the Town's structure. The project team has researched these elements and has provided a summary of them in the table, which follows:

By-Law or Special Act	Impacts on the Town's Operations	Impacts on the Town's Organizational Structure
Board of Selectman Ch. 58, Town Code Ch. 68, Town Code Bd. of Selectmen as Traffic Commission.	<ul style="list-style-type: none">• Confirms the powers of the BOS as the Law Committee.• Confirms the powers of the BOS under the Civil Defense Act of 1954.• Seeks to conform Wayland's control of vehicles to the requirements of the Fair Labor Standards Act.• Enables the Town of Wayland to regulate and enforce traffic control.	<ul style="list-style-type: none">• Town Meeting placed the control of certain assets clearly under the BOS control.• Removes the need for a Traffic Commission.
Executive Secretary Ch. 145 Mass Acts 1956	<ul style="list-style-type: none">• Establishes the position of Executive Secretary with assigned duties from the BOS as needed.	<ul style="list-style-type: none">• Provides for the daily operation of the BOS within the Town.• The existence of the position enables the BOS to assign additional duties from time to time.
Personnel Board Ch. 43-2 Town Code	<ul style="list-style-type: none">• Establishes the Board and clearly assigns duties and a role in the collective bargaining process.	<ul style="list-style-type: none">• Provides a political buffer for the BOS and enables the Town of conform to Ch. 150E.
Town Clerk Ch. 41, Sec. 19k, MGL	<ul style="list-style-type: none">• Sets a method of compensation for the Town Clerk	<ul style="list-style-type: none">• This elected position and office are independent of BOS control and are not subject to the BOS assignment of work

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By-Law or Special Act	Impacts on the Town's Operations	Impacts on the Town's Organizational Structure
Town Treasurer and Collector Ch. 307 Mass Acts 1972	<ul style="list-style-type: none"> Combines and coordinates the treasury functions. Eliminates one middle management position 	<ul style="list-style-type: none"> The impact is internal to the Treasurer's Office
Finance Committee Ch. 19 Town Code	<ul style="list-style-type: none"> Assigns budget duties to Finance Committee and removes BOS and others from active roles in the fiscal administration of the Town. Schools the largest component in the annual budget may not be subject to as detailed review. The Schools currently produce separate payroll and expense checks for themselves 	<ul style="list-style-type: none"> The movement of authority away from the BOS, Town Accountant, Treasurer, and Administrator further fragments the Town's ability to respond to fiscal issues.
Board of Assessors Ch. 41, Sec. 24, MGL Ch. 19, Sec. 8 Town Code	<ul style="list-style-type: none"> Reporting duties of the BOA are defined and regulated. 	<ul style="list-style-type: none"> No impact on the Town's organization.
Council on Aging Ch. 12 Town Code	<ul style="list-style-type: none"> The Town Code creates an unusual class of department by defining the officers by title and the internal election method. Further, the power to appoint employees is removed from the BOS and vested with the COA. 	<ul style="list-style-type: none"> Ch. 12 further fragments the organization and creates another exception to the Town's consistent and transparent operation of government.
Parks and Recreation Commission Ch. 45, Sec. 1-9 MGL Ch. 254 Mass. Acts 1966	The Special Act passed for Wayland in 1966 assigns certain duties as noted in prior legislation regarding properties, cemeteries, and parks.	<ul style="list-style-type: none"> Ch. 254 Mass. Acts 1966 serves to fragment the property management obligation of the BOS. This creates and continues an uneven property maintenance standard among departments utilizing the Town's assets.

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By-Law or Special Act	Impacts on the Town's Operations	Impacts on the Town's Organizational Structure
Zoning Board of Appeals Ch. 41, Sec. 81z, MGL 379 Mass. Acts 1996	<ul style="list-style-type: none"> This act normalized the term of office for Wayland's ZBA which was first formed prior to the current state ZBA term standards. 	<ul style="list-style-type: none"> The activities of the commission have a narrow geographic focus and are able to provide services to the public with little direct impact on the organization.
Board of Health Ch. 41, Sec. 1 & 23, MGL	<ul style="list-style-type: none"> No Town Code, By-law, or Special Act was found that addressed the powers of the Board of Health which is left to operate within the simple outline of duties set forth in MGL. 	<ul style="list-style-type: none"> The lack of regulations and control leaves all parties free to undertake issues and duties as they determine the best interest of the town to be.
Planning Board Ch. 41, Sec. 70 & 81a, MGL Ch. 41, Sec. 81f-81j, MGL	<ul style="list-style-type: none"> No Town Code, By-law, or Special Act was found that addressed the powers of the Planning Board which is left to operate within the simple limits set forth in MGL. 	<ul style="list-style-type: none"> The lack of regulations and control leaves all parties free to undertake issues and duties as they determine the best interest of the town to be.
Planning Board of Appeals Ch. 47, Town Code	<ul style="list-style-type: none"> The Town Code sets forth the composition of the Planning Board of Appeals. The Board has set functions in the Zoning By-Law and is necessary under this structure 	<ul style="list-style-type: none"> The board has no impact on the overall structure of the Town's organization.
Board of Road Commissioners Ch. 41, Sec. 63 & 64, MGL	<ul style="list-style-type: none"> No Town Code, By-law, or Special Act was found that addressed the powers of the Road Commissioners which is left to operate within the simple bounds set forth in MGL. 	<ul style="list-style-type: none"> The lack of regulations and control leaves all parties free to undertake issues and duties as they determine the best interest of the town to be.

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By-Law or Special Act	Impacts on the Town's Operations	Impacts on the Town's Organizational Structure
Water Commissioners Ch. 41, Sec 69 a & b, MGL Ch. 80 Mass. Acts 1878 Ch. 206 Mass. Acts 1928	<ul style="list-style-type: none"> • Two Special Acts define the duties of the Water Commission. • The Commission appears to be the earliest separate agency fragmented from the town that still remains. • They read and bill for water use and issue adjustments. • They operate separately from other boards. 	<ul style="list-style-type: none"> • Personnel, assets, operating standards and fiscal objectives are all separate from the BOS authority. • The impacts of this fragmentation are repeated in several departments and boards.
Waste Water Management District Ch. 41, Sec. 65, MGL Ch. 461 Mass. Acts 1996	<ul style="list-style-type: none"> • A separate board to run the Sewer facility around the former Raytheon site. • The board has had difficult accounting for expenditures and revenue because of the software used. Progress is being made. 	<ul style="list-style-type: none"> • Personnel, assets, operating standards and fiscal objectives are all separate from the BOS authority. • The impacts of this fragmentation are repeated in several departments and boards.
Wayland/Sudbury Septage Treatment Facility Ch. 40. Sec. 4 and 4a, MGL Warrant Art. 14 STM 1997	<ul style="list-style-type: none"> • Inter-municipal agreement between Sudbury and Wayland is managed by the Wayland Board of Health 	<ul style="list-style-type: none"> • The activities of the Board have a narrow service focus and are able to provide services to the public with little direct impact on the organization. • The board members are representatives of various town services.
Historic District Commission Ch. 40, Sec 8b, MGL	<ul style="list-style-type: none"> • No Town Code, By-law, or Special Act was found that addressed the powers of the Commission which is left to operate within the simple bounds set forth in MGL. 	<ul style="list-style-type: none"> • The activities of the commission have a narrow geographic focus and are able to provide services to the public with little direct impact on the organization.

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By-Law or Special Act	Impacts on the Town's Operations	Impacts on the Town's Organizational Structure
Historic District Commission Ch. 40, Sec. 8c, MGL	<ul style="list-style-type: none">• No Town Code, By-law, or Special Act was found that addressed the powers of the Commission which is left to operate within the simple bounds set forth in MGL.	<ul style="list-style-type: none">• Many important duties and obligation vest with the Commission.• This lack of direction leaves the Commission's duties in property management to flounder.
Board of Library Trustees Ch. 78, Sec 10 & 11, MGL	<ul style="list-style-type: none">• No Town Code, By-law, or Special Act was found that addressed the powers of the Commission which is left to operate within the simple bounds set forth in MGL.	<ul style="list-style-type: none">• Many important duties and obligation vest with the Board. They control property and manage extensive assets of the Town.• The Commonwealth is most active in library affairs and standards.• The independent status enjoyed by both the state and the town board creates another class of department in Wayland

This series of by-laws and special acts has resulted in the structure that the currently exists in the Town – one that is highly decentralized in terms of accountability and responsibility. The decisions made by the Town, in the past, have also resulted in adoption of the weakest form of centralized management, the Executive Secretary, with very few powers delegated to this position by the Board of Selectmen. The key points to take away from this information is summarized, below:

- By-laws and special acts have resulted in a highly decentralized organizational structure. Granting specific powers to independent boards and commissions, elected officials and so on, has done this.
- Changing the current governmental structure in the Town of Wayland will require either the elimination or alteration of many of these by-laws and special acts. This can either be done individually or it can be done through the adoption of a charter (once that charter has been approved by the Secretary of the Commonwealth).

The section, that follows, examines the requirements and options that are available to the Town of Wayland in terms of organizing Town government.

4. LEGAL REQUIREMENTS FOR TOWNS, BOARDS AND COMMISSIONS IN THE COMMONWEALTH OF MASSACHUSETTS.

The next step is to assess the legal authority and requirements for the various boards and commissions in the Town of Wayland. This section examines several aspects of this issue:

- Whether or not each board or commission is required under Commonwealth law.
- What alternatives exist for each element.
- What steps would have to be taken to modify the existing arrangement if one of the alternatives were deemed to be more desirable.

The table, that follows, provides a summary of the key information related to the boards and commissions:

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Board or Commission	Commonwealth Requirement and Alternatives	Alternative Chosen by Wayland, Legal Authority	Steps That Would Have to Be Taken to Change the Structure
Board of Selectmen <ul style="list-style-type: none"> • Ch. 41, Sec. 1 & 21 MGL • Ch. 58, Town Code, BOS • Ch. 68, Town Code, Traffic Comm. 	<ul style="list-style-type: none"> • The Board is required • BOS may assign its authority to others. • Much of the BOS authority can be transferred to a Town Manager by Charter • Staff can report to TM, TA, or ES • Charter, By-Law, amends MGL • Rarely, a Special Act is used. 	<ul style="list-style-type: none"> • Wayland's Board of Selectmen structure is often found in smaller towns with fewer services • TM has voted the bare minimum of organizational structure to support the BOS. • Power vests with the BOS, little has been assigned to Boards and Committees. 	<ul style="list-style-type: none"> • Charter, Town Code, or Special Act would modify the current structure. • The BOS may proceed piece meal or undertake a broad based modernization.
Town Manager	<ul style="list-style-type: none"> • Can be defined in a Charter • Can be done by Special Act 	—	—
Town Administrator (Strong)	<ul style="list-style-type: none"> • A Charter or comprehensive Administrative By-law • May accept authority from BOS 	—	—
Town Administrator (Weak) Executive Secretary <ul style="list-style-type: none"> • Ch. 41. Sec. 23a • Ch. 145 M.A. 1956 	<ul style="list-style-type: none"> • Position is optional • Assigned duties from BOS • May accept authority from BOS • Can be done by Special Act or • Accepted Statute March 6, 1957 	<ul style="list-style-type: none"> • Wayland selected the weakest form of administrator in 1956 with duties as assigned. • BOS appointed, 1 to 3 yr term 	<ul style="list-style-type: none"> • Town Meeting Article can redefine powers and duties. • Town drafts a by-law change.

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Board or Commission	Commonwealth Requirement and Alternatives	Alternative Chosen by Wayland, Legal Authority	Steps That Would Have to Be Taken to Change the Structure
Personnel Board <ul style="list-style-type: none"> Ch. 43-2 Town Code 	<ul style="list-style-type: none"> Position is optional Assigned duties from BOS May accept authority from BOS Assign duties to Personnel Dir. 	<ul style="list-style-type: none"> The Personnel Board is defined only in Town Code. 	<ul style="list-style-type: none"> Redesign the Personnel function to better serve the Town. Amend the Town Code.
Town Clerk <ul style="list-style-type: none"> Ch. 41, Sec. 19K 	<ul style="list-style-type: none"> Sets compensation method Elected Position with out additional duties assigned 	<ul style="list-style-type: none"> April 30, 2001, town voted this change. 	<ul style="list-style-type: none"> Redesign the function and make it accountable to the BOS. Amend Town Code.
Town Treasurer and Collector <ul style="list-style-type: none"> 307 M.A. 1972 Ch. 72, Town Code 	<ul style="list-style-type: none"> Treasurer and Collector positions were combined in 1972 BOS appointed, 3 yr. term Can be the finance director. 	<ul style="list-style-type: none"> STM Nov. 13, 1971, Art. 19 Special Act, May 25, 1972 	<ul style="list-style-type: none"> Minor changes By-Law at TM Major changes Charter, or Special Act
Finance Committee <ul style="list-style-type: none"> Town Meetings MGL Ch. 19 Town Code 	<ul style="list-style-type: none"> Required (but the BOS could serve as the Fin. Comm.). Assign duties to a strong Finance Director 	<ul style="list-style-type: none"> Ch. 19 of the Town Code defines the power of the Fin. Comm. 	<ul style="list-style-type: none"> Redesign the function and centralize finance, budget, and purchasing.
Board of Assessors <ul style="list-style-type: none"> Ch. 41, Sec. 24 	<ul style="list-style-type: none"> Required (but BOS could be the BOA). MGL Reference BOS may appoint the BOA 	<ul style="list-style-type: none"> BOA is elected and manage staff 	<ul style="list-style-type: none"> Accept Ch. 43C Sec. 11, Amend Town Code to centralize the Finance Department.
Council on Aging <ul style="list-style-type: none"> Ch. 40, Sec 8b Ch. 12, Town Code 	<ul style="list-style-type: none"> Council is optional COA hires and manages staff 	<ul style="list-style-type: none"> Ch. 12-5 of Town Code enables COA to appoint employees 	<ul style="list-style-type: none"> Amend Town Code to centralize appointment powers to BOS or designee.

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Board or Commission	Commonwealth Requirement and Alternatives	Alternative Chosen by Wayland, Legal Authority	Steps That Would Have to Be Taken to Change the Structure
Parks and Recreation Commission • Ch. 45, Sec. 2 • Ch. 45, Sec. 1-9 accepted • Ch. 254 M.A. 1966	• Board is optional • Special Acts • Ch. 254 M.A. 1966 • Comm. Controls property • Centralize Property upkeep	• Special Act grants powers, 1966 • Town voted to reorganize parks, cemeteries, and boards • Elected 5 members, 3 yr terms • Duties transferred from prior acts	• Amend Town Code to remove control of facilities (unless assigned) and empower a Recreation Commission.
Zoning Board of Appeals • Ch. 41, Sec. 81z • Ch. 379 MA 1996	• ZBA is required though BOS may serve as ZBA. • 1996 ZBA terms reduced	• ZBA powers are standard and well defined • BOS appointed, 5 members, 3 yr terms	• Redesign Comprehensive permit process, ZBA process, and Planning Appeals process. • Seek Special Act and/or TM vote
Board of Health • Ch. 41, Sec. 1 & 23	• Required but could be taken on by BOS. • MGL defines duties • Health can manage a wide range of Town services	• MGL defines duties	• Health Agent, consolidated inspections, Ch43C, Sec. 13
Planning Board • Ch. 41, Sec. 70 & 81a • Ch. 41, Sec. 81f – 81j were accepted • Ch. 47 (Planning Board of Appeals, Town Code	• Board is required. • Board can be appointed • Board of Survey ended • Now, Planning Board and • Planning Board of Appeals • PB manages staff • Staff can support PB and other committees of Town	• Town voted modern legislation. • Planning Bd. powers are standard and well defined	• Redesign service delivery and support to Town boards. • Seek Special Act and/or TM vote
Board of Road Commissioners • Ch. 41, Sec. 64 • Ch. 41, Sec. 63 & 64 were accepted	• Optional. • MGL Reference • Acts Accepted	• Three Road Commissioners (Elected)	• Redesign service delivery and support to Town boards. • Seek Special Act and/or TM vote

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Board or Commission	Commonwealth Requirement and Alternatives	Alternative Chosen by Wayland, Legal Authority	Steps That Would Have to Be Taken to Change the Structure
Water Commission <ul style="list-style-type: none"> Ch. 41, Sec 69 a & b Ch. 80 Mass Acts 1878 206 MA 1928 	<ul style="list-style-type: none"> Optional 1928 Bd. of Water Comm. Confirms acts of 5 members and reduces to 3 elected members 	<ul style="list-style-type: none"> General Court passed a special act to establish Commission 	<ul style="list-style-type: none"> General Court may vote to amend the 1878 vote. TM may be required to vote as well
Wastewater Management District Commission <ul style="list-style-type: none"> Ch. 41 Sec. 65 461 MA 1997 	<ul style="list-style-type: none"> Optional Elected or Appointed Ch. 41, Sec. 113 1997 District is established 	<ul style="list-style-type: none"> General Court passed a special act to establish Commission June 6, 1997 	<ul style="list-style-type: none"> General Court may vote to amend the 1997 vote. TM may be required to vote as well
Wayland/Sudbury Septage Treatment Facility <ul style="list-style-type: none"> Ch. 40, Sec. 4 & 4a STM 1997 Article #14 	<ul style="list-style-type: none"> Optional Ch. 41, Sec. 113 Joint Appointed Board (4 each) 	<ul style="list-style-type: none"> Inter-municipal Agreement Warrant Article 14, STM 1997 Duties transferred from Road Comm. To Bd. of Health 	<ul style="list-style-type: none"> General Court may vote to amend Special Act. TM may be required to vote as well
Historic District Commission <ul style="list-style-type: none"> Ch. 40, Sec. 8b Accepted, March 12, 1973 	<ul style="list-style-type: none"> Optional 	<ul style="list-style-type: none"> TM accepted the standard board structure, by vote, no special powers were added. 	<ul style="list-style-type: none"> Town Code may establish appropriate structure.
Conservation Commission <ul style="list-style-type: none"> Ch. 40, Sec. 8c, MGL 	<ul style="list-style-type: none"> Required (but could be the BOS). Town voted to accept Ch. 40, Sec. 8c 	<ul style="list-style-type: none"> TM voted March 15, 1961 	<ul style="list-style-type: none"> Town may draft a warrant article to amend the commission's structure and duties.
Board of Library Trustees <ul style="list-style-type: none"> Ch. 78, Sec. 10 & 11 	<ul style="list-style-type: none"> Required. MGL Reference Acts Accepted 	<ul style="list-style-type: none"> TM accepted the standard board structure, by vote, no special powers were added. 	<ul style="list-style-type: none"> Town Code may establish appropriate structure.

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The results from this summary are provided in the paragraphs that follow:

- There are several boards / commissions (and one function) which must exist and which must be stand-alone committees (i.e., they can not be the Board of Selectmen with an additional title). These include the following:
 - Board of Selectmen
 - Town Clerk
 - Planning Board
 - Board of Library Trustees
- The responsibilities, authority and powers of a number of required boards / commissions can be delegated to the Board of Selectmen (in fact the Board would take on additional titles and might have to hold technically separate meetings). These include the following:
 - Finance Committee
 - Board of Assessors
 - Zoning Board of Appeals
 - Board of Health
 - Conservation Commission
- In addition, the following boards and commissions are optional (but have been adopted by the Town of Wayland). Any of these could also be adopted with the Board of Selectmen serving in these capacities. These include the following:
 - Personnel Board
 - Council on Aging

- Parks and Recreation Commission
- Board of Road Commissioners
- Water Commission
- Wastewater Management District Commission
- Septage Commission
- Historic District Commission

This summary also demonstrates that the Town of Wayland has chosen to take the most decentralized approach to distributing authority for operations in its government. It is also important to note, when reviewing the preceding exhibit, that there are a wide range of requirements for making changes to the current approach. However, changes can be made to any and all of these current approaches by adopting a formal charter (which would, if enacted) “sweep away” all existing by-laws and special acts.

5. THERE ARE SEVERAL MAJOR ALTERNATIVES TO THE CURRENT ORGANIZATIONAL STRUCTURE OF THE TOWN OF WAYLAND.

This section describes the major organizational alternatives that are available to the Town of Wayland at the present time (this section does not include the wide variety of options that could be created using a charter – the bounds of which are virtually limitless in an organizational sense).

The table, that follows, provides a summary of the major options that are available to the Town, describes them and then offers some observations about any steps that might have to be taken to make any changes. The information from this table is summarized following the exhibit:

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Alternative	Description	Steps to Be Taken
Open Town Meeting	<p>In use in over 250 communities</p> <p>(Pros)</p> <ul style="list-style-type: none">• This is self-government at its best in the US, all voters may attend• Informs those people that attend. <p>(Cons)</p> <ul style="list-style-type: none">• Attendance is often poor.• Same speakers on most issues.• Skilled meeting goers can disrupt the flow of the meeting.• Uneven review of issues with some issues and department favored.• Does not meet often enough to discuss and complete the business of government.• Subject to “packing” the meeting for special interest issues.• Complex and political issues maybe poorly discussed• Ch. 30, Sec. 9, MGL	<ul style="list-style-type: none">• Status quo. <p>Promote attendance</p> <p>Increase the quorum to protect against packing.</p> <ul style="list-style-type: none">• Ch. 30, Sec. 9, MGL

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Alternative	Description	Steps to Be Taken
Representative Town Meeting	<p>In use in over 50 communities</p> <p>(Pros)</p> <ul style="list-style-type: none">• Attendance is predictable and meetings usually proceed on time.• All districts of the Town are represented by someone and none are omitted.• Only the members can speak on issues and not special interest supporters.• Better involvement by members in the discussions.• Members are inclined to vote for the common good as perceived by the people in their districts. <p>(Cons)</p> <ul style="list-style-type: none">• Political, special interest, and/or union groups can dominate the elections and control the warrant and the meeting.• Few candidates may be found to run for office.• Other voters lose interest in local government.• Power groups work to exclude non-players prior to the election process.• Ch. 43A, Sec. 1-9	<ul style="list-style-type: none">• Moving to a representative form of Town Meeting requires a ballot vote at an annual election.• Ch. 43A, Sec. 2 could be accepted

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Alternative	Description	Steps to Be Taken
Executive Secretary	<p>(Pros)</p> <ul style="list-style-type: none"> • ES provides a corporate memory of fiscal, management, and political issues. • ES is trusted by the BOS to represent them the way they want to be represented. <p>(Cons)</p> <ul style="list-style-type: none"> • Skill, knowledge and ability are not always the rule in the appointment of the ES. • Professional staff may use the ES position as a career stepping stone and move on. • The wages paid can be much less than wages paid for school, police and fire leadership positions • Ch. 41, Sec. 23c 	<ul style="list-style-type: none"> • Status quo.
Town Administrator	<ul style="list-style-type: none"> • See pros and cons for ES and TM. • See discussion 	<ul style="list-style-type: none"> • See discussion
Town Manager	<p>(Pros)</p> <ul style="list-style-type: none"> • TM provides a corporate memory of fiscal, management, and political issues. 	<ul style="list-style-type: none"> • A charter commission is necessary to present the Manager concept to the voters. • Other Town Managers will present information to the Charter Commission.

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Alternative	Description	Steps to Be Taken
Town Manager	<ul style="list-style-type: none"> • TM has training, skill, knowledge and ability to manage a large municipal organization. • Prior municipal employment enables many solutions to be transferred into the community <p>(Cons)</p> <ul style="list-style-type: none"> • BOS must move away from the hands on direction of projects and issues and deal policy level questions. • The wages paid and employment contract will become comparable to the school administrators. • TM becomes a new power center in the organization and the BOS to adjust its roles. • Ch. 43, Sec. 89 & 90, see discussion 	<ul style="list-style-type: none"> • Ch. 43B, Sec. 1-20
Finance Committee	<ul style="list-style-type: none"> • Fin. Committee is operating under the MGL outline of duties and has added practices that have centralized the budget making process at the expense of the town's ability to change. • Ch. 39, Sec. 16, duties • Ch. 40, Sec. 6, Reserve Fund 	<ul style="list-style-type: none"> • A Special Act or a TM Warrant Article making a By-Law changes. • Ch. 41, Sec. 58-60, bounds of amendment
Finance Department	<ul style="list-style-type: none"> • Currently, a Finance Department in name only. • The fiscal leadership of the Town is centralized and coordinated among the Treasurer/Collector, Accountant, and Assessors. • Ch. 43C, Sec. 11 	<ul style="list-style-type: none"> • A Special Act or a TM Warrant Article making a By-Law change

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Alternative	Description	Steps to Be Taken
Purchasing	<ul style="list-style-type: none"> • This function and others is now fragmented outside of Finance and needs to be centralized and conformed to a uniform standard. • Ch. 43C, Sec. 11 Para. 4 	<ul style="list-style-type: none"> • Ch. 43C, Sec. 11
Building Facilities Department	<p>(Pros)</p> <ul style="list-style-type: none"> • All building and all grounds could be cared for in an effective work plan. • Larger scale maintenance projects could be undertaken in sequence to preserve the assets of the Town • Staff could be better scheduled to undertake maintenance work and adjusted for the annual cycles at different sites. • Lesser skilled help could be used during peak periods and some savings or increased production would be seen. <p>(Cons)</p> <ul style="list-style-type: none"> • Department heads and boards that have enjoyed special treatment and customized care of property in their care will see a decline in service. <p>Authority</p> <ul style="list-style-type: none"> • The BOS may assign duties to any board, official, or employee these duties 	<ul style="list-style-type: none"> • The transition is simple. BOS proposes to centralize existing staff and budgets, Fin. Comm. moves the budget to a new appropriation account and supports the change at TM. TM voters approve the change and July 1 of that FY the project starts. • Ch. 41. Sec. 1 BOS Assigned Duties, TM Appropriates

- **Town Meeting:** The town faces two primary options with regards to Town Meeting – Open and Representative. It is uncommon for communities the size of Wayland to adopt the Representative form of Town Meeting (this will be demonstrated in a later section). There are some benefits from doing so, however, including a more predictable attendance and the ability to brief meeting members in more detail on major issues. Making the shift to a Representative form would require the adoption of this measure by a ballot vote.
- **Appointed Executive Positions:** There are three forms of administrative management commonly used in Towns in the Commonwealth. These include the following:
 - **Executive Secretary**, typically perceived to be the weakest form of this position. The powers of the Executive Secretary are delegated by the Board (and can be changed by the Board without seeking additional oversight). The Board of Selectmen maintains operational control over the operations of the Town under this approach.
 - **Town Administrator** is in between the Executive Secretary and the Town Manager (see below) in terms of power and authority. The Board and the Town Meeting define the roles of the position. These are typically more difficult to change on the whim of the Board of Selectmen – these positions typically have a greater role in managing day-to-day operations (but in some cases the Board of Selectmen maintains an active role).
 - **Town Manager** is the strongest appointed executive position. Typically, these positions are responsible for the oversight of all day-to-day operations. The Board of Selectmen has a reduced role to play in managing day-to-day operations – typically deferring to the judgment and management of the Town Manager except in areas of setting policy. In many cases, it is the role of the Town Manager to provide the Board with a range of policy options from which to choose.
- **Financial Functions:** The Town, under Commonwealth law, can create a Finance Department that contains some or all elements of the financial processes of the Town. This typically includes the combination of the accounting, assessing, collector, information systems, purchasing and treasurer functions under the guidance of a Finance Director. The Finance Committee would continue to function in its advisory capacity.
- **Building Facilities:** The Town can also create a consolidated property management and maintenance department (this could include the school building – grounds are already maintained by Parks and

Key points regarding the various towns' structure are as follows:

- Swampscott is the only town with Representative Town Meetings, the remaining towns all have Open Town Meetings.
- In addition to Wayland, Hopkinton, Hudson and Swampscott, employ executive secretaries, as the central administrative position within town government.
- The most common administrative position is the Town Administrator, with 5 towns having that position, which include Bedford, Holliston, Lynnfield, Maynard, and North Reading. Ashland, Concord, Ipswich, Sudbury, and Weston classify their central administrative position as a Town Manager.
- With the exception of Hopkinton, Wayland, and Weston all surveyed towns operate under a Town Charter. Wayland and Hopkinton operate under an Administrative Code, while Weston operates under a Special Act By-law.

The following subsections highlight the results of the comparative survey, particularly as they relate to the various divisions within town government.

(1) **The Towns Surveyed Used Boards and Commissions to Oversee a Variety of Town Functions, Including Land Use, Human Services, and Finance.**

The 14 towns were surveyed to determine, which Boards were in place to oversee town departments. Additionally, information was collected to evaluate the methods in which Board members were selected to sit on their Boards, primarily, categorizing boards by function and by elected or appointed positions. The subsections, which follow, illustrate the several Boards and Commissions utilized in the different towns.

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(1.1) All of the Towns Surveyed Had Various Land Use Boards With Most Boards Members Being Appointed by the Board of Selectmen or the Town Administrator.

Towns were surveyed to collect information regarding Boards that oversee land use within the community. These boards include the following: Planning Board, Zoning Board of Appeals, Historic District Commission, Conservation Commission and the Board of Health. As previously mentioned, the 14 Massachusetts towns were surveyed with regard to a variety of areas to allow for comparison of organizational structure. Towns were surveyed to determine, which Boards were elected, rather than appointed. The table, which follows, illustrates the varies Boards within the communities, indicating methods in which Board members are assigned to Boards.

	Planning Board	Zoning Board of Appeals	Historic District Commission	Conservation Commission	Board of Health
Appointed	Concord Holliston Hudson Ipswich Maynard Weston	Ashland Bedford Concord Holliston Hopkinton Ipswich Lynnfield Maynard North Reading Sudbury Swampscott Wayland Weston	Ashland Bedford Concord Holliston Hopkinton Hudson Ipswich Lynnfield Maynard North Reading Sudbury Swampscott Wayland Weston	Ashland Bedford Concord Holliston Hopkinton Hudson Ipswich Lynnfield Maynard North Reading Sudbury Swampscott Wayland Weston	Concord Holliston Ipswich Lynnfield Maynard North Reading

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	Planning Board	Zoning Board of Appeals	Historic District Commission	Conservation Commission	Board of Health
Elected	Ashland Bedford Hopkinton Lynnfield North Reading Sudbury Swampscott Wayland	Hudson			Ashland Bedford Hopkinton Hudson Sudbury Swampscott Wayland Weston

The following points highlight information from the table.

- Of the 5 Land Use Boards highlighted above, all the towns, with the exception of Hudson's Zoning Board of Appeals, appoint Board members to the Zoning Board of Appeals, Historic District Commission, and the Conservation Commission.
- While most Boards are appointed by the Board of Selectmen, several communities give appointing authority to the Town Administrator/Manger, specifically Concord, Holliston, Hudson, North Reading, and Sudbury.
 - In North Reading, the Town Administrator, except for the Zoning Board of Appeals, which is appointed by the Board of Selectmen, appoints all Boards.
 - In Holliston, the Town Manager selects Board members for the town's appointed Boards, but must receive final ratification from the Board of Selectmen.
- While most of the communities have a key appointing authority, either the Board of Selectmen or the Town Administrator, the majority of towns rely on input and recommendations from various non-appointing authorities.
- Town procedures varied with respect to the Board of Health and the Planning Boards, as the towns were almost equally divided between electing and appointing Board members to their two bodies.

The following subsection illustrates the cultural Boards operated by the towns.

(1.2) Board Members Are Appointed to the Council on Aging, but the Majority of Towns Elect the Board of Library Trustees.

As with the various Land Use Boards, the Cultural Boards were reviewed to determine if Board members were elected or appointed. Of the 14 towns, all Towns appointed Board Members to the Council on Aging. The towns varied with respect to the Board of Library Trustees. The following table illustrates the Board of Library Trustees and the Council on Aging, indicating those with elected Boards and the towns that appoint their Boards.

	Library Trustees	Council on Aging
Appointed	Holliston Ipswich North Reading	Ashland Bedford Concord Holliston Hopkinton Hudson Ipswich Lynnfield Maynard North Reading Sudbury Swampscott Wayland Weston

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	Library Trustees	Council on Aging
Elected	Ashland Bedford Hudson Lynnfield Maynard Sudbury Swampscott Wayland Weston	
Independent	Concord Hopkinton	

As the table shows, most towns elect their Board of Library Trustees, with the exception of Holliston, Ipswich and North Reading, which are appointed by the Board of Selectmen. However, in Concord and Hopkinton, the Libraries are independent from the town, per se, so the towns do not have direct oversight or authority in Library operations. Although the Concord Library is independent of the town management, there are 3 separate Boards, one of which is appointed by the Board of Selectmen. As the table illustrates, the majority of towns elect their Library Trustees and appoint Board Members to the Council on Aging.

(1.3) The Majority of Towns Elect Their Boards of Assessors and Very Few Have Personnel Boards.

Similar to the review of land use and cultural boards, financial boards were reviewed to determine which towns elected Board members, as opposed to appointing Board members. Towns not represented in either columns indicates that the towns do not have the Board.

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	Board of Assessors	Finance Committee	Personnel Board
Appointed	Concord Hopkinton Ipswich Maynard North Reading	Ashland Bedford Concord Holliston Hopkinton Hudson Lynnfield Maynard North Reading Sudbury Swampscott Wayland Weston	Concord Hopkinton Swampscott Wayland
Elected	Ashland Bedford Holliston Hudson Lynnfield Sudbury Swampscott Wayland Weston	Ipswich*	

The following points highlight information collected relating to the financial boards of the towns.

- The Board of Assessor reports to a variety of divisions within the various towns. For example, in North Reading the Board of Assessor reports to the Town Manager. Holliston, Hopkinton, and Maynard's Boards report to the Board of Selectmen.
- There are a variety of procedures used by the towns surveyed, however, electing the Board of Assessors is the most common
 - The Boards of Assessors are appointed in Concord, Ipswich, Maynard, and North Reading.

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- Concord's Board of Assessors is appointed by the Board of Selectmen, and reports to the Finance Committee.
- The Board in North Reading is appointed by and reports to the Town Administrator.
- On the other hand, in Maynard, the Board is appointed by and reports to the Board of Selectmen.
- Of the 4 towns with Personnel Boards, Concord, Hopkinton, and Wayland's Boards are appointed by the Board of Selectmen. Swampscott's Personnel Board is appointed by the Board of Selectmen and the Town Moderator.
- The Town Administrator oversees personnel issues in several towns, including Hudson, North Reading and Weston. Other Towns employ a Personnel or Human Resources Director to handle such issues.

While the majority of towns elect members to the Board of Assessors, several maintained different approaches to appointing Boards members. Similarly, most towns surveyed utilized the town administrative position or a Personnel Director to oversee the towns' personnel issues.

(2) Most Towns Have a Public Works Department That Incorporates Highway, Parks, Water, and Other Similar Divisions.

Besides boards relating to land use and culture, additional organizational structures were examined to determine the combination of specific divisions, those connected to public works, as well as the various committees associated with the divisions. The following table shows only those towns that have the following departments or commissions.

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	Public Works Department	Highway Department	Board of Road Commissioners	Park and Recreation Commission	Water Commission
Ashland	X			X	
Bedford	X			X	
Concord	X			X	
Holliston		X		X	X
Hopkinton	X			X	
Hudson	X			X	
Ipswich	X			X	X
Lynnfield	X			X	X
Maynard	X				
North Reading	X			X	
Sudbury	X			X	X
Swampscott	X			X	
Wayland			X	X	X
Weston	X			X	X

The points, which follow, highlight additional information relating to the table.

- As shown in the table, 12 of the 14 towns have Public Works Departments, which combine several divisions.
- With the exception of Holliston, all Water Commissions are elected. The Board of Selectmen appoints the Commission in Holliston. Lynnfield and Sudbury have Water Commissions, which oversee independent Water Districts.
- Of the 14 towns, 9 incorporate a Parks or Parks and Recreation division into the Public Works Department.
 - Several Towns incorporate Parks, but maintain separate Recreation Departments, including Concord, Ipswich, Lynnfield, North Reading, Swampscott, and Weston.

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- In Maynard, the Parks and Recreation division is included in the Public Works Department, which reports to the Town Administrator, rather than a commission.
- Of the 9 towns with a Parks and/or Recreation Commission, Hopkinton, Hudson, Sudbury, Wayland and Weston are elected Boards.
- The Park and Recreation Commission is appointed by the town administrator in Ipswich and North Reading, and by the Board of Selectmen in Swampscott

The following table illustrates the divisions included in the Public Works Department (this includes only the comparison communities).

	Streets	Water	Waste Water	Parks Maintenance	Recreation	Cemeteries
Ashland	X	X	X	X		X
Bedford	X	X	X	X		X
Concord	X	X	X	X		X
Hopkinton	X	X	X	X		X
Hudson	X	X				
Ipswich	X			X		X
Lynnfield	X			X		X
Maynard	X	X	X	X	X	
North Reading	X	X				
Sudbury	X	X		X		X
Swampscott	X	X	X	X		X
Weston	X			X		X

Key points regarding Public Works divisions are as follows:

- Ashland, Concord, and Hopkinton have either a Board or Commission overseeing their Public Works Departments.
- Hudson, Ipswich, Maynard, and North Reading report directly to the town administrative position.
- Bedford, Lynnfield, and Swampscott, report to the Board of Selectmen.

While the surveyed towns maintain a variety of Boards and Commissions, with the exception of a few towns, most communities operate similar Boards, particularly as it relates to the services provided by Public Works.

(3) **While Most Elected Boards Have the Authority to Select Staff, Appointed Boards and Departments Must Receive Final Approval from the Town Administrator or the Board of Selectmen.**

Towns were also surveyed to determine Board authority with regard to appointing staff. Depending on the type of Board, whether elected or appointed, authority varied significantly. However, most Towns based decisions on recommendations made by other divisions within the Towns' government, including the administrator, Department heads, and the Board of Selectmen. The following table illustrates the practices of the various Towns.

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	Elected Boards	Appointed Boards	Departments
Appoints all Staff	Bedford Hopkinton Lynnfield Maynard North Reading Swampscott Sudbury Wayland Weston	Lynnfield	Lynnfield Maynard
BOS Makes Final Decision	Ashland Holliston	Ashland Holliston Hopkinton Maynard Swampscott Wayland Weston	Ashland Hopkinton Swampscott
Town Administrative Position Makes Final Decision	Concord Hudson Ipswich	Bedford Concord Hudson Ipswich North Reading Sudbury	Bedford Concord Holliston Hudson Ipswich North Reading Sudbury Weston
Boards Make Final Decision	—	—	Wayland

The points below emphasize the key points from the table.

- The majority of towns give authority to elected Boards to appoint staff. Concord, Hudson and Ipswich are the only 3 Towns, whose administrative personnel have the authority to appoint all staff to any Department or Board.

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- While elected Boards remain relatively independent in their abilities to make hiring decisions, the Board of Selectmen and Town Administrator have greater oversight with respect to appointed Boards.
- Although the towns are divided with respect to where the authority lies to make the final decisions, most Towns require that either the Board of Selectmen or the Town Administrator provide input and recommendations to the person or Board making the final decision.
- With respect to the appointment of Department staff, final approval comes from the administrative position in 7 of the 14 Towns.
- In Holliston, the Town Administrator hires all staff for the Board of Assessors, which is the only elected Board that the Town Administrator has the authority to make hiring decisions.
- In general, Department Heads complete interviews and provide recommendations to the decision makers with respect to staff, however, Department heads in Maynard oversee all department staff and make the hiring decisions.

In general, the towns surveyed follow similar methods in appointing staff. The subsection, which follows, reviews the several organizational alternatives available.

(4) **Towns Are Divided with Respect to Combining Departments, However Many Have Community Development and Financial Services Departments.**

Towns were also surveyed to determine, which communities combined of various divisions with similar functions or area into a Department, either for Inspectional Services, Financial Services, or Community Development. The following table illustrates the organization alternatives used by the towns.

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	Inspectional Services Department	Financial Services Department	Community Development Department
Combined Department	Hopkinton Hudson Ipswich	Bedford Concord Hudson Ipswich Lynnfield North Reading Sudbury Swampscott	Ashland Concord Hudson Ipswich Maynard (contracts)
Independent Departments	Ashland Bedford Concord Holliston Lynnfield North Reading Maynard Swampscott Wayland Weston	Ashland Holliston Hopkinton Maynard Wayland Weston	Bedford Holliston Hopkinton Lynnfield North Reading Sudbury Swampscott Wayland Weston

The key points from the table are below:

- While the Financial Services department varied, most included the Town Accountant, Treasurer/Collector, and the Assessors.
- In the Town of Hopkinton, the Inspectional Services Department includes the Board of Health and the Building inspections divisions.
- In Ipswich, inspectional services are combined to form the Code Enforcement Department, which includes Building and Health inspections. Additionally, the Community Development Department includes Planning, Conservation and Open Space, and Housing divisions.

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- Building and Health Departments fall under the Building Commission in Hudson. The Planning and Economic Development Department oversees the Planning Board, Conservation Commission, and Board of Health.
- Concord incorporates Planning, Zoning Board of Appeals, Natural Resources and the Board of Health divisions into the Planning and Economic Development Department.
- While all towns provide these services, whether through independent or combined departments, Maynard contracts with private agencies to provide its Community Development Services.

As indicated above, the towns are almost equally divided in their approach to combining similar functions. The survey results indicate that most Towns have not combined various like divisions, rather maintaining separate functions within the government structure. The section, that follows, provides a summary of the criteria that will be used to evaluate the organizational options.

7. THE CRITERIA USED TO EVALUATE ORGANIZATIONAL ALTERNATIVES COVER A WIDE RANGE OF ISSUES.

This section provides a summary of the various criteria developed by the project team for use in evaluating various organizational alternatives for the Town of Wayland government. The matrix, that follows, provides a summary of the possible criteria:

Criteria	Description
Citizen Participation	<ul style="list-style-type: none">• Does the alternative foster or support citizen involvement?• Does the option increase the likelihood of citizen participation?
Accountability	<ul style="list-style-type: none">• Does the option result in accountability for staff and decision makers?• Are there opportunities for reviewing this accountability?

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Criteria	Description
Oversight	<ul style="list-style-type: none">• Does the alternative provide for sufficient oversight of services and staff by policy-makers and by those who are responsible for daily operations?• Are those people who control the operations present during the provision of those operations?
Budgetary Control	<ul style="list-style-type: none">• Does the alternative provide for appropriate budgetary oversight of operations and capital spending?• Is there proper support under the alternative for the provision of necessary information to support budgetary oversight?
Risk Management	<ul style="list-style-type: none">• Do those responsible for the services (under this alternative) have sufficient training and information to ensure that risk management is given a priority?
Service Delivery	<ul style="list-style-type: none">• Does the alternative support effective service delivery?
Responsiveness	<ul style="list-style-type: none">• Does the alternative foster responsiveness to citizen concerns?• Does this approach help with providing a comprehensive level of service?
Coordination	<ul style="list-style-type: none">• Does the approach foster coordination between similar services?• Are there opportunities for enhancing coordination or sharing of services?
Resource Management	<ul style="list-style-type: none">• Does the alternative support a “big picture” view of the needs of the Town and the distribution of resources to meet those needs?
Flexibility	<ul style="list-style-type: none">• Can the Town react to new situations and prioritize existing concerns quickly and efficiently under the alternative?• Does the alternative create obstacles to effectively responding to issues as they arise?

The project team will utilize these options to examine a series of alternative approaches in the section, which follows. Each alternative will be evaluated against these ten criteria as part of our evaluation of the options.

8. ANALYSIS OF VARIOUS ORGANIZATIONAL ALTERNATIVES FOR WAYLAND SHOWS THAT THE CURRENT STRUCTURE HAS SEVERAL INHERENT WEAKNESSES THAT COULD BE IMPROVED UPON THROUGH RE-ORGANIZATION.

This section focuses on the analysis of the various organizational alternatives that are available to the Town of Wayland. In order to facilitate this analysis, the project team has broken this section down into several sub-sections, each focusing on a major issue. These include the following:

- Form of Town Meeting
- Form of central administration
- Financial functions
- “Public works” and other maintenance functions
- Community development functions
- Other services

Each sub-section presents the various alternatives that exist (including the current one) and then provides MAXIMUS’s recommendation regarding the best option for the Town of Wayland.

(1) The Town of Wayland Should Continue Functioning with an Open Town Meeting.

The project team first examined the alternatives facing the Town with regards to the way in which Town Meeting functions. There are two alternatives for the operation of a Town Meeting in the Commonwealth of Massachusetts. These include:

- Open Town Meeting (this is the current approach used in Wayland).

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- Representative Town Meeting (where representatives are elected from various districts in the Town).

The matrix, which follows, provides a summary of the project team's analysis of these alternatives against the criteria identified in the preceding section:

Criteria / Alternative	Open Town Meeting	Representative Town Meeting
Citizen Participation	+	0
Accountability	0	0
Oversight	0	0
Budgetary Control	+	+
Risk Management	0	0
Service Delivery	+	+
Responsiveness	+	+
Coordination	0	0
Resource Management	+	+
Flexibility	-	-

The matrix, above, shows the project team's comparison of the two alternatives versus the criteria described, above. The paragraphs, that follow, provide a more extensive summary of our analysis:

- The matrix uses one of three symbols to denote our evaluation (“+” for positive, “-” for negative and “0” for neutral).
- The project team found that the benefits of the Open form of Town Meeting outweighed those of the Representative form (for Wayland's current circumstances) slightly. This was only in the area of citizen participation (where the open form allows all adults in Town to participate).
- Neither approach is particularly flexible when it comes to addressing issues quickly and as they arise (it takes time to call a Town Meeting).
- The Representative form of Town Meeting is more common among communities that are larger than 20,000 in population. None of the comparison communities are currently operating with Representative Town Meeting.
- The primary argument against the open form of Town Meeting is two-fold: 1) that people do not attend and do not educate themselves on the major issues facing the Town and 2) that various issues can be controlled by special interests who line-up supporters to attend the meeting to vote on specific issues.
- The primary arguments for the Representative form are that it allows for a better-educated group of voters and also that it ensures that every part of the Town is represented at Town meeting (i.e., with a selection of representatives from each district of Town).

Recommendation: **The Town of Wayland should continue to operate with an Open Town Meeting structure for the present time. However, should the population of the Town continue to grow past 20,000 (an unlikely near-term occurrence), the Town should consider shifting to the representative form.**

The following sub-section provides the project team's analysis of the alternatives for the central administration of the Town of Wayland.

(2) The Town of Wayland Should Move to a Town Manager Form of Central Administration.

This sub-section provides the project team's analysis of the options that are available to the Town for the central (i.e., day to day operational) administration of the Town and its various services. The project team has examined four alternatives:

- All services directly overseen by a board or commission (i.e., no Executive Secretary position working with the Board of Selectmen).
- The current situation (a mix of services that are overseen directly by boards and commissions as well as services that are overseen by the Executive Secretary on behalf of the Board of Selectmen).
- A Town Administrator (whose powers are defined by the sitting Board of Selectmen – i.e., weak Town Administrator).
- A Town Manager (whose powers are defined by a charter or special act and whose authority cannot be modified by the sitting Board of Selectmen).

The matrix, that follows, provides MAXIMUS's comparison of these various alternatives in relation to the criteria developed by the project team.

Criteria / Alternative	Boards / Commissions	Boards / Commissions / Executive Secretary	Town Administrator	Town Manager
Citizen Participation	-	0	+	+
Accountability	-	0	+	+

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Criteria / Alternative	Boards / Commissions	Boards / Commissions / Executive Secretary	Town Administrator	Town Manager
Oversight	-	0	+	+
Budgetary Control	-	0	+	+
Risk Management	-	-	+	+
Service Delivery	-	0	+	+
Responsiveness	-	-	+	+
Coordination	-	0	+	+
Resource Management	-	-	+	+
Flexibility	-	-	+	+

This analysis presents four major options that are available to the Town of Wayland. The paragraphs, that follow, provide a summary of our analysis:

- **Boards / Commissions** – This would, in effect, be a step backwards for the Town. This approach would result in the following:

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- No day-to-day oversight of departments by those who are ultimately accountable for their operations.
 - While on the face of it, this approach would maximize citizen involvement, the project team disagrees with this assessment. In fact, boards and commissions (which meet officially once or twice a month) do not afford frequent opportunities for citizen input (particularly when compared to a full-time staff position).
 - Operational management (including budget, risk management, service delivery factors) is limited when boards and commissions are in charge of day-to-day operations (or when they supervise the staff who are in charge of those operations).
 - Coordination would also be affected by this entirely decentralized approach. This includes issues regarding coordination of services as well as the overall use of resources by the Town's departments.
 - This approach provides for very slow reactions to issues as they arise (there is time between meetings, committees take time to reach consensus, etc.).
- **Boards / Commissions / Executive Secretary** –approach is the current approach in use in the Town. The project team found that this approach has led (and would continue to lead) to the following:
 - This approach has many of the same weaknesses of the prior one. The exception is that the Board of Selectmen has delegated some day-to-day authority for oversight of “their” departments to the Executive Secretary.
 - The day-to-day management of the Town's operations also has many of the same issues under this current approach as under the prior alternative. This means that there are issues related to oversight (particularly for those departments where the boards and commissions are directly responsible), accountability and budget control.
 - The same decentralized (i.e., uncoordinated) approach to risk management, service delivery and responsiveness to the public also exist in this approach.
 - The ability to coordinate service delivery, use of staff and use of resources is also impacted by the decentralized accountability under this alternative.

- This approach is also generally inflexible, making it difficult to quickly and effectively respond to new situations (again, it takes time to make the next meeting, committees are slow to make decisions, etc.).
- **Town Administrator / Town Manager** – These two options are very similar (with one major exception) and so they are summarized here together:
 - The presence of a full-time Administrator or Manager with authority over and accountability for the day to day operations of the Town's services would be much more accessible to the average citizen with a concern than are the current part-time boards and commissions.
 - The use of a full-time administrator allows for improved oversight of the day-to-day operations of the Town. This includes service delivery, budgetary and other financial issues, risk management, and so on.
 - In addition, the two positions are also able to provide for improved coordination and cooperation between the various departments of the Town government. This includes the ability to resolve issues regarding resource deployment as well as to provide central guidance and accountability, to prioritize issues for the Town, etc.
 - A professional full-time Administrator or Manager would also be better-versed regarding (and potentially more sensitive to) issues related to risk management, personnel management and so on. This has been an issue for the Town in the recent past.
 - These approaches are also more flexible and more able to quickly and effectively respond to new situations. There is no need to wait for a meeting (or meetings) to make decisions under these alternatives.
 - The one major difference between the two approaches is more than titular. Typically, the Board of Selectmen does the delegation of authority to a Town Administrator – the potential issue with this is that the Board could choose to reduce or expand these responsibilities. The roles of a Town Manager are typically set forth by charter or some other method that would supersede the ability of the Board of Selectmen to make changes. It should also be noted that this is an issue of some ambiguity in Massachusetts. A Town Administrator could be set up in the same way that

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we have described the Town Manager (i.e., a strong Town Administrator). We have used the two terms to provide for some distinction between the two.

Recommendation: **The project team recommends that the Town of Wayland move forward with the creation of a Town Manager position. The Town of Wayland currently operates with a non-school budget of more than \$16 million with no chief executive officer. The Town Manager position should have complete responsibility, authority and accountability for the day-to-day operations of all facets of the Town's services (non-schools). The Town Manager should report to the Board of Selectmen and should work closely with the other boards and commissions to ensure that the staff assigned to their various functions is following their policy directives.**

It should be noted that this will be a major departure from the current approach to providing services. The Town Manager would be responsible for oversight of all department heads and the functions that they supervise (rather than the boards). The project team envisions the boards and commissions as policy setting boards, while they would be removed from any supervisory responsibility over staff in their operations.

As an alternative, should the Town be interested more in "evolutionary" versus "revolutionary" change, consideration should be given to the creation of a Town Administrator. This could be done locally and would not require a charter to be adopted by the Town.

Specifically, the Town Manager / Administrator should be delegated a range of responsibilities including direct responsibility for overseeing all operations of all Town departments. The Manager / Administrator should also be responsible for developing and managing the Town's budget and for ensuring that the priorities of the Town (as defined by Town Meeting and the Board of Selectmen) are being met.

The Town would retain the important checks and balances through the relationship between the Board of Selectmen, the Manager / Administrator and the other boards and commissions. Ultimately, the Town Manager / Administrator works at the pleasure of the Board of Selectmen (within the

bounds of any employment agreement). Therefore, failure to comply or direct the compliance with the legitimate directions of any board would be grounds for dismissal.

The next sub-section examines any changes to the current organizational structure of the Town's financial functions.

(3) The Town's Financial Functions Should Be Consolidated into a Finance Department.

The Town of Wayland current operates with a number of financial functions operating as distinct decentralized operating units. These include the following functions:

- Accounting (includes payroll, accounts payable)
- Treasurer / Collector (investments, accounts receivable, collection of tax monies, cash management)
- Assessors (appraisal of property, setting of tax rate)
- Data processing (information systems and PC support)
- Purchasing (decentralized into most departments)

The Town of Wayland has two primary alternatives for arranging its financial functions. These include the following:

- Status quo – continue to have a number of distinct financial functions all operating as separate departments.
- Consolidated finance department – merge all financial functions into a single department.

The matrix, which follows, provides a summary of the project team's findings with respect to the alternatives for the delivery of financial services in the Town:

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Criteria / Alternative	Separate Finance Departments	Consolidate Finance Department
Citizen Participation	0	0
Accountability	0	+
Oversight	0	+
Budgetary Control	0	0
Risk Management	-	+
Service Delivery	-	+
Responsiveness	-	+
Coordination	-	+
Resource Management	-	+
Flexibility	-	+

The project team's analysis, from above, shows that assessment of the two options clearly favors consolidation of the financial functions into a single unit. The paragraphs, that follow, provide a summary of our key findings:

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- The lack of coordination and cooperation between and among the financial functions of the Town currently is very evident. There are numerous examples where coordination is lacking currently:
 - Information systems used by the Accountant and the Treasurer / Collector are different, resulting in duplication of effort, increased chances for error, etc.
 - It takes some effort between the Accountant and the Treasurer / Collector to ensure that the Town's cash needs will be met at any given point. This lack of coordination could be improved if the financial services operated as a single department.
 - Purchasing is decentralized into most of the operating departments.
- The project team does not believe that there are any significant differences in the opportunity for citizen participation between the two options.
- In areas of service delivery, responsiveness to internal and external clients, risk management and management of staff and other resources, the project team believes that the consolidated finance approach would improve each of these areas (due to a more comprehensive picture of the financial issues facing the Town on the part of managers and all staff members).
- Consolidation also rests much of the decision making authority in a single department head (who can work more effectively with the Town Manager recommended by the project team). The consolidated alternative is therefore more able to quickly and effectively respond to situations as they arise.
- While data processing (or more appropriately – information technology) has gone past being a tool for financial functions, it would be appropriate to consolidate IT into this department as well.

Recommendation: **The Town of Wayland should consolidated all financial functions into a single Finance Department. This would include the areas of accounting, assessment, budgeting, cash management, collection, information technology, investments, treasury and so on. This consolidation should be done with an eye towards improving the coordination and service delivery within the financial functions. The Town should centralize responsibility for purchasing within the Finance Department and the Town Manager's office. Concerns regarding the financial propriety of combining these functions can be addressed through the annual financial audit, which would serve as a check and balance mechanism.**

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This change would be more complicated, in some ways, than the transition to the Town Manager recommended, above. The following paragraphs describe, in more detail, the transition envisioned by MAXIMUS:

- The Town would retain a Finance Committee, with its responsibilities remaining the same as they are today. The Finance Committee would continue to be responsible for providing oversight of the operating and capital budgeting process, providing recommendations to Town Meeting regarding expenditures and so on.
- The Town would also retain the Board of Assessors. The Board would be responsible for setting policy, conducting relevant hearings and for managing the periodic revaluation of the Town's real properties.
- The staffing would remain the same in the newly consolidated department. Either the Accountant or the Treasurer / Collector would be candidates for the consolidated Finance Director position.
- Given the size of the Town of Wayland there is insufficient workload to justify the creation of a new Finance Director position. The incumbent in that position should be expected to provide for the duties of the position that they replaced (i.e., either the Accountant or Treasurer / Collector duties).
- The Finance Director would report directly to the Town Manager.

This change would centralize financial services under a single department head (thereby improving accountability and therefore service levels) reporting to the Town Manager. This would improve coordination and resource allocation between the various functions, allow for increased cross-training and other benefits.

The following sub-section provides the project team's analysis of the alternatives facing the Town of Wayland in the organization of the various "public works" functions.

(4) Consolidation of All “Public Works” Functions Is Appropriate.

The Town of Wayland current operates a number of “public works” functions in a very decentralized fashion.

These functions currently include the following:

- Landfill (currently under Board of Health).
- Parks and Recreation (includes cemeteries) – overseen by an independent commission. This function is included due to the concentration of maintenance personnel in this department.
- Septage Treatment District (jointly operated with Sudbury, oversight by an appointed board).
- Highway Department (overseen by an independent elected board).
- Water District (overseen by an independent board).
- Wastewater District (overseen by an independent board).

The project team has considered several alternatives in this section, including the following:

- Status quo – decentralized approach to “public works” service delivery.
- Total consolidation of all public works functions into a single department.
- Partial consolidation of public works functions (excluding Parks and Recreation).

The exhibit, that follows, provides a graphic summary of the project team’s findings regarding the comparison of these options to one another using the pre-determined criteria as a guide:

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Criteria / Alternative	Status Quo (Totally Decentralized)	Total Consolidation	Consolidate Exclude Parks and Recreation
Citizen Participation	-	+	+
Accountability	-	+	+
Oversight	-	+	+
Budgetary Control	-	+	+
Risk Management	-	+	+
Service Delivery	0	+	0
Responsiveness	-	+	+
Coordination	-	+	+
Resource Management	-	+	+
Flexibility	-	+	+

The project team's analysis shows that the current situation does not compare well to either of the alternatives. The paragraphs, that follow, provide a summary of our findings and conclusions:

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- The current approach, which has been ostensibly designed to encourage citizen participation in fact may result in reduced opportunities for citizens to impact the delivery of services in the Town. This is for the same reasons that have been previously discussed – lack of a full-time person who is both accountable and who has the authority to cause the departments to act can result in unresponsive service delivery.
- The current system does not compare well in terms of the major management criteria, including: oversight, accountability, budgetary control and risk management.
- In service delivery, the project team believes that the current system is somewhat neutral. While citizens have little ability to directly impact service delivery, the independent boards and commissions do take very seriously their responsibility to their specific scope of services.
- However, the project team does believe that consolidation of Parks and Recreation into a public works department could result in improved delivery of overall maintenance services in the Town. The primary focus of Parks and Recreation staff is to provide a wide array of maintenance activities to the Town's grounds, fields, play areas, etc. The major issues center around balancing two concerns – providing for effective maintenance management oversight (one of the primary reasons for consolidating the other public works functions) versus ensuring the coordination of programs and recreation maintenance:
 - The Parks and Recreation staff are already available for circumstances where major maintenance issues resulting from storms and other issues. These staff are already coordinating with Highway and others when issues arise (for plowing, right of way maintenance, tree removal, etc.). The project team believes that there are opportunities to enhance this service coordination through the pooling of staff and resources.
 - Parks and Recreation already provides an excellent level of coordination between recreational needs and the need to provide for safe and well-maintained playing fields and other resources. All utilization is coordinated and (except for the schools) scheduled through Parks and Recreation staff. Separating the maintenance of the fields from the programming side of the operation would result in a significant decline in the service delivery in the Town. This would not have to change as a result of consolidating the operations. The Department, in conjunction with the Town Manager and the Board of Selectmen would need to work to ensure that service priorities are given proper focus.

- In addition, the project team finds that the current situation has the potential for poor coordination and poor overall resource allocation. While the project team found that line managers believe that coordination works well (though almost 60% of survey respondents indicated that there are issues with coordination and cooperation) between the departments, there is significant potential for issues in this area. A consolidated department would eliminate these issues and would allow the Town to prioritize resource allocation in an on-going manner.
- The consolidated approaches also generally provide for more effective and flexible response to new situations and changing priorities (it takes a single decision to shift the whole department's priorities).

Recommendation: **The Town of Wayland should create a Public Works Department, reporting to the Town Manager, comprised of the following functions: Highway, Landfill, Parks and Recreation, Septage, Water and Wastewater. The oversight for this collection of functions would also lie with the Town Manager. It is through the Manager and through the budget process, that service levels can be set and verified by staff, policy makers and the public.**

This is another complicated transition for the Town of Wayland. The paragraphs, which follow, provide a description of the specific changes envisioned by the project team:

- The Board of Road Commissioners would be eliminated. The Board of Selectmen would be responsible for capital planning and other policy decisions to be made (with oversight provided by the Town Manager).
- The Water Board would be eliminated as a distinct entity. The Board of Selectmen would assume the roles of the Board (setting rates and making decisions regarding capital planning in conjunction with recommendations from the Finance Committee). The Public Works department head would provide daily oversight of the Water superintendent. The Town could (and should) continue to operate this with distinct accounting.
- The Septage Committee would continue to function as it does now (given the inter-local agreement in place with the Town of Sudbury that requires this board). The department head would handle daily oversight of the Septage staff with overall oversight from the Town Manager.

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- The Wastewater Management District Commission would be eliminated. The Board of Selectmen would take over the responsibilities of the Board and the oversight of the contract would be the responsibility of the department head and the Town Manager. This operation could (and should) continue to function using separate accounting for its funds.
- The Landfill would be removed from the jurisdiction of the Board of Health and would be supervised by the Public Works department head.
- No new positions would be required (though some shifting of incumbents might be required). The project team recommends that the following staffing approach be used:
 - Public Works Department Head (use the current Highway Director position). This position might cost an additional \$10,000 – \$15,000 annually over the current salary for this position.
 - Highway Superintendent (the currently vacant assistant director position)
 - Water Superintendent (the current position).
 - Landfill Superintendent (current position).
 - Septage Superintendent (current position).
 - Waste Water District Contract staff
- The staff in the Parks and Recreation department, its budget and the daily operations would be overseen by the department head who would report to the Town Manager. The role of the Parks and Recreation Commission would be changed to one of setting policy, reviewing programming alternatives, etc. The daily management and oversight would become the responsibility of the Town Manager and the other full-time staff of the Town.

This would create a much more responsive and coordinated operation while not sacrificing the financial and service independence of the various funds or of Parks and Recreation. The following sub-section examines alternatives in the community development area of Town services.

(5) **The Town of Wayland Should Create a Community Development Department to Oversee Land Use and Building in the Town.**

The Town of Wayland has a number of departments, boards and commissions which are responsible for various parts of the land use and development processes. These functions include the following:

- Building
- Conservation
- Health
- Historic District
- Planning
- Surveyor
- Zoning Board of Appeals

One of the issues identified by many of the participants in these functions was the number of “hoops” through which an applicant might have to jump through to do a development or to do some small improvement on an existing property. This is complicated by the fact that there is no lead agency or person to whom an applicant can go for a comprehensive answer to the question about what they need to do to satisfy the Town’s various requirements.

The project team examined several alternatives to the current situation. These include the following:

- Maintain the status quo with a number of separate and distinct functional units.
- Combine all of the participants into a single group while eliminating several of the boards and commissions by passing the duties on to the Board of Selectmen (Board of Health, Conservation Commission, Historic District Commission and the Zoning Board of Appeals).

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Criteria / Alternative	Status Quo (Totally Decentralized)	Total Consolidation With Board of Selectmen Adopting Some Duties	Total Consolidation
Responsiveness	-	-	-
Coordination	-	+	+
Resource Management	-	+	+
Flexibility	-	+	+

The matrix shows that the current situation results in some significant issues that should be addressed. The paragraphs, below, provide a summary of our findings and conclusions:

- The current decentralized approach where staff answer to their respective boards / commissions results in a poorly coordinated approach to service delivery which impacts both the Town and the applicant. Efforts have recently been made to address this through the Land Use Committee. This group meets monthly and is providing a venue for discussion and for the review of projects by and among the staff.
- The current process is slow to respond to issues and the boards and commissions do not have a mechanism for effectively communicating with one another (in fact, the applicant becomes the board / commission communications method). The Land Use Committee is also focused on addressing these issues.
- On the other hand, the consolidation of these functions into a single department will result in improved coordination of services (a single counter to which an applicant could come for information about their entire application – not just one small part of it). While the project team recognizes that many of these functions are effectively co-located (indeed they share the same photocopier) this is not a substitute for

working under the direction of a single manager who is focused on “customer service” as well as land use issues.

- While the matrix appears to show the two consolidation alternatives to be the same, the project team believes that the total consolidation with the maintenance of the boards and commissions is the better alternative. The functions that could be assumed by the Board of Selectmen would overwhelm that board in terms of time. In addition, the project team believes that it is important to maintain expertise in certain areas and to allow for some distance between the Board of Selectmen and certain kinds of decisions (Title V septic issues, zoning appeals, etc.).

Recommendation: **Consolidate the various land use and development functions into a single Community Development Department. The staff in this new Department would be supervised by a Department head from one of the existing senior staff members (i.e., the planner, the building commissioner, etc.).**

The various boards and commissions would continue to be supported by the staff in this new department. However, the boards and commissions would not supervise these staff – the department head that would report to the Town Manager would supervise them.

As an alternative, the Town of Wayland should consider one alternative. Maintain the separate land use functions, but have all staff report to the Executive Secretary / Town Manager and not their Boards. The Town would also need to increase the frequency of the Land Use Committee meetings to weekly to ensure that issues are dealt with expeditiously (if there are active issues). At the same time, the departments should work with one another to develop a single form for applications.

The paragraphs, that follow, provide a summary of the approach envisioned by the project team:

- The staff who function in support of the community development functions would be consolidated into a single department. They would report to a department head that would report to the Town Manager.
- The various boards and commissions would remain in place and would continue to establish policy in their sphere of influence.

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- The boards and commissions would continue to play a crucial role of check and balance with one another and with the (now consolidated) staff of the community development department. This role may become even more important under the consolidated model (as staff working for a single department head might be inclined to come to consensus before the boards and commissions have had an opportunity to rule on the various aspects of the development proposal).

The following sub-section examines the remaining functions in the Town's government and provides for recommendations regarding any actions necessary to improve the current organization of the Town.

(6) **The Other Functions of the Town Should Be Arranged to Report to the Town Manager on a Daily Basis.**

The project team believes that the other elements of the Town governmental organization should remain basically unchanged except for one primary difference – all staff and daily operations should come under the direct purview of the Town Manager. The matrix, that follows, provides a summary of the current situation and any recommended changes to those conditions:

Board / Commission / Dept.	Current	Change Recommended
Building Maintenance	<ul style="list-style-type: none">• Under the supervision of the schools and the Executive Assistant.	<ul style="list-style-type: none">• No change. Continue these approaches.
Town Clerk	<ul style="list-style-type: none">• Elected by the voters.	<ul style="list-style-type: none">• No change.
Council on Aging	<ul style="list-style-type: none">• Independent Council overseeing staff, operations and setting policy.	<ul style="list-style-type: none">• No change except that staff would report to the Town Manager.
Dog Officer	<ul style="list-style-type: none">• Reports to the Board of Selectmen.	<ul style="list-style-type: none">• Report to the Town Manager.

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Board / Commission / Dept.	Current	Change Recommended
Fire	<ul style="list-style-type: none">• Report to the Executive Secretary	<ul style="list-style-type: none">• No change, would report to the Town Manager.
Library Board / Dept.	<ul style="list-style-type: none">• Library Board is independent.• Staff reports to the Board.• Board sets policy.	<ul style="list-style-type: none">• Continue with independent library board, setting policy for the Library.• Staff would report to the Town Manager.
Personnel Board / Dept.	<ul style="list-style-type: none">• Board reports to the Board of Selectmen.• Staff reports to the Executive Secretary.	<ul style="list-style-type: none">• Board continues to report to the Board of Selectmen.• Staff would report to the Town Manager.
Police	<ul style="list-style-type: none">• Reports to the Executive Secretary.	<ul style="list-style-type: none">• No change, would report to the Town Manager.

The paragraphs, that follow, provide a summary of our recommendations and the way in which they should be implemented:

- Those functions that report directly to the Executive Secretary would report to the Town Manager (Building Maintenance, Fire, Personnel staff and Police).
- The Clerk would to continue to be independently elected.
- The Dog Officer would shift from reporting to the Board of Selectmen to reporting to the Town Manager.
- The daily oversight of the Council on Aging managers would be taken over by the Town Manager.
- The Library Board of Trustees would retain their roles of setting policy and providing guidance on policy to the Library Director. The staff in the Library would report to the Town Manager on matters involving personnel, finance, risk management while the Trustees would maintain control over policy matters.

The project team believes that this approach continues to overall objective of making the changes to the Town's governmental structure – to enhance the delivery of services and to make the Town's employees and services more accountable to the community.

9. **IN SUMMARY, THE ROLE OF ALL PART-TIME, VOLUNTEER BOARDS AND COMMISSIONS SHOULD BE TO PROVIDE POLICY GUIDANCE AND TO EXPRESS THE WILL OF THE COMMUNITY – NOT TO PROVIDE DAY TO DAY SUPERVISION OVER FULL-TIME STAFF.**

Currently, boards and commissions in the Town of Wayland are responsible for a wide range of tasks, including (to varying degrees depending on the board or commission):

- Establishing policy and setting priorities for service delivery in the Town.
- Helping to develop and present the budget request for the department (the financial expression of the board or commission's policy and priority goals).
- Overseeing line operations through the selection and management of the various department heads. This includes hiring, renewal of contracts, performance appraisal and so on.

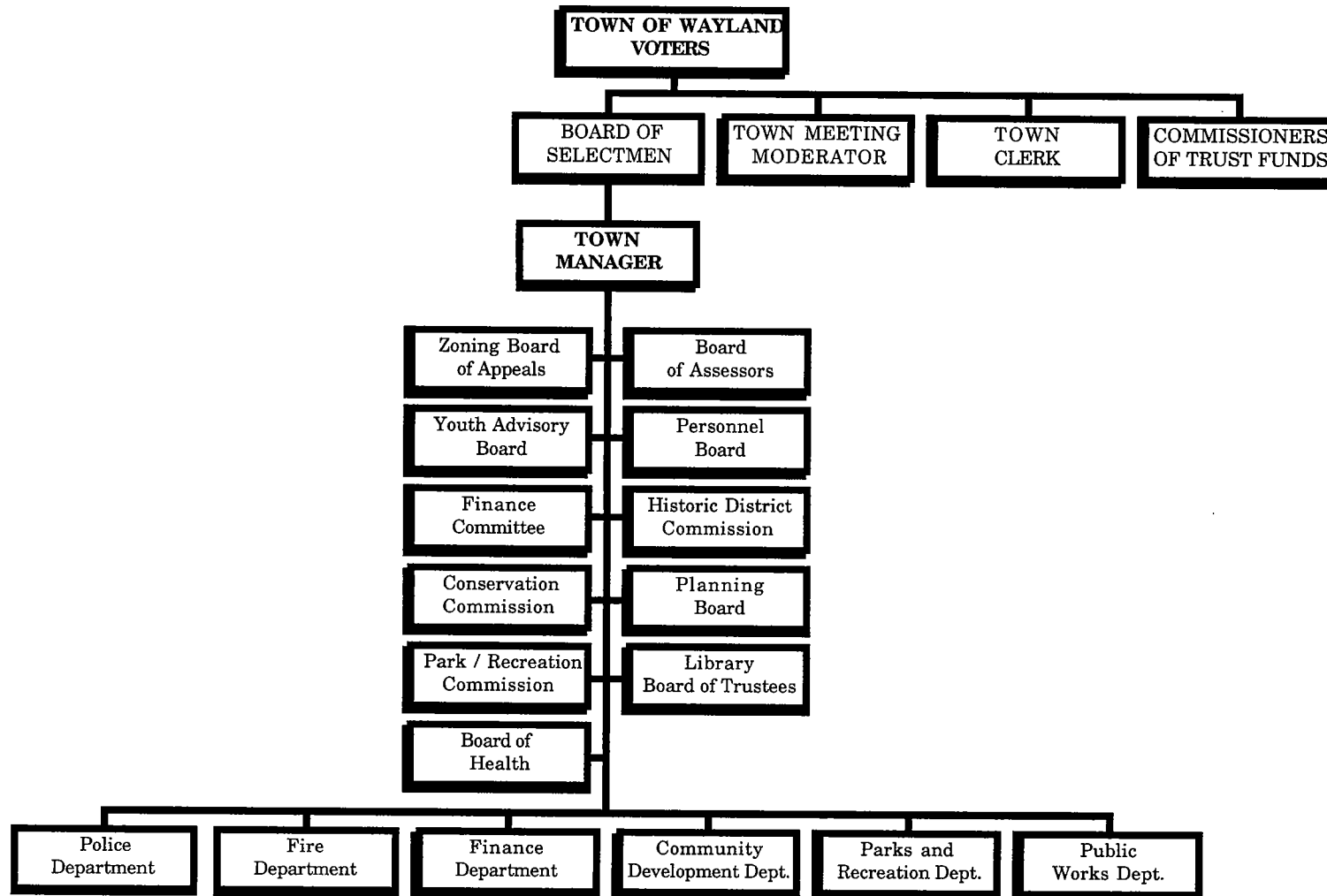
The project team from MAXIMUS has recommended a significant change in the way in which operations are run in the Town of Wayland. For all boards and commissions, these recommended changes include the following:

- Remove boards and commissions from the day-to-day oversight of staff and operations. Given the part-time, volunteer nature of the boards and commissions, the project team believes that it is neither practical nor appropriate for them to be involved in the direct oversight of operations.
- Continue the role of boards and commissions for the development of policy direction and broadly working to establish goals and objectives for the functions of the Town.

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Recommended Organizational Structure

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- In some cases, the project team has recommended the elimination of a board or commission (this is the case in all public works functions with the exception of the Septage – for which there is an agreement with the Town of Sudbury).
- In other cases, the project team has recommended that the Board of Selectmen take on the roles of some boards and commissions as an additional duty.

The organization chart, on the preceding page, shows the way in which the organization of the Town would look once all of the changes that have been recommended were made. Note that the boards and commissions are shown in an advisory role and that no staff will report directly to them. All staff and daily operations report to the Town Manager (with the exception of the Clerk).

MAXIMUS believes that the Town would continue to benefit from strong “checks and balances” under the alternatives recommended in this chapter. These controls would be different, in that they would rely on the Town Manager’s day-to-day responsibility and accountability. At the same time, the Town would maintain control over the Town Manager (or Administrator) through an employment contract with that person. The Manager’s job would be to ensure that the priorities established by the Town Meeting and by the Board of Selectmen are addressed and implemented.

The next section provides a summary of the approaches available for making changes to the current structure of the Town government.

10. THE EASIEST WAY TO MAKE THESE CHANGES IS FOR THE TOWN OF WAYLAND TO ADOPT A CHARTER DESCRIBING THE RECOMMENDED ORGANIZATIONAL STRUCTURE.

The project team has recommended some significant changes to the way in which the Town is organized to provide services to the community. There are two primary ways of accomplishing the various changes envisioned by MAXIMUS:

- Change specific by-laws and Special Acts that have an impact on the various organizational and functional elements. This could amount to dozens of changes (some of which would require the attention of the legislature). The timing of the various changes could also be important (if some changes occurred sooner than others the result could be chaotic).
- Draft a charter that describes the changes that the Town is interested in making, have it approved by the Secretary of State and then have it adopted (in a general election of the Town) by the voters.

The clear advantage of the charter approach makes this the most logical option to be used to pursue the changes recommended by the project team. A charter can be used to do the following:

- Create a Town Manager position.
- Eliminate or alter the scope of responsibility for various boards and commissions.
- Consolidate functional units into new departments.
- Create new department head positions.
- Eliminate past by-laws and Special Acts.

Recommendation: **The Town should use a charter to make the changes recommended by the project team. This represents the cleanest and easiest way to make the recommended changes.**

III. ANALYSIS OF THE OPERATIONS OF THE TOWN

III. ANALYSIS OF THE OPERATIONS OF THE TOWN

This chapter provides analyses of the operations, management and organization of the Town's departments and functions. The chapter is broken down into a section for each department, with which is an examination of the key issues for each department. Each section identifies where there may be issues relative to a set of best practices developed by the project team. These best practices have been developed from a formal sources, from professional associations and from the project team's collective experience with some of the premier service providers from among the nation's municipalities. The departments and functions are presented alphabetically (except for the Board of Selectmen which is presented first).

1. BOARD OF SELECTMEN AND EXECUTIVE SECRETARY

The Town of Wayland operates with an elected executive body (i.e., the Board of Selectmen) that is assisted in their daily operations by an appointed Executive Secretary. The Board provides the oversight of the operations of the Town, including general issues, finances and the operations and services of those functions that report to them (and through appointment, of those boards / staff who work in an appointed capacity). The functions which report to elected bodies do not report to the Board of Selectmen and therefore their ability to influence the operations and services in those areas is limited to the relationship between the boards in question.

The project team examined the operations of the Board and of the Executive Secretary using several approaches. These included the following:

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- Extensive interviews with the members of the Board of Selectmen.
- Several interviews with the Executive Secretary regarding operations.
- Collection and review of the minutes of the Board of Selectmen meetings for the past year.
- Observation of several Board of Selectmen meetings.
- Interviews with staff and the Chairs of other Boards, a portion of which was focused on the interaction each had with the Board of Selectmen.

The table, below, provides a summary of our findings based on our review of the meetings held by the Board of Selectmen in the past year (note that MAXIMUS is unable to comment on the executive sessions portions of these meetings):

Factor	Observation
Frequency of Meetings	Weekly
Duration of Meetings	3.1 Hours
Number of Agenda Items	10.2
Executive Session?	53% of Meetings
Broken Consent Agenda?	22% of Meetings

The paragraphs, that follow, provide a summary of, and expand upon, the information provided in the table, above:

- The Board of Selectmen meets weekly. This is a common practice among communities in the Commonwealth – particularly those with the Executive Secretary form of administration. This is a

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practical approach to meeting frequency unless / until the Board / Town delegate greater decision making authority (i.e., through creation of a Town Manager position) to the chief administrative officer. Failure to do so requires the Board of Selectmen to meet at least weekly to ensure that decisions are made, bills paid and so on.

- The average Board of Selectmen meeting last more than 3.1 hours. While this may appear to be a long meeting, it is not an uncommon duration in the experience of the project team. This is particularly so given the fact that the Board of Selectmen directly makes most decisions in the Town for the operations over which it has direct control. As with the need for frequent meetings, the meetings will be relatively longer if the Board does not delegate decision-making authority.
- The typical agenda has slightly more than 10 items. This includes a consent agenda item (see the next paragraph for observations on this issue) and public comment (which is often utilized). A review of the agenda items in the full-year sample that was obtained by the project team shows the range of issues considered by the Board of Selectmen to be typical of such a body. Items included financial, policy, hearings, permits, board / commission appointments and so on.
- The Board of Selectmen does break apart the consent agenda on a number of occasions (and in fact does so at every meeting if the financial warrants are considered). This has the impact of slowing down the process of moving through the agenda and also can generate additional work for the Board and for the staff of the Town (responding to questions, concerns, etc.).
- The Board does go into executive session during the majority of all meetings. This is not uncommon, and the stated reasons for moving into executive session appear to be reasonable and in keeping with the intention of the laws governing such actions (to discuss: collective bargaining, litigation, personnel matters, etc.).

The Board of Selectmen has also made efforts in the past several years to improve upon their own operations and internal workings. These efforts have included the following steps:

- Held two workshops to review their own operations. These meetings were held in June, 2000 and January, 2002. A review of the "action items" in the June, 2000 report shows that many of the items remain incomplete or have not been addressed.

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- Have been making efforts to meet with the other boards and commissions in the Town. This has been done both as part of the budget process and to discuss policy matters.
- The Board has been providing performance reviews of the Executive Secretary. However, these do not provide for specific performance goals or objectives – though some can be read into the comments in the review itself.

MAXIMUS makes the following specific recommendations for improving the operations of the Board of Selectmen and the Executive Secretary (these same recommendations would apply to any future incarnation of the position including Town Administrator or Town Manager):

- Make every effort to maintain the consistency of the Consent Agenda. If the Board of Selectmen intends to continue voting distinctly on the financial warrants and the other items for the sake of form, these should be presented as two separate consent agenda items. There should be little or no discussion or debate on matters on the consent agenda – in fact, if there is a perceived need for discussion or debate on items on the consent agenda, they should be removed and placed on the regular agenda. The project team has several recommendations to make regarding this process and potential methods for ensuring a smoother process:
 - The contents of the consent agenda should be prepared and recommended by the Executive Secretary (or the successor position).
 - Once this proposed consent agenda has been developed, it should be shared with the members of the Board of Selectmen in advance of the setting of the agenda for the meeting. If any single member has a concern about an item being included on the consent schedule, it should be taken off and placed on the regular agenda. This ensures that staff and the public have proper notice regarding an issue and that other members of the Board have had sufficient opportunity to consider an item before attending the meeting.
 - Once an item has been placed on the consent agenda it should be specifically listed on the agenda (so the public is aware of the issues that are being discussed on the .

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- The Board should set limits on public speakers before the beginning of the public speaking session, including:
 - Limit the amount of time that any one speaker can address the Board of Selectmen to no more than three minutes. Each speaker should be limited to one opportunity per meeting.
 - Do not allow for discourse between the Board, the recognized speaker or any other member of the audience to occur.
 - Items that clearly have gained public attention should be placed on a future agenda with the intention of allowing for additional time and attention to be granted to them.
 - Consideration should be given to limiting the amount of total time available for public speaking at any given meeting to no more than a half-hour.
 - Consider making public comment period the last item of the agenda.
- The Executive Secretary, with the approval of the Board, should set specific time certain start points for each item on the agenda. This ensures that the public knows when the Board will address an item (the Board could not start an item before its “noticed” time) and would encourage time management on the part of the Board and the public.
- The Executive Secretary should track the time that each item on the agenda begins and ends. This allows the Board and the Executive Secretary to better track the flow of each meeting, to understand where the meeting slows down, etc. This will allow for better planning and scheduling for future meetings as well.
- The Board should specifically delegate certain powers and responsibilities to the Executive Secretary (or the position which succeeds it). MAXIMUS suggests that issues such as the following be delegated to the Executive Secretary:
 - Conducting initial interviews and making recommendations to the Board of Selectmen for appointments and reappointments to all boards, commissions and committees in Town.
 - Making recommendations to the Board for inclusion on the consent agenda regarding the appointment of department heads.

- Making appointments of subordinate staff without the requirement for approval by the Board of Selectmen.
- Addressing citizen complaints and directing Board controlled departments to take action to solve specific issues without having to clear these actions with the Board.
- Representing the Town at meetings involving other municipal, state or corporate entities.
- Receive reports from various Town departments and officers and prepare brief summaries of their activities and concerns.
- The Board of Selectmen should develop specific performance goals and objectives for the Executive Secretary. While the annual performance review does address both positive aspects as well as opportunities for improvement, this should be made more formal. The project team does not recommend doing away with the current approach – rather, it should be enhanced to make this change. This would include developing a new section that specifically outlines the expectations of the Board (currently, these expectations are included in the text and are therefore difficult to find and outline). These specifics can then be reviewed in the following year for follow-through by the Executive Secretary.

The project team believes that the Board of Selectmen in Wayland functions reasonably well given the constraints that they are operating under. However, the project team also believes that many of these constraints can be removed or mitigated by controlling their meetings more strictly and by delegating specific roles to the Executive Secretary.

2. TOWN ACCOUNTANT

The Town Accountant is responsible for traditional accounting functions (accounting, payables and so on) as well as for managing the budget (including oversight of the budget process). The matrix, that follows, provides a

summary of our analysis of the management and operations of the department compared to best practices developed by the project team.

(1) Organization

The Town Accountant's Office is a relatively small operations (with only three full-time and one part-time positions). The organizational structure (shown in the descriptive profile) is fairly traditional with staff reporting to the Town Accountant. There is no reason to modify the internal organizational structure of the Office. The project team has recommended that the Office be organized into a consolidated finance department (this is addressed in the preceding chapter). The following section provides our analysis of the staffing of the operations of the Town Accountant's Office.

(2) Staffing

The current staffing of the Town Accountant's Office is reasonable given the workload that is handled by this staff. The table, that follows, provides a summary of the workload of the staff in the Town Accountant's Office:

Position	Roles
Accountant	<ul style="list-style-type: none">• Accounting• Budget oversight• Budget development.• Work with Fin. Comm.

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Position	Roles
Payroll	<ul style="list-style-type: none">• Process payroll for all Town staff (non-school)• Enter information into payroll system• Track leave in payroll system
Accounts Payable	<ul style="list-style-type: none">• Review requests for payment• Develop warrant for BOS approval (weekly)• Process payments
Benefits (PT)	<ul style="list-style-type: none">• Assist with benefits issues on a weekly basis – follow up with providers, insurers and staff

This allocation of tasks and the nature of the workload (i.e., payroll done weekly, bills paid weekly, etc.) suggest that this is the appropriate mix of staff. It was not possible to develop a specific workload analysis for these particular positions, as these data were not available. However, it is apparent that the staff in the office are not fully cross-trained to handle one another's tasks. Given the size of the office, cross-trained staff are critical to continued operations without having to involve the Town Accountant in routine activities such as payroll processing and accounts payable.

(3) Management and Operations

This is the area where MAXIMUS believes that the most improvement could occur. Some of these issues are related specifically to the internal operations of the Office while others are related to the overall operations of the Town (with budgeting for example). These issues are summarized, below:

- The overall budgetary process used in the Town can be enhanced to make the budget a more complete management tool. The current process is solely focused on the financial end of spending decisions – there is no recognition that the level of service is a critical component in making these funding decisions. The budget process should be addressed to provide the following:
 - Financial information regarding last year’s actual expenses, explanations for any variances from the budget for the prior year and a recommended budget for this year.
 - In addition, the budget document should contain information about the staffing authorized in each department.
 - Also, each department should report on up to a half dozen performance indicators, with accompanying goals and past performance versus those goals.
 - Revenues generated by each department should be shown in that department’s section of the budget. While the project team does not believe that it is appropriate for departments to “keep” money that they “earned” in the course of their duties, it is appropriate to be able to judge the cost recovery associated with the various services provided by the department.
 - Where appropriate, costs and revenues should be broken down to a program level so as to make cost recovery calculations more apparent on an issue-by-issue basis.
 - Once the budget has been approved by Town Meeting, the budget should be reprinted as a stand-alone document, available for the public and staff.
- The Town Accountant and the Treasurer / Collector should also work with one another to develop the following:

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- Specifications for an integrated financial management system.
- A method for producing accurate and timely cash flow projections.
- Unified financial management policies and procedures.
- Investment policy for the Town's resources.
- Consider the implications of GASB 34 / 35 on the Town and its financial management systems.
- Finally, the Town Accountant must develop methods for increasing the availability of information for managers in the departments, boards and commissions. This is important for general management purposes and is more so when elected officials are expected to be overseeing "enterprise" funds (water, septage, etc.). The lack of timely information can contribute to poor decision-making by managers and elected officials. This information is a significant weakness in the current financial management system of the Town. The current situation has led some departments to attempt to maintain their own financial records, thereby enabling them to manage their budget effectively (a clear need in a decentralized purchasing environment).

The matrix, that follows, provides a summary of the project team's evaluation of the Town Accountant's Office compared to the best management practices for the functions of the Office:

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Performance Target	Town Practice	Potential Improvements
<ul style="list-style-type: none"> • Various elements of planning including performance goals and objectives have been built into the budget making and management process. 	<ul style="list-style-type: none"> • This is an issue for both the Town Accountant on an operational basis (i.e., within the office) as well as a more macro issue for the Town and its budget. • The current format of budget passage involves working with the prior year's budget figures, developing an estimation of what additional spending the Town can / is willing to afford and then moving to the projected / recommended budget (with additional guidance about staffing levels, etc.). • This process does not formally take into account priorities for the Town, issue for each department (though these are part of the budget discussion) and so on. • Performance measures are not included in the budget documents. 	<ul style="list-style-type: none"> • The Town should update its budget making process to take the budget from solely a financial management tool to an overall management tool for Town services. • To facilitate this, the Town's budget documents should contain information about budget allocation, staffing (i.e., position control), performance measures and specific goals and objectives for the department or function. • Specific performance measures should be developed for Accounting and Finance functions: bond rating, number of audit findings, timeliness of bill payment (and resulting savings from paying on-time or early), etc.
<ul style="list-style-type: none"> • Budgets provide readable, comprehensive information of costs, staffing, revenue and program objectives as well as some measurements of success. 	<ul style="list-style-type: none"> • As addressed, above, this is lacking from all budgets in the Town of Wayland at this time. Most of the financial information can be derived from various sources available to the public and to managers. However, there is no emphasis placed on the use of performance measures in the Town's budget management process. 	<ul style="list-style-type: none"> • See comments above.

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Performance Target	Town Practice	Potential Improvements
<ul style="list-style-type: none"> • Provide on-going information to the operating departments on budget administration. Also help monitor budget versus actual expenditures. Financial performance reviewed on an ongoing basis. 	<ul style="list-style-type: none"> • Information is generally maintained in the departments as a way of ensuring timely availability of information. Current systems and current approaches do not support centrally provided information about budget, expenditures, analysis of issues, etc. • No dedicated staff to manage existing budgets (this role is handled as one of several major tasks by the Town Accountant). 	<ul style="list-style-type: none"> • Efforts to obtain a new financial information system capable of supporting all financial functions may help to address some of these issues. • Timely information about budget is critical for managers to be effective. The current decentralized approach in Wayland contributes to the lack of information sharing and to the effective review of budget use by operating departments. • Centralization of the finance functions under a Town Manager would increase the ability of the Town to review budget use and the way in which information is shared with managers.
<ul style="list-style-type: none"> • Existence of policy of separation of data input and generation of checks for payables? 	<ul style="list-style-type: none"> • There is no distinction between staff that enters information and where the checks are generated. • Review of expenditures by the Finance Committee and the approval of payment warrants (with detailed information included) addresses any potential concerns that this might generate. 	<ul style="list-style-type: none"> • No change required – the system has been adapted to address any potential issues.
<ul style="list-style-type: none"> • Assessed the impacts of GASB 34 and 35 and has prepared to deal with them in the coming years? 	<ul style="list-style-type: none"> • The Town is not yet required to directly respond to GASB 34 / 35 given its size. However, this will increasingly be an issue for the Town when implementation is required in two years. 	<ul style="list-style-type: none"> • Implementation will require that the Town be able to value every piece of capital (including roads, buildings, etc.) and to include those in its audited financials and balance sheets. • The Town Accountant and its auditors should begin exploring these issues immediately.

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Performance Target	Town Practice	Potential Improvements
<ul style="list-style-type: none">• Are automated and integrated budget and financial packages in place.	<ul style="list-style-type: none">• There are two automated financial systems in place, leading to a non-integrated financial management situation in the Town.	<ul style="list-style-type: none">• Staff are working to identify the specifications for a new financial management system to address this issue.
<ul style="list-style-type: none">• Standardized budget forms are provided, with guidance, to operating departments.	<ul style="list-style-type: none">• Standardized forms and guidance are provided to all departments.• In addition, meetings are held with department heads to review expectations and guidelines.• Further meetings are held following development of the budget, involving the Finance Committee.	<ul style="list-style-type: none">• No issue. With the exception of the issues noted, above, this is a well-designed process (though the project team believes that the budget document itself could be made into more of a management tool).

The following section provides our evaluation of the Assessor's Office.

2. ASSESSORS' OFFICE

The Assessor's Office supports the Board of Assessors and provides for the valuation of real property in the Town of Wayland, including personal property, excise, exemptions and Chapter land. The following sub-sections summarized the project team's findings regarding the Office.

(1) Organization

The Town Assessors' Office is a three-person operation (with additional contract staff conducting the re-valuations and cycle data inspections). There is no need to alter the internal organization of the Office. The project team has recommended that the Assessor's Office be included in a consolidated finance department (in chapter one).

(2) Staffing

The project team next examined the staffing and the workload handled by that staff in the Assessor's Office. These staff are supplemented with contract personnel to handle the period re-valuations and cycle data inspections (activities which have a significant impact on workload). The table, that follows, provides a summary of the workload handled by the staff of the Office:

Element	Impact
Total Parcels	5,218
One-Third for Reval.	1,740
Time to Conduct Reval.	1.5 hours
Appeals	81
Time to Conduct Appeals	8 hours
Appeals to ATB (2001)	8
Time to Conduct Appeals	8 hours
Exemptions	120
Time to Handle Exemption	0.5 hours
Total Time from Above	3,382

Note that this shows that staff have to handle 3,382 hours of workload generated from revaluations and associated work. Staff also meet with the public, meet and work with staff (Accountant, Treasurer / Collector, Finance Committee) to ensure that the tax rates are set appropriately. In addition, staff are handling new local option taxation issues this past year (i.e., the Community Preservation Act), which also impacts the way in which taxes are calculated and billed for the Town. Given these findings (on average, the staff handle 1,130 hours of workload directly related to the revaluations and appeals described above) the project team believes that staffing in the Assessor's Office is reasonable to handle the workload.

(3) Management and Operations

This is the area where MAXIMUS believes that the most improvement could occur. The project team from MAXIMUS found that the Assessors are providing a standard level of service that could be enhanced by making three improvements in this area:

- The Department follows guidelines established in Massachusetts General Law, as well as internal manuals. Formal guidelines and internal manuals should be reviewed and updated periodically.
- Work to improve cooperation and coordination among and between the various elements of the financial management team. The project team has identified the need for this in the preceding chapter as well as addressing specific issues in the Accountant and the Treasurer / Collector. The project team believes that the Town would benefit from an integrated financial management system that includes the Assessor's office as well.
- Provide field staff with a laptop to enhance the data collection and to increase the number of appraisals that can be completed in a given day. This would also assist the staff with expediting data entry and the research that is necessary to properly establish valuations for real property.

The table, that follows, provides our evaluation of current operations compared to the best management practices for this function.

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Performance Target	Town Practice	Potential Improvements
<ul style="list-style-type: none"> • Various elements of planning including performance goals and objectives have been built into the budget making and management process. 	<ul style="list-style-type: none"> • There are no formal performance goals or measures built into the budgets in the Town of Wayland (nor are they used in any other context). 	<ul style="list-style-type: none"> • Develop formal performance measures for Assessor staff. These should include number of inspections per day, number of rebates granted, etc.
<ul style="list-style-type: none"> • Is there a comprehensive and well-documented appraisal and field inspection policy? 	<ul style="list-style-type: none"> • The Board of Assessors sets policy for appraisal and field inspection (supported by Commonwealth law). • There is no formal “field guide” for appraisers. However, this is a single person shop (with the exception of the annual work performed by contract – but even that is a small shop). 	<ul style="list-style-type: none"> • Review all policy manuals on an annual basis to ensure their continued relevancy and accuracy.
<ul style="list-style-type: none"> • Does the Assessor use a GIS? 	<ul style="list-style-type: none"> • The Town of Wayland has GIS and uses it to support the activities of the Assessors’ Office. 	<ul style="list-style-type: none"> • No issue.
<ul style="list-style-type: none"> • Are employees tracking time per project? 	<ul style="list-style-type: none"> • There is no direct linkage of time to particular projects in the Office. 	<ul style="list-style-type: none"> • Given the nature of the work in this Office (and its size) this information would be nice to have (for budget and planning purposes) but is not likely to result in major changes to current approaches.
<ul style="list-style-type: none"> • Are employees in the Office cross-trained? 	<ul style="list-style-type: none"> • There is some cross-training of office staff with respect to general tasks, however, there is not cross-training of field tasks of the Appraiser. 	<ul style="list-style-type: none"> • This is an appropriate approach. No change recommended.

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Performance Target	Town Practice	Potential Improvements
<ul style="list-style-type: none">• Are laptop computers provided to Appraisers in the field?	<ul style="list-style-type: none">• Staff do not have access to laptops for work in the field. They must take notes and then enter the information when they return to the office.	<ul style="list-style-type: none">• The Town should acquire a laptop for supporting the staff in the field. A commercially available unit can be purchased for less than \$2,000 and would improve the accuracy and speed with which field data can be entered into the system.
<ul style="list-style-type: none">• Do citizens have access to property information?	<ul style="list-style-type: none">• Citizens have access to property information from a number of sources.	<ul style="list-style-type: none">• No issue.

The following section provides the project team's evaluation of the Building Department.

3. BUILDING DEPARTMENT

The Building Department is responsible for handling all building inspections (including mechanical, structural, electrical and plumbing / gas) as well as for providing review of structural plans. In addition, the staff in this department are also responsible for zoning code enforcement. The sub-sections, which follow, provide a summary of the project team's evaluation of the Department.

(1) Organization

The Building Department is organized with staff reporting to the Building Official (as shown in the descriptive profile). These include several full-time positions (including the Building Inspector and the office staff) and several part-time positions (including trades inspectors and the sealer of weights and measures). The current

internal organizational structure is reasonable and should not be changed. MAXIMUS has recommended that the Department be consolidated with other land use and development functions (addressed in the preceding chapter).

(2) Staffing

This section examines the staffing of the Building Department. The table, that follows, provides a summary of the number of permits that were issued by the Department in fiscal 2000. These data do not include the number of inspections that were associated with these permits. The project team made assumptions regarding the number of inspections that were required for each permit type and estimated the time required to handle these inspections (this was not done for the trades inspectors since they are part-time and paid only for the actual inspections that they do):

Type of Permits	Total Issued	Number of Inspections	Time per Inspection (hours)	Total Time
Building	595	2.5	1.0	1,487
Plumbing	337	n/a	n/a	n/a
Gas	276	n/a	n/a	n/a
Electrical	517	n/a	n/a	n/a
Zoning	63	2.0	0.5	63
Total	1,788	n/a	n/a	1,550

This shows that the total time spent handling field inspections alone was 1,550 hours. This is enough time to account for more than one of the two full-time field inspection personnel in the Department who handle building inspections. As was noted, above, the trades inspections are handled by part-time staff that are compensated only for those inspections they handle. This table does not account for the meetings, review time, plan review, etc. that

accompanies the issuance of a permit and the inspections that follow. In addition, the project team was unable to account for the time spent handling zoning enforcement, complaints, etc. The current staffing of the Building Department is reasonable given current workloads (inspectors are handling fewer than five inspections per day on average). The Department also makes good use of part-time inspectors for the trades and other areas that do not require full-time staff to be retained.

(3) Management and Operations

The project team found that the major gap in service provided by the Building Department is related to the lack of coordination and cooperation between the various elements of the land use planning and regulating departments. The project team has recommended that these departments be unified into a single (from staff perspective) department with the goal of providing enhanced (and to the customer seamless) service in these service areas while maintaining the boards and commissions. The project team also found that there might be room for enhancing the fees collected for services provided by the Department.

The matrix, that follows, provides our evaluation of current operations in the department:

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Performance Target	Town Practice	Potential Improvements
<ul style="list-style-type: none"> Various elements of planning including performance goals and objectives have been built into the budget making and management process. 	<ul style="list-style-type: none"> Neither performance measures nor objectives have been neither developed in any format – neither in the budget nor as stand-alone documents. This makes it difficult to understand what the expectations are for performance (whether they be driven by state laws relating to inspection response or to the productivity of staff). 	<ul style="list-style-type: none"> Develop and implement a performance measurement system that can be related back to the budget process. The Department should consider using performance measures such as: average time to provide an inspection following a request, number of inspections per day per inspector, plans reviewed per staff person, average time for plan review, etc. Each of these should be established with formal objectives against which to measure.
<ul style="list-style-type: none"> Are the inspectors routed on a geographic or other pre-planned basis? 	<ul style="list-style-type: none"> Inspectors are not routed geographically – they respond on a first call, first serve basis. This is not a major issue given the size and layout of Wayland. 	<ul style="list-style-type: none"> No issue.
<ul style="list-style-type: none"> Does the department utilize permit tracking software? 	<ul style="list-style-type: none"> The Department has permit-tracking software in place. 	<ul style="list-style-type: none"> No issue.
<ul style="list-style-type: none"> Do inspectors average 12-15 stops per day, per inspector? 	<ul style="list-style-type: none"> Inspectors (including the Building Commissioner) are not averaging this level of inspection – they are averaging roughly three (2.98) per day total. Trades inspectors are part-time and are compensated only when there is work to handle. Full-time inspectors also handle plan review, interact with the public and provide support to various boards and commissions. Staff is also responsible for zoning and code enforcement. 	<ul style="list-style-type: none"> No issue.

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Performance Target	Town Practice	Potential Improvements
<ul style="list-style-type: none"> Is the permit and application process integrated from the perspective of the applicant (i.e., "one-stop shopping")? 	<ul style="list-style-type: none"> There is no integration of the permit or inspection process from the point of view of the applicant. Staff does meet in the Land Use Committee to review major projects, discuss issues, etc. on a weekly basis. 	<ul style="list-style-type: none"> Consolidation of the various land-use functions would address this issue.
<ul style="list-style-type: none"> Does the Department have a process to ensure that the overall development review process is coordinated with other Town departments included in the site plan review process? 	<ul style="list-style-type: none"> Coordination of the site plan review process is fragmented. There is no single coordinating Department for the Town for this process. Applicants are left to work their own way through the various boards, commissions and departments. 	<ul style="list-style-type: none"> The project team has recommended the creation of a single Department to address land use and other planning functions. The boards and commissions would remain in place but staff would be working in conjunction with one another, in an effort to enhance the coordination of this process.
<ul style="list-style-type: none"> Does the office provide "over the counter" same day permits? 	<ul style="list-style-type: none"> There is no formal process for offering same day permits though very simple questions can be granted this way. 	<ul style="list-style-type: none"> It may be difficult to provide this level of service given the structure of land use planning in the Commonwealth.
<ul style="list-style-type: none"> Are the department's fees recovering the full cost of service delivery? 	<ul style="list-style-type: none"> There are no efforts in place to ensure that fees are supporting full cost recovery for plan reviews, etc. that are used by the development community. 	<ul style="list-style-type: none"> The Town should work with the various boards and commissions in the land use areas to develop full cost recovery for these services. This should include all aspects of the land use and building processes.

The following section focuses on the services provided by the Clerk's Office.

4. CLERK'S OFFICE

The Town Clerk is an elected official charged with maintain the vital records of the Town as well as providing for “clean” elections when they are run. The sub-sections, which follow, provide a summary of the project team’s evaluation of the Office.

(1) Organization

There is no issue with either the internal or external organization of the Clerk’s Office. This is a two-person organization, with a clerk reporting to the Town Clerk. The project team has recommended no changes to this position in the organizational portion of the study.

(2) Staffing

The current staffing of the Clerk’s Office is reasonable given current workloads. The Clerk also makes good use of part-time staff during peak work periods such as during elections. The project team examined the workload of the Clerk’s Office and found the following:

Element	Number
Births Recorded	137
Deaths Recorded	147
Marriages Recorded	37
Dog Licenses Issued	1,600
Kennel Permits Issued	4
New Voters Registered	767

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In addition to handling the workload of issuing and recording these permits and vital documents, the Clerk's Office is also engaged in developing, distributing and processing the annual Town Census. The Clerk's Office also assists with Town Meeting and with all elections.

(3) Management and Operations

The project team found no issues with the management or operations of the Clerk's Office. The matrix, that follows, provides the project team's evaluation of the services provided by the Clerk relative to the best management practices for these functions:

Performance Target	Town Practice	Potential Improvements
<ul style="list-style-type: none">• Use of technology to augment tracking of legislative histories.	<ul style="list-style-type: none">• The Clerk has indexed (through a consultant) all relevant by-laws.	<ul style="list-style-type: none">• No issue.
<ul style="list-style-type: none">• Use of technology to augment processing of vital records, i.e. birth certificates, marriage certificates, etc.	<ul style="list-style-type: none">• The Commonwealth has developed an integrated electronic system for tracking vital records to which all Towns and Cities are a participant and contributor of information.	<ul style="list-style-type: none">• No issue.
<ul style="list-style-type: none">• Staff should be cross-trained to cover each function in the Office.	<ul style="list-style-type: none">• Staff are cross-trained to handle all aspects of the work in the office (some issues require the Clerk's personal attention due to legal requirements).	<ul style="list-style-type: none">• No issue.
<ul style="list-style-type: none">• Secure and adequate storage for vital records. Secure and adequate storage for archived records.	<ul style="list-style-type: none">• Secure storage is currently adequate in both space as well as quality for vital records storage.	<ul style="list-style-type: none">• No issue.

The project team found that the Clerk's Office is generally well run and with no major improvement opportunities at this time.

5. COUNCIL ON AGING

The Council on Aging is charged with providing services targeted on the senior citizen population of the Town of Wayland. The sub-sections, which follow, provide a summary of the project team's evaluation of the operations of the Council's operations.

(1) Organization

The Council is a small organization with co-director positions. The other staff of the Council report to these co-directors.

(2) Staffing

The project team examined the workload and projects handled by the Council on Aging. Currently, there are four (4) full-time positions (the director's position is currently job-shared by two people) working for the Council. These staff provide for programming in the center, support of the numerous volunteers who work in the center and provide outreach to the elderly in the community who are unable / unwilling to come to the center. This latter role includes working with other agencies and Town departments regarding referrals and identification of elderly residents who might require additional services. Given the nature and scope of these projects, the current full-time staffing of the Council appears to be reasonable given the extent of programs and services provided by the Council. While the Council utilizes a large number of volunteers to provide direct services and programs a daily basis, there are 3 part time volunteer positions that assist with the administrative tasks with in the office. This is an effective way to maximize the provision of services while operating cost effectively.

(3) Management and Operations

The project team believes that the Council and its staff are providing standard levels of service to the community. These services could be enhanced by increasing coordination with the Parks and Recreation Department (to leverage each other's resources). In addition, operations would be improved through increasing monthly staff meetings to bi-monthly (with both co-directors in attendance) to ensure uniformity of policy and procedure and to address any issues that may arise. The following matrix provides a summary of findings and conclusions regarding the services provided by the Council and its staff:

Performance Target	Town Practice	Potential Improvements
<ul style="list-style-type: none">Weekly staff meetings are held to ensure that staff are provided with information and are given an opportunity for feedback, questions, planning, etc.	<ul style="list-style-type: none">Weekly or monthly staff meetings are not held, although staff will meeting informally and frequently to discuss on-going issues, upcoming events, etc.	<ul style="list-style-type: none">Consider the institution of a brief weekly staff meeting (this is important due to the co-directorship) to review upcoming events and programs and to addresses issues.
<ul style="list-style-type: none">Outreach to community groups to ensure widespread awareness of its programs.	<ul style="list-style-type: none">The Senior Center is widely dependent on word of mouth as well as some limited outreach.The Center also uses direct mail to seniors for events, notices, etc, in addition to monthly newsletters, which are sent to 1,800 households.	<ul style="list-style-type: none">No issue.
<ul style="list-style-type: none">Use of volunteers to leverage services in the community.	<ul style="list-style-type: none">The Council makes extensive use of volunteers to provide services, programs, etc.	<ul style="list-style-type: none">No issue.
<ul style="list-style-type: none">Senior Center is available throughout the day.	<ul style="list-style-type: none">The Center is open Monday through Friday throughout the day.	<ul style="list-style-type: none">No issue.

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Performance Target	Town Practice	Potential Improvements
<ul style="list-style-type: none">• Council staff works to coordinate its efforts with other elder services providers.	<ul style="list-style-type: none">• The Council does work with other providers in the areas to arrange joint programs, etc.	<ul style="list-style-type: none">• No issue.
<ul style="list-style-type: none">• Council staff provide or coordinate a broad and varied group of services.	<ul style="list-style-type: none">• The Council staff works to provide a wide range of services both in-house as well as in the community.	<ul style="list-style-type: none">• No issue.

The following section provides our evaluation of the operations of the Conservation Department.

6. CONSERVATION COMMISSION

This Department functions as staff support to the Conservation Commission. The sub-sections, which follow, provide a summary of the project team's evaluation of the operations of the Commission's operations.

(1) Organization

There are no issues with the internal organization of the Commission staff. This function is made up of only two positions – a Conservation Administrator and an Administrative Assistant. MAXIMUS has recommended that the staff be consolidated into a community development department with other land use functions in the preceding chapter.

(2) Staffing

The current full-time staffing of the Commission appears to be reasonable given the extent of programs and services provided. Seasonal staff are used to provide a number of functions. This is an effective way to maximize the provision of services while operating cost effectively. In addition to handling permits and other elements of land

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use planning, the Commission staff is also involved in open space planning, Community Preservation Act issues and so on. The Commission staff is involved with land acquisition related to these issues as well as involved with the continual review of wetlands and other conservation properties in the Town. The workload included 31 notices of intent on projects that would directly impact wetlands in the Town. These projects required site visits, plan reviews, hearings, and meetings with project developers and so on.

(3) Management and Operations

The project team found no improvement opportunities specific to the Commission staff. Rather, a general comment (made elsewhere in this report) that the Town would benefit from the merger of the various land use policy and oversight departments. This benefit would be seen most specifically by applicants – who would then have a single entity to deal with for complete information about the actions required to obtain their approvals. The matrix, that follows, provides our evaluation of these services:

Performance Target	Town Practice	Potential Improvements
<ul style="list-style-type: none">Does the Department have a process to ensure that the overall development review process is coordinated with other Town departments included in the site plan review process?	<ul style="list-style-type: none">Coordination of the site plan review process is fragmented.There is no single coordinating Department for the Town for this process.Applicants are left to work their own way through the various boards, commissions and departments.	<ul style="list-style-type: none">The project team has recommended the creation of a single Department to address land use and other planning functions. The boards and commissions would remain in place but staff would be working in conjunction with one another, in an effort to enhance the coordination of this process.
<ul style="list-style-type: none">Does the office provide “over the counter” same day permits?	<ul style="list-style-type: none">There is no formal process for offering same day permits though very simple questions can be granted this way.	<ul style="list-style-type: none">It may be difficult to provide this level of service given the structure of land use planning in the Commonwealth.

(2) Staffing

The Department operates with a single position at this time. An additional position was added to the Department but does not work for or with the manager. In fact, this second position has been assigned to work with the Council on Aging, Library, School Department, etc. on a permanent basis. This position should not be considered as part of the overall capability of the Town towards handling information technology issues. The project team believes that this second position should be eliminated from the Town's budget. There is no need for additional staffing in the Data Processing unit given the current level of technology and utilization in the Town. The Town has created a use for this position in the interim. Elimination of this position would save approximately \$45,000 in salary and benefits on an annual basis. The current number of computer users in the non-school side of the Town's operations are sufficient to justify the single position.

(3) Management and Operations

The project team found that there're several improvement opportunities relating to information systems in the Town:

- The Town should change the name of this department from Data Processing to Information Services to reflect both the changing nature of the work as well as the changing scope of involvement that this function must have in Town operations.
- There has been little planning for system updates or further integration until recently. A committee has been formed, for example, to address the information needs of the Town. This was done following the recommendation of MAXIMUS in a previous report.
- There is a specific need to acquire a single, integrated financial management system. The current situation should be viewed as unacceptable by the Town for a variety of reasons, not the least of which

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is that the current situation leaves the Town exposed to a wide variety of errors in the financial management area.

- The Town has authorized an employee in the Data Processing Department. The current incumbent does not work in Data Processing – in fact, the position is providing outreach services to seniors through the Council of Aging and is working with others through the Library, School Department, etc..
- There is no formal plan for capital or system replacement for hardware or software. The project team recommends that the Town consider the establishment of a replacement fund for this purpose. Each department could be budgeted a proportional share of the cost of replacing its own PC's on an annual basis so as to spread out the cost of these expensive systems.

The matrix, that follows, provides a summary of our findings relative to the best management practices relating to the Data Processing Department:

Performance Target	Town Practice	Potential Improvements
<ul style="list-style-type: none">• A comprehensive information technology plan to assess Town resources and future needs.	<ul style="list-style-type: none">• The Town is in the process of developing this information and has formed a committee to work with the staff to develop this plan.	<ul style="list-style-type: none">• Continue to develop this plan.
<ul style="list-style-type: none">• Do computer training courses exist?	<ul style="list-style-type: none">• There are no formal computer training courses available.	<ul style="list-style-type: none">• Given the small size of the Town's staff it would not make sense to provide courses internally on a regular basis.• Data Processing staff should pole Town staff to determine if there are unmet needs for basic skills training that could be provided periodically.• Alternatively, each department could budget for some computer training
<ul style="list-style-type: none">• Are user information needs assessed at least bi-annually?	<ul style="list-style-type: none">• There are no formal needs assessments conducted by the Data Processing staff.	<ul style="list-style-type: none">• Develop a formal user survey to be distributed to staff on a bi-annual basis.

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Performance Target	Town Practice	Potential Improvements
<ul style="list-style-type: none"> Are user meetings held on a regular basis? 	<ul style="list-style-type: none"> There are no formal user meetings held – however, the major systems (finance and personnel) are so fragmented between functions and departments that needs can be better met one on one at this time. 	<ul style="list-style-type: none"> If / when the Town transitions to an integrated financial management package the formation of a user group will be necessary and an effective way to support end-users.
<ul style="list-style-type: none"> Is there one FTE of support staff per 100 PC users? 	<ul style="list-style-type: none"> The staffing ratio is below this ratio. 	<ul style="list-style-type: none"> No issue.
<ul style="list-style-type: none"> Are requests for hardware and software support responded to within 1 business day when a workstation is unusable and there are no other suitable workstations on which the work may be performed and within 3 business days when there is a problem with a particular function or application but the workstation is otherwise usable? 	<ul style="list-style-type: none"> The Data Processing staff appears to be meeting this standard (although there are no formal standards set forth). 	<ul style="list-style-type: none"> No issue.
<ul style="list-style-type: none"> Does IS standardize hardware and software in use? 	<ul style="list-style-type: none"> Hardware and software has generally been standardized for off the shelf products. 	<ul style="list-style-type: none"> No issue.
<ul style="list-style-type: none"> Disaster recovery plan in place? 	<ul style="list-style-type: none"> The Department has standard disaster recovery plans in place for the critical information system in the Town. 	<ul style="list-style-type: none"> No issue.
<ul style="list-style-type: none"> Is a computer system replacement program in place and funded for future acquisitions? 	<ul style="list-style-type: none"> There is no formal plan in place to replace computers or software on a regular basis. These items are budgeted for in each department's individual budget on an as needed basis. 	<ul style="list-style-type: none"> Consider the development of a computer replacement fund that is managed by Data Processing. Funds could be contributed each year by each department as part of a regular replacement

The following section addresses the Dog Officer.

8. DOG OFFICER

The Town of Wayland has both a Dog Officer (full-time) and an Animal Control Officer (on call within the Board of Health). The sub-sections, which follow, provide a summary of the project team's evaluation of the operations of this function.

(1) Organization

There are no issues with the internal organization of the Department given that this is a single position function. The Dog Officer reports to the Executive Assistant to the Board of Selectmen at this time. There is no reason to change this reporting relationship at this time.

(2) Staffing

The project team next evaluated the staffing requirements for the Dog Officer function. The table, that follows, provides a summary of the current workload being handled by the Dog Officer:

Element	Number
Phone Calls (estimated)	1,100
Dogs Picked Up	14
Dogs Destroyed	0
Dogs Quarantined	9
Cats Quarantined	1
Dogs on Restraining Order	2
Cats Euthanized	2

The project team estimates that the total cost of salary and benefits for the Dog Officer are \$59,250 per year. The Town took in revenues of approximately \$16,000 from dog licenses in the same time period. The project team recommends that the Town of Wayland discontinue the current full-time Dog Officer and move to a part-time

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(on-call) position similar to that used for Animal Control by the Board of Health. Even if the on-call person were paid \$100 per call (very conservative estimate) this change would result in annual savings to the Town of more than \$58,000 (recurring each year thereafter). This results from the charges of \$1,400 for picking up the stray animals versus the current salary and benefits charged for the position. If the Town chooses to make this transition, the contract for dog and cat control should be managed by the Health Department (as with the animal control contract).

(3) Management and Operations

The matrix, that follows, provides our evaluation of the current service levels:

Performance Target	Town Practice	Potential Improvements
<ul style="list-style-type: none">• Animal control ordinance or by-law is in place?	<ul style="list-style-type: none">• The Town has recently adopted a new dog control ordinance.	<ul style="list-style-type: none">• No issue.
<ul style="list-style-type: none">• Fines and fees for animals, varying scale for animals that have not been spayed / neutered, violation fees, etc.	<ul style="list-style-type: none">• Fines and fees are in place and are adjusted for spayed / neutered animals.	<ul style="list-style-type: none">• No issue.
<ul style="list-style-type: none">• Vets are involved with collection of animal licenses?	<ul style="list-style-type: none">• Vets are not involved in fee collection in Town. The Town Clerk performs this function.	<ul style="list-style-type: none">• While this practice is not optimal, involvement of the Clerk should not cease. Consider making it possible for vets in / near Town to collect the fees for a small cut of the fee to increase participation.

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Performance Target	Town Practice	Potential Improvements
<ul style="list-style-type: none">• Animal control is fee supported?	<ul style="list-style-type: none">• Last year, 1,621 licenses were issued at an estimated average of \$12.50 / license. This would generate \$20,263 annually. The approximate cost of the Dog Officer is more than \$60,000 (including benefits which are budgeted separately).	<ul style="list-style-type: none">• The Town should consider moving to an on-call Dog Officer position. Paying \$100 for each trip to collect a stray cat or go, responding to an accident, impounding an animal, etc. would have cost approximately \$2,000 for the same period. This change would result in annual savings of more than \$58,000 (recurring).

The section, that follows, presents our analysis of the Fire Department.

9. FIRE DEPARTMENT

The Fire Department provides both emergency medical (EMS) and fire / rescue services in the Town. These services are augmented by advanced life support (ALS) services provided by several local hospitals. The sub-sections that follow provide a summary of the project team's evaluation of the Fire Department.

(1) Organization

The Fire Department is organized around its platoon system to provide coverage on each of its four shifts. This is a standard organizational approach for smaller fire agencies around the country. There are no issues with this approach (additional duties are assigned to officers on each shift to provide for the range of services and support functions that a modern fire department requires). This approach to organization is common among smaller fire agencies – (both the lack of additional non-shift command staff and the use of personnel throughout the ranks to

handle a number of non-suppression duties). This represents a very effective and efficient approach to delivering these services.

(2) Staffing

This sub-section examines the staffing of the Fire Department. The Fire Department is currently staffed with the minimum number of personnel required to maintain its targeted levels of staffing. The Department operates with six personnel assigned to each shift and runs each shift with an absolute minimum of five personnel (this represents three at one station and two at the other). This means that only one person can be off on some form of leave at any given time during their shift. This approach appears to be reasonable given the size of the Fire Department, the level of services the Department is providing and the level of risk faced by the Department.

The project team then used a computer map-analysis program called FLAME to evaluate the capabilities of the Wayland Fire Department (in conjunction with its neighbors). To do this, the project team ran the following six analyses:

- Identification of the closest fire station to all areas of Wayland (including those stations of neighboring communities).
- Analysis of the Wayland Fire Department's capability for reaching areas of the Town in four, six and eight minutes (relevant to national standards for both fire and EMS service delivery).
- Analysis of the ability to place 12 firefighters on-scene in eight (8) and 12 minutes (also related to national standards for fire service delivery).
- Analysis of the ability to place six (6) firefighters on scene in eight minutes or less (a more rural level of service delivery) with both the current staffing in Wayland and with the addition of one firefighter at Station Two.

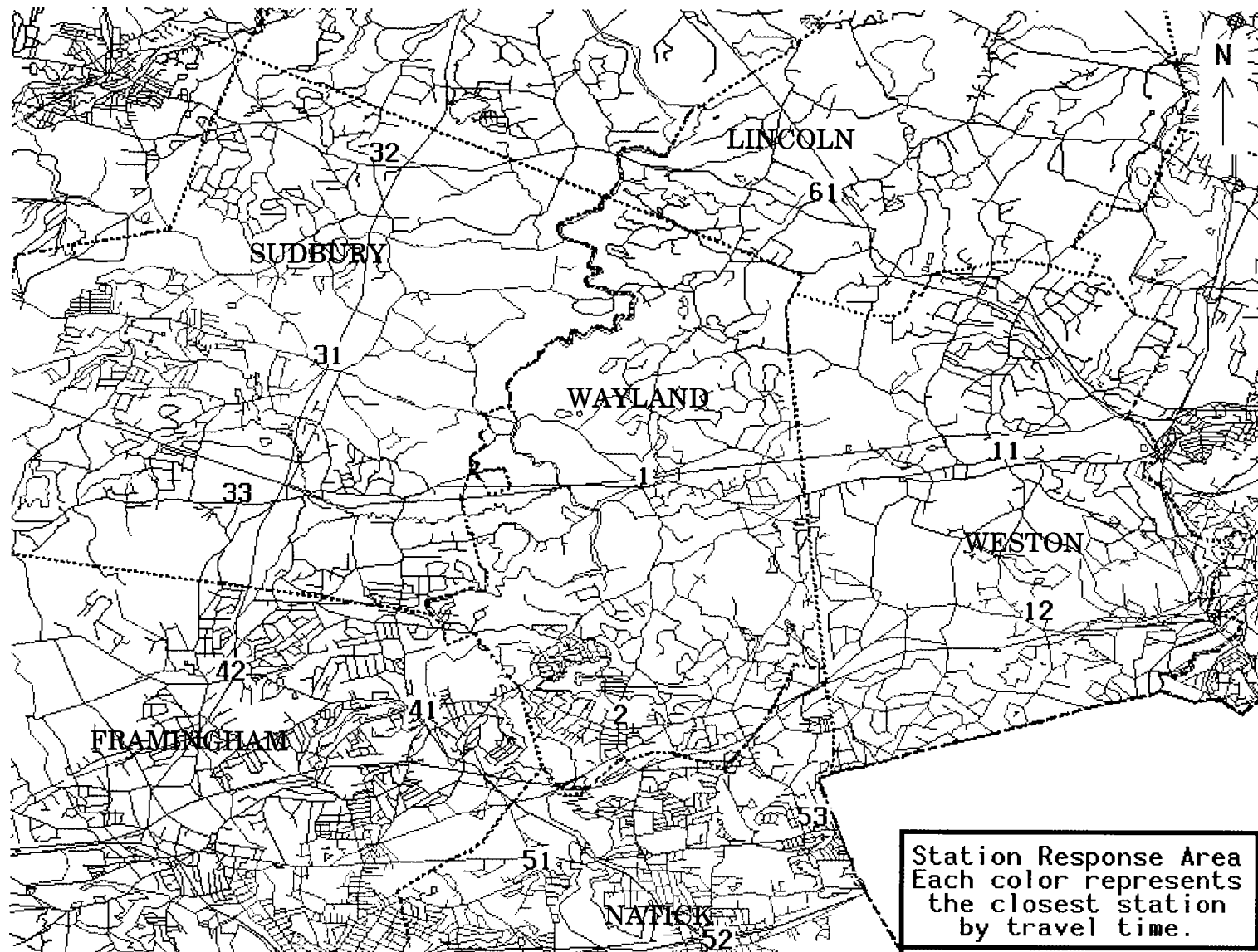
In order to maximize the effectiveness of the analyses the project team included the fire / EMS resources that are available from Wayland and the following communities which share border with Wayland:

- Framingham (designated with the 40's numbers)
- Lincoln (designated with the 60's numbers)
- Natick (designated with the 50's numbers)
- Sudbury (designated with the 30's numbers)
- Weston (designated with the 10's numbers)

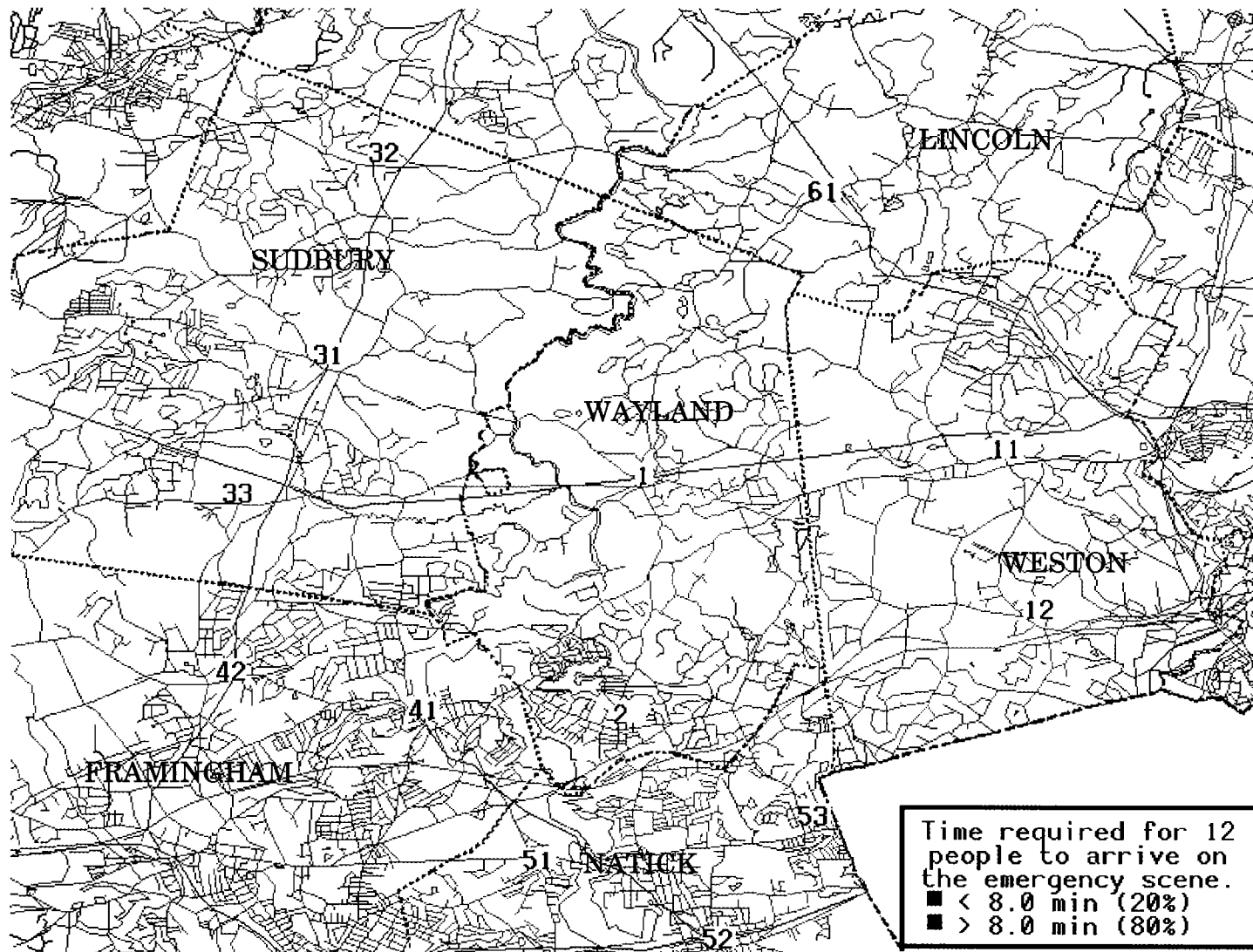
In the case of Framingham and Natick, the project team only utilized those stations that are closest to the Town of Wayland (i.e., none of the stations south of Route 135 were used). These maps, which are provided on the following pages, provide a detailed summary of the capabilities of the fire service in the Town of Wayland (since the project team did not input station information into the model for the rest of these Towns or for their neighbors, the analyses should not be considered to be accurate at the outside edges of the maps). These findings are summarized in the paragraphs, which follow:

- The first map shows the first due areas of all of the fire department in the area around Wayland. This map shows that not all areas of the Town of Wayland are closest to Wayland Fire Department units:
 - In the north end of Town, the Lincoln fire station ("61") is closer (and in a full automatic aid situation should therefore be the first due unit for all calls for service).
 - A few blocks in the Southwestern end of Town are closer to Framingham station "41."
 - For the most part, the Wayland Fire Department is the closest fire station to most areas of Town.

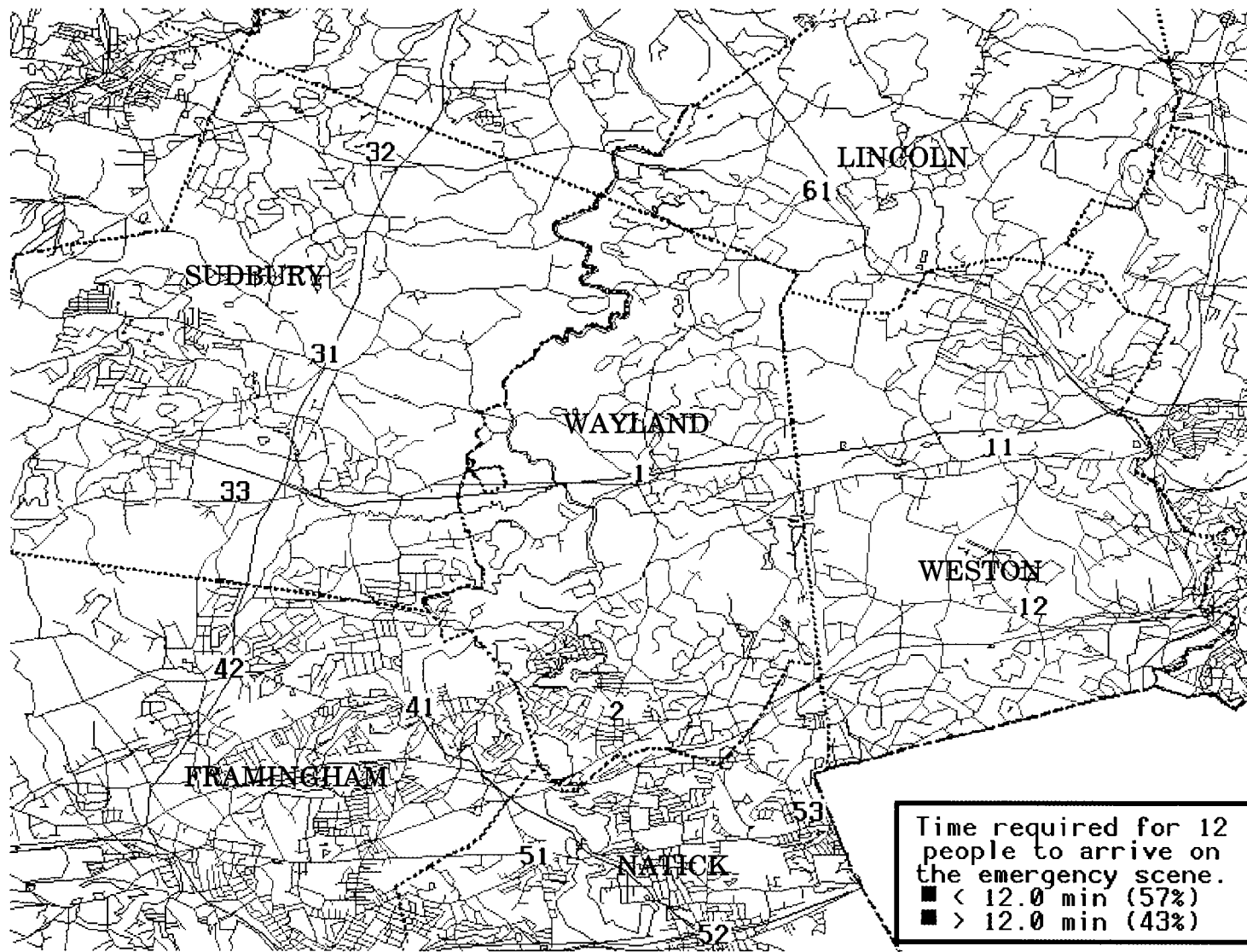
FIRST DUE ENGINE COMPANIES IN AND AROUND WAYLAND, MA



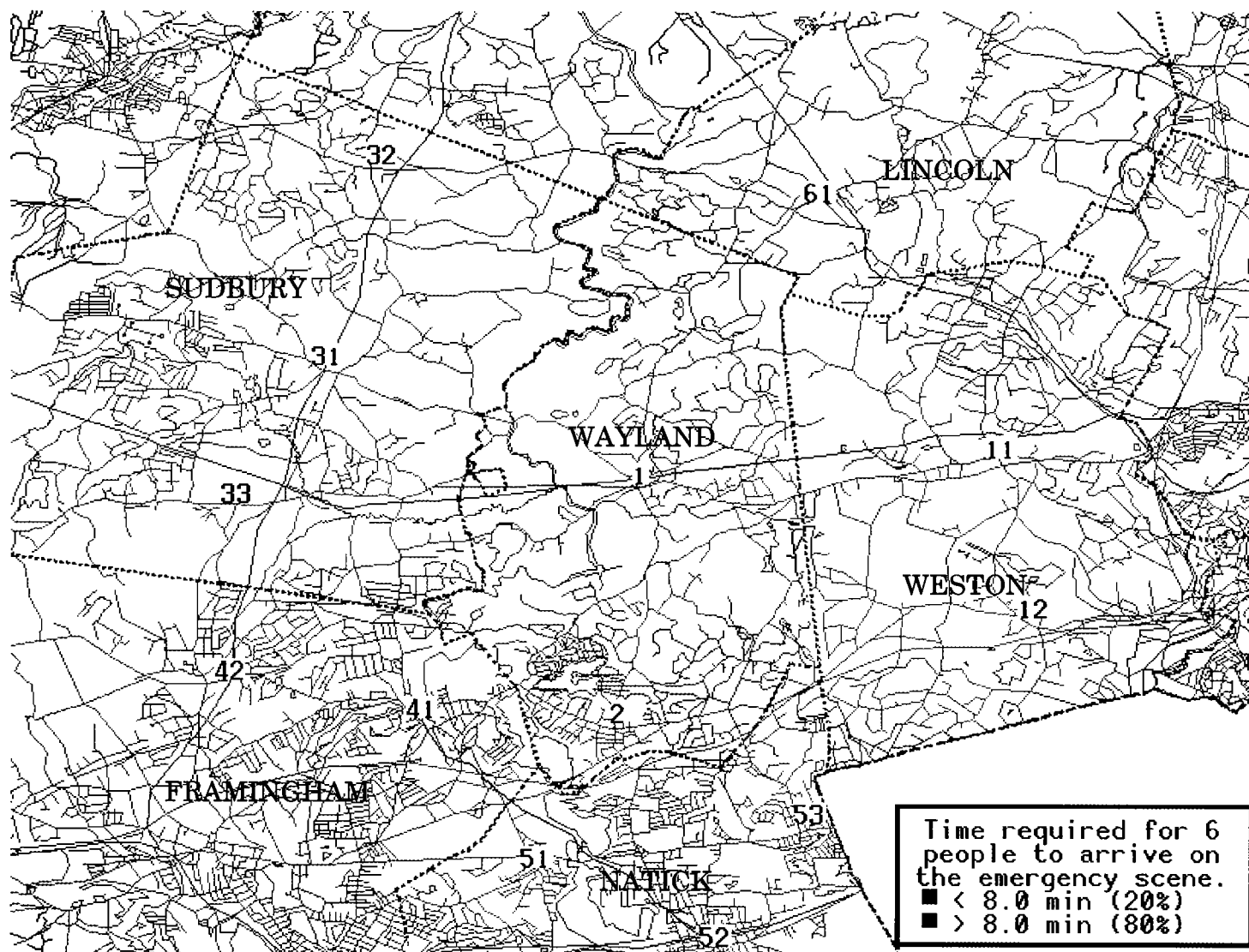
ABILITY TO PLACE 12 FIREFIGHTERS ON SCENE IN EIGHT MINUTES OR LESS



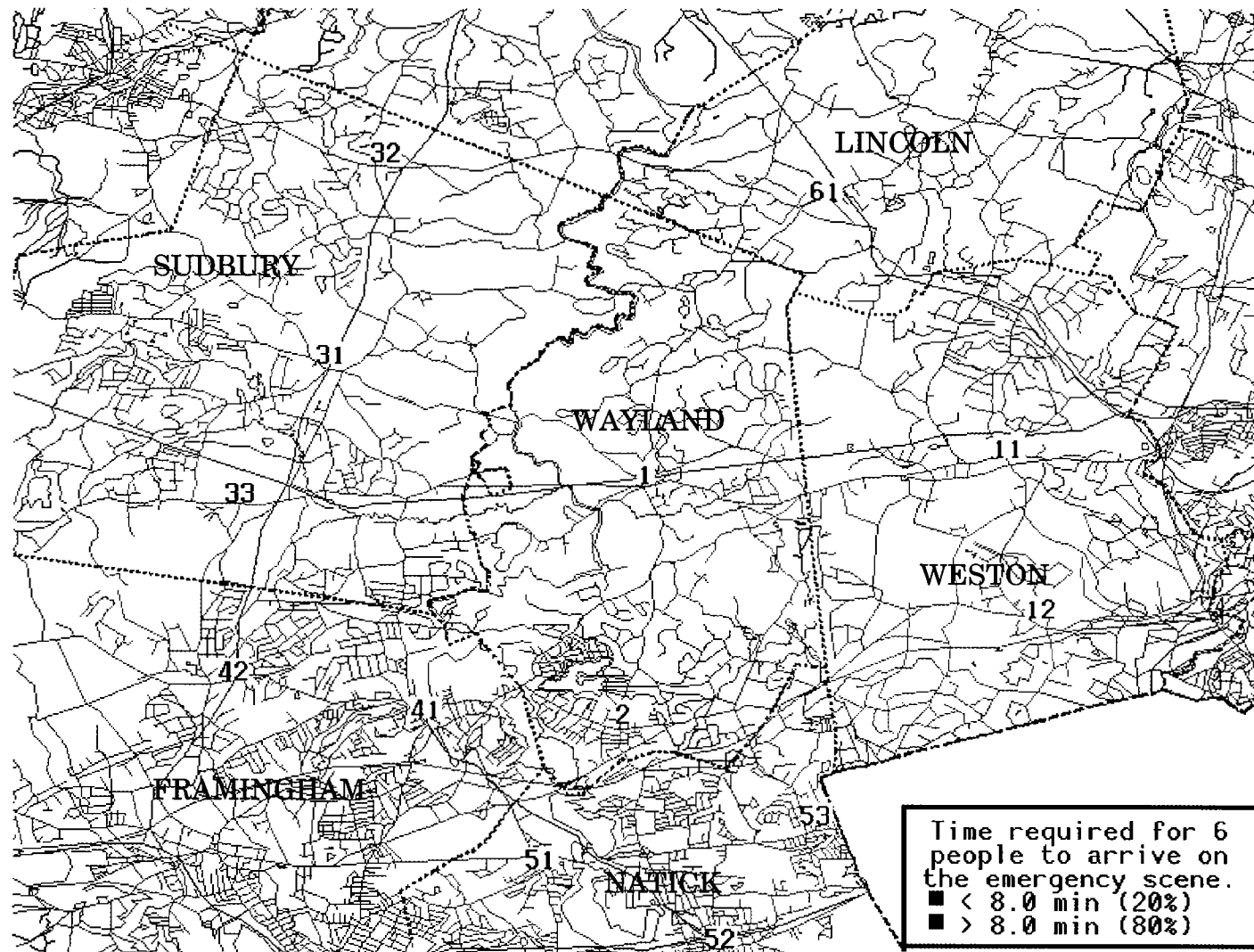
ABILITY TO PLACE 12 FIREFIGHTERS ON SCENE IN 12 MINUTES OR LESS



**ABILITY TO PLACE SIX FIREFIGHTERS ON SCENE IN EIGHT MINUTES
UNDER CURRENT STAFFING**



**ABILITY TO PLACE SIX FIREFIGHTERS ON SCENE IN EIGHT MINUTES
WITH ONE EXTRA FIREFIGHTER AT STATION TWO**



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- The second map shows the ability of units to reach the scene (as first due unit) in four (4), six (6) and eight (8) minutes. The results from this analysis, as they pertain to Wayland, are summarized, below:
 - A first arriving unit can reach the majority of Wayland in four minutes or less (from the time the units leave the station).
 - Lincoln “61” can reach the north end of Town more quickly than the units from Wayland Station One.
 - A few areas of Town are reachable in times ranging from four (4) to six (6) minutes.
 - No area of Town is in an area where the first unit would take more than six (6) minutes to arrive on scene (assuming the use of resources external to the Town itself).
- The third map shows the ability of the fire departments to place 12 firefighters on scene within eight minutes or less. This is based on a national standard for urban / sub-urban fire response. A large portion of Wayland meets this criterion – if the neighboring units are dispatched immediately upon receipt of the call. Any delay in dispatching these units would result in reduction of the areas that can meet this standard.
- The fourth map shows the ability of the fire departments to place 12 firefighters on scene in 12 minutes or less. Note that almost all of Wayland is this area. This time standard was chosen by the project team to illustrate the capabilities of the current fire service delivery system (not to reflect any particular standard).
- The fifth map shows the ability of the fire service delivery system to be able to place six (6) firefighters on-scene within eight minutes. This was chosen to illustrate the capabilities of the fire response system – there is no expansion of the areas that meet the standard – i.e., Wayland is dependent on its neighbors to achieve even this lesser level of service (as they are dependent on Wayland).
- The sixth and final map shows the impact of adding an additional firefighter at Station Two. This would bring the in-Town staffing up to a minimum of six. However, the map shows that this has no impact on the Wayland Fire Department’s ability to place even six firefighters on scene in eight (8) minutes or less (the area is essentially the same as in the prior map which is based on current staffing). However, this does represent a service level enhancement for the southern end of Town.

The analyses, above, have shown that there are some issues and service level standards that need to be considered by the Town of Wayland in terms of fire / EMS service delivery. In summary, the analysis have shown the following:

- The Town of Wayland can generally place an initial response on scene in four minutes or less throughout the Town.
- The area in and around Wayland faces a major challenge in terms of being able to effectively fight a structure fire. The inability to place 12 firefighters on scene in a reasonable period of time as shown by the maps, above, needs to be carefully considered by policy makers and service providers.
- The Town of Wayland Fire Department, on its own, cannot provide for an effective response to a residential or commercial structure fire. These analyses have shown that it would be a major challenge to do so even with the immediate assistance of the neighboring communities.

The questions arises, then, as to what the Town of Wayland can / should do about these issues. The project team believes that there are some steps that can and should be taken:

- Continue to work with neighboring communities on the mutual / automatic aid system (which will cause units to be dispatched as soon as the report of a structure fire is received). This should be applied to the entire area of the Town of Wayland (not only to border areas). This will reduce the time gap between the call and the initiation of response by the neighboring communities (this is a two-way agreement).
- Continue to work to expand the fire prevention and education programming in the Town of Wayland. Residents need to be made aware of the fact that their assistance is required to ensure the safety of themselves, their homes and their property. This should include working with the schools, direct mailings to residents and so on.
- The Fire Department, as part of this fire prevention and education programming, should make every effort to educate residents and property owners regarding the benefits of installing sprinklers and alarm systems in their homes.

The project team believes that it is in the best interest of the Town of Wayland and its residents to pursue all of these efforts. While the project team has shown that Wayland cannot provide complete structure fire fighting on its own, MAXIMUS has shown that the combination of fire departments in the area jointly provide 12 firefighters in 12 minutes. While this is not in-line with the national urban fire fighting standards, it is a reasonable level of service given the highly rural nature of the majority of Wayland.

The Town of Wayland should be aware of a new issues in the fire service in the form of a document entitled "NFPA 1710." This document, developed by the National Fire Protection Association, provides a number of recommended standards for the delivery of fire and EMS services by career fire departments. This document is generating a great deal of controversy and discussion, as most departments in the country cannot meet the stdnards set forth within NFPA 1710 at this time (including Wayland). While the document is open to some interpretation, the following are some of the key elements from the proposed standard (which has no force of law, regulation, etc. on the Town of Wayland unless the Town adopts it as their own local standard):

- Engine companies should be staffed with four (4) people. The standard does indicate the companies can be made up of staff from multiple units as long as they function together as a company.
- First units should arrive on-scene in four (4) minutes or less.
- Full structure fire response of 12 people should be on-scene in eight (8) minutes or less.
- BLS level EMS care should be on-scene in four (4) minutes or less with ALS on-scene in eight (8) minutes or less.

MAXIMUS does not recommend that the Town of Wayland adopt this standard of service. Nor does the firm suggest that the Town move towards four person engine companies (though it will be important to recognize that increasing pressure may be coming on this issue). Many jurisdictions has chosen to compromise somewhat and move their two-person units up to three-person units. MAXIMUS does not recommend that the Town take this step (at this time) for two reasons:

- Taking this step would require the hiring of four more firefighters for a total cost of more than \$240,000 in salary and benefits on an annual basis. The Town might want to consider making this change in the near future as a way of enhancing service delivery in the south end of Town (two-person engine companies are much less effective than a three-person engine company).
- Adding a third person would not result in a significant difference in the service delivery capabilities of the Fire Department (as shown by the sixth map) as a whole (though it would impact service in the south end of Town).

The project team recommends that the Town take steps to address the fire prevention and education issues.

(3) Management and Operations

The project team found that the Fire Department is providing a standard level of service for a suburban fire department. The Department is not involved in providing ALS care (which would be a higher service level) and faces several challenges, including:

- The Department should, in conjunction with the Board of Selectmen, develop a series of performance goals and standards. These should include response time and response capability standards.
- The Fire Department should work to enhance the mutual aid agreements that are in place in the region. Specifically, the Fire Department should work to develop a compact with Weston and Sudbury to provide automatic mutual aid to reported structure fires no matter where they are in any of the Towns. This would enable the departments in all three towns to come closer to providing an adequate

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initial and safe response to structure fire. This has been addressed, at length, in the preceding sub-section and will not be re-visited here.

- The Department should also address several administrative issues including:
 - Transmittal of data from the CAD to the Fire Department.
 - Evaluate fees charged for plan review.
 - Automate all training files.
- Consider increasing the internal level of emergency medical service (EMS) provided to the advanced life support level. It is clear that the Town is at a disadvantage relying on this level of care from outside the community (response times are 25% longer than the national standard because these units are coming from elsewhere). The project team estimates that annual costs of for making this transition would be \$140,000 in the first year (to pay for additional training and equipment) dropping to \$40,000 additional cost in the following years.

The matrix, that follows, provides a summary of our evaluation of the Department:

Performance Target	Town Practice	Potential Improvements
<ul style="list-style-type: none">• Various elements of planning including performance goals and objectives have been built into the budget making and management process.	<ul style="list-style-type: none">• There are no formal performance goals or measures in place relative to the Fire Department. This includes budget and other formal approaches.	<ul style="list-style-type: none">• The Fire Department should develop a series of formal performance goals and measures. Examples of these include the following: response times to calls (initial unit 4 minutes / ALS and second units 8 minutes); 2 hours of training per shift; 100% compliance with equipment testing and maintenance requirements; 100% compliance with annual inspections of all commercial and public use buildings, etc.

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Performance Target	Town Practice	Potential Improvements
<ul style="list-style-type: none"> • Response times and capabilities for emergency medical calls for service. <ul style="list-style-type: none"> – BLS (basic life support) response within 4-5 minutes 80%-90% of calls. – ALS (advanced life support) response within 6-8 minutes 80%-90% of calls. – Defibrillation on primary units. 	<ul style="list-style-type: none"> • As indicated above, Wayland Fire Department is able to place basic life support (BLS) level care on-scene in four minutes or less. • However, the current response system relies on out of town ALS level care when paramedics are required. • Current response times for those units, on average, between 8:47 and 10:44 (depending on the provider that is available) from the time of dispatch. Times in excess of eight minutes for the delivery of paramedic care has been shown to significantly impact survivability in heart attack and other critical situations. 	<ul style="list-style-type: none"> • The Town of Wayland faces two choices if it wants to meet this national standard of care: 1) it can work with the providers to get faster response times to ALS calls for EMS service, and 2) it can move the Fire Department towards provision of ALS level care. • The mechanism for the first approach is through any contract for service the Town has with the providers allowing them to do emergency transport work in the Town. Financial (dis) incentives can be built into the contract to ensure compliance (this is a very common approach). • The project team estimates that the cost of moving the Fire Department into providing ALS level care within the Department would range between \$140,000 in the first year (for additional equipment and training) to approximately \$40,000 in the ensuing years. Additional revenue collected could make this a self-supporting service delivery approach.
<ul style="list-style-type: none"> • Is there a system for prioritizing call response? 	<ul style="list-style-type: none"> • No system in place for call prioritization. 	<ul style="list-style-type: none"> • Call prioritization can help reduce risk exposure by reducing the likelihood that a Fire unit will be in an accident in responding with lights and sirens to a low priority event (i.e., a minor injury).
<ul style="list-style-type: none"> • Are personnel cross-trained to function in both the fire and EMS services? 	<ul style="list-style-type: none"> • Personnel are cross-trained to perform both of these functions. 	<ul style="list-style-type: none"> • No issue.

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Performance Target	Town Practice	Potential Improvements
<ul style="list-style-type: none">• Response capability and performance to fire incidents:<ul style="list-style-type: none">– 4-5 min. response time to 80%-90% of fire calls.– Min. of 3 units / 14 personnel as a first alarm.– Full first alarm response within 8 minutes.– Truck company response within 6 minutes.	<ul style="list-style-type: none">• Response times to calls for service of all types indicates that the Fire Department is arriving on-scene in four (4) minutes or less.• Wayland does not have the capability of delivering a full structure fire response on its own. It would rely on its neighbors (as they rely on Wayland) to meet these staffing requirements.	<ul style="list-style-type: none">• Current station distribution appears to make sense given the road network and the distribution of population and risk within the community.• Wayland should not expect to be able to provide, alone, a full structure fire response. However, efforts should be made to develop automatic aid agreements with the neighboring communities that would automatically deliver back-up to Wayland (and vice versa) in the event of a major incident.
<ul style="list-style-type: none">• Are field service personnel involved in prevention activities:<ul style="list-style-type: none">– Pre-emergency planning?– Company in-service inspections?– Public education?	<ul style="list-style-type: none">• Field personnel are involved in a wide range of non-response activities.• The planning for these activities should be made more formal with the goal of maintaining between 60% and 80% utilization of staff during waking hours (including calls, maintenance, training, etc.).	<ul style="list-style-type: none">• Improve the planning for these activities (as discussed, above).

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Performance Target	Town Practice	Potential Improvements
<ul style="list-style-type: none"> Does the department have a residential detector inspections and installation program? 	<ul style="list-style-type: none"> The Fire Department inspects residential sprinklers (as required by law) during real estate transactions and will provide both installation assistance and inspections at other times upon request. 	<ul style="list-style-type: none"> No issue.
<ul style="list-style-type: none"> Do field personnel train at least two hours/shift? 	<ul style="list-style-type: none"> The Department appears to be meeting this target (when EMS, fire and other activities are included). 	<ul style="list-style-type: none"> No issue.
<ul style="list-style-type: none"> Does the department have mutual aid agreements with other agencies? 	<ul style="list-style-type: none"> The Fire Department has mutual aid agreements in place with neighboring communities, through the District fire compact, etc. 	<ul style="list-style-type: none"> No issue.
<ul style="list-style-type: none"> Does the department have an automated database of emergency incidents that is linked to the CAD system? 	<ul style="list-style-type: none"> The Fire Department does have access to the data collected in the Joint Communications Center (JCC). However, many data are also manually reentered into a Department database. 	<ul style="list-style-type: none"> While this is a cumbersome arrangement it is also quite cost effective. The number of incidents handled by the Fire Department is relatively few when considered against the expense of a more integrated system. In the long run, efforts should be made to include more of the Fire Department's needs when considering replacements for the CAD / RMS system.

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Performance Target	Town Practice	Potential Improvements
<ul style="list-style-type: none"> Does the department participate in the plan review and approval process for residential and commercial projects? 	<ul style="list-style-type: none"> The Fire Department does review every plan that is submitted to the Town. 	<ul style="list-style-type: none"> Make the Fire Department a required signature for all plan reviews and applications. This will allow the Department to determine for itself if there are issues relevant to its areas of expertise. For those where there is no need for extensive review, the Department can quickly sign off on the plan.
<ul style="list-style-type: none"> Does the department conduct scheduled inspections of commercial occupancies? 	<ul style="list-style-type: none"> The Department does engage in a regular scheduled (and unscheduled) inspection program of commercial and public use facilities in the Town. This includes work by the various suppressions crews. 	<ul style="list-style-type: none"> No issue.
<ul style="list-style-type: none"> Does the department have a system of fees that cover prevention costs: <ul style="list-style-type: none"> – Plan review? – Inspections? 	<ul style="list-style-type: none"> Fees are negligible and do not cover costs for plan review or inspections. 	<ul style="list-style-type: none"> It is common practice to pass on 100% of the cost of conducting plan reviews and inspections (with the philosophy that developers are reaping economic gain that should not be subsidized by taxpayers). The Town should consider setting fees that would allow for full cost recovery (while considering similar fees in the region).
<ul style="list-style-type: none"> Are training records automated? 	<ul style="list-style-type: none"> Some training files are automated while others are maintained manually. 	<ul style="list-style-type: none"> All training records should be automated. This is important both for management purposes (who has had sufficient training, etc.) as well as risk management purposes.

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Performance Target	Town Practice	Potential Improvements
<ul style="list-style-type: none">• Is there an incident review procedure to tie experience to in-service training?	<ul style="list-style-type: none">• There is no formal incident review process in place in the Department.	<ul style="list-style-type: none">• The Department should assign the officer in charge at each major incident to develop a review of that incident. This should be shared with other officers and line staff in an effort to identify potential issues (for future training or policy change) as well as to identify strengths in the FD's approach to the issue.
<ul style="list-style-type: none">• Apparatus replacement guidelines which result in cost effective maintenance and field operations (common targets are: engines / trucks-15 yrs. line, 5 yrs. reserve.	<ul style="list-style-type: none">• There are no formal replacement guidelines in place in the Department. Units are replaced "as needed" and are replaced using current year capital funds with no replacement fund in place.	<ul style="list-style-type: none">• The Board of Selectmen and the Finance Committee should adopt formal replacement guidelines for emergency equipment. These two bodies should also work to present to the

The following section provides our evaluation of the Board of Health.

10. BOARD OF HEALTH

The Board of Health and its staff are responsible for acting as public health agents in Wayland. This includes inspections (of food services and other establishments), regulating and overseeing septic systems in Town and so on. The sub-sections that follow provide a summary of the project team's evaluation of the Health Department.

(1) Organization

The Health Department is organized with staff reporting to the department head. There are no issues with the internal organization of the Department. MAXIMUS recommends that the Department be consolidated with the other land use functions into a single department. This would improve the coordination of services (particularly the Department's involvement in land use issues related to septic systems) and would not negatively impact the delivery

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of services in the public health aspects of the Department's responsibilities. MAXIMUS has recommended that the Landfill operations be moved to the previously recommended Department of Public Works. The project team has also recommended that the Town eliminate the full-time Dog Officer position and move the responsibility for managing a contracted service to the Health Department (as they already manage the Animal Control function).

(2) Staffing

This sub-section evaluates the staffing of the Board of Health. The table, that follows, provides a summary of the workload for the past year:

Workload Element	Number
Animal Keeping Permit	15
Burial Permit	90
New Septic	30
Alteration to Septic	41
Repair of Septic	69
Plan Review	5
Septic Installers	58
Food Service	106
Other Permit	103

Several of the above permit types require multiple (and sometimes lengthy) site visits to ensure that contractors are complying with state and other standards. Two of the Board's employees are available to do sanitary and other inspections. Two of the staff people are dedicated to in-house issues. The current staffing of the health functions of the Board are both sufficient and reasonable given current workloads and functions. Next, the project team examined the operations of the Landfill. This operation was transferred from the Highway Department to the

Board of Health within the past several years. The rationale was that the Landfill could create health issues due to the potential for improper disposal, disposal of hazardous materials, etc.

The Landfill is current staffed with two positions (one Superintendent and one Equipment Operator). This staffing allows the Landfill to remain open six days a week with access for residents of the Town of Wayland (after purchase of a sticker). The Town also contracts out for certain services related to the Landfill including engineering, cap engineering and so on. The project team also notes that the Town has done an exceptional job with waste stream diversions, achieving a 66% diversion level – one of the highest in the state. The project team does not believe that Department staffing requires any adjustment at this time.

(3) Management and Operations

The project team found that the Department generally provides a standard level of service and that it exceeds these standards in some areas (particularly in the coordination of public health care in the community). The matrix that follows provides the project team's evaluation of the Department:

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Performance Target	Town Practice	Potential Improvements
<ul style="list-style-type: none"> Various elements of planning including performance goals and objectives have been built into the budget making and management process. 	<ul style="list-style-type: none"> Neither specific performance goals nor measures have been built into the budget nor into any other official document of the Town relating to the Health Department. 	<ul style="list-style-type: none"> The Department should work with the Town to develop such measures. Specific examples might include: percent of senior population receiving flu vaccines, average rating for food serving establishments, number of complaints elevated to the state level in their area of responsibility, etc.
<ul style="list-style-type: none"> Does the department utilize multi-discipline inspectors? 	<ul style="list-style-type: none"> Inspectors provide a wide range of health related inspection services. 	<ul style="list-style-type: none"> No issue.
<ul style="list-style-type: none"> Are evaluations available to the public in an easy to access format? 	<ul style="list-style-type: none"> Information is available but not in an easy to access format. 	<ul style="list-style-type: none"> Consider placing evaluations and inspection results on the Town's website or require food serving establishments to post a copy of their inspection report publicly.
<ul style="list-style-type: none"> Does the department utilize permit tracking software 	<ul style="list-style-type: none"> The department does use an automated system for tracking permits. 	<ul style="list-style-type: none"> No issue.
<ul style="list-style-type: none"> Do inspectors average 12-15 stops per day, per inspector? 	<ul style="list-style-type: none"> Inspectors handle all inspection requests but are not working at this level of productivity. 	<ul style="list-style-type: none"> Do not hire additional staff resources (none have been requested) until workload has reached these levels.
<ul style="list-style-type: none"> Programs are available covering general public health needs (vaccines, clinic services, etc.). 	<ul style="list-style-type: none"> The Board and Department work in conjunction with a local provider to ensure delivery of community health services. 	<ul style="list-style-type: none"> No issue.

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Performance Target	Town Practice	Potential Improvements
<ul style="list-style-type: none"> • Outreach programs in place to distribute information to schools, senior centers, local public interest groups, etc. regarding health issues. 	<ul style="list-style-type: none"> • The Board and Department work in conjunction with a local provider to ensure community outreach. The Board employs all nursing staff assigned to the Town's schools. 	<ul style="list-style-type: none"> • No issue.
<ul style="list-style-type: none"> • Coordination in place with other local health agencies. 	<ul style="list-style-type: none"> • The Board and Department work in conjunction with a local provider to ensure delivery of community health services. 	<ul style="list-style-type: none"> • No issue.
<ul style="list-style-type: none"> • Does the Department have a process to ensure that the overall development review process is coordinated with other Town departments included in the site plan review process? 	<ul style="list-style-type: none"> • Coordination of the site plan review process is fragmented. • There is no single coordinating Department for the Town for this process. • Applicants are left to work their own way through the various boards, commissions and departments. 	<ul style="list-style-type: none"> • The project team has recommended the creation of a single Department to address land use and other planning functions. The boards and commissions would remain in place but staff would be working in conjunction with one another, in an effort to enhance the coordination of this process.
<ul style="list-style-type: none"> • Does the office provide "over the counter" same day permits? 	<ul style="list-style-type: none"> • There is no formal process for offering same day permits though very simple questions can be granted this way. 	<ul style="list-style-type: none"> • It may be difficult to provide this level of service given the structure of land use planning in the Commonwealth.
<ul style="list-style-type: none"> • Are the department's fees recovering the full cost of service delivery? 	<ul style="list-style-type: none"> • There are no efforts in place to ensure that fees are supporting full cost recovery for plan reviews, etc. that are used by the development community. 	<ul style="list-style-type: none"> • The Town should work with the various boards and commissions in the land use areas to develop full cost recovery for these services. This should include all aspects of the land use and building processes.

The following section provides the evaluation of the Highway Department.

11. HIGHWAY DEPARTMENT

The Highway Department is responsible for the maintenance of the Town's roads and sidewalks. In addition, the Department is responsible for the maintenance of related infrastructure including catch basins (for draining away storm water) and other facilities. The sub-sections that follow provide MAXIMUS's analysis.

(1) Organization

The internal organization of the Highway Commission is reasonable given the functions of the staff. Staff report to either foreman or general foreman who report to the Director. The office staff report directly to the Director. Given the relatively small size of the operation and the limited set of missions to which the Department has been dedicated, this approach to organization is reasonable. The project team has recommended that the Highway be included as part of a consolidated public works department. This was addressed in the preceding chapter.

(2) Staffing

This sub-section evaluates the staffing requirements of the Highway Department. Considering the organizational changes that have been recommended concerning the Highway Department (in the preceding chapter) should the consolidation of Public Works take place, the project team recommends that either the Director or the General Foreman position be eliminated. The savings from either of these positions could then be used to provide for a portion of the salary of the Public Works Director position. The new position would cost the Town an additional \$15,000 – \$25,000 per year in salary and benefits beyond the salary savings resulting from eliminating

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one of these two positions. The tables, that follows, provides a summary of the workload handled by line personnel in the Department:

Completed Service Requests

Requested Service	12 Month Total (Annualized)
Brush Removal	3
Drainage	28
Grading	4
Other-drainage	8
Other-maintenance or grounds	36
Other-road repair	11
Pothole	40
Potholes	15
Sign Replacement	28
Street Opening Permits	87
Physical Alteration Permits	23
Total	283

Note that the Department averages approximately 1.5 projects per workday that have been tracked in the work order system. These projects are those that were generated as the result of a request from outside the Department. The current system did not allow the project team to evaluate all of the workload that the Department

is handling. If, however, one makes the assumption that citizen-generated workload is responsible for the generation of 15% of the workload, this would suggest that there are actually 9.4 projects (of widely varying type and time commitment) to be handled on a daily basis. This workload is sufficient to justify the existence of two four-person crews (with a supervisor each).

(3) Management and Operations

The Highway Department can improve on current management and operations by addressing the following issues:

- The project team found that the management of the department has been reactive – in other words, there has been little planning (except where capital projects such as paving are concerned).
- The department has developed rudimentary data collection from work orders that track basic information such as location of the work, when it was performed and who called in the initial complaint. These data do not include staff involved, hours spent, materials and equipment utilized, etc. – all critical information for effective management and future planning.
- Work is generally assigned on a day-to-day basis – in some cases, work appears to be assigned by the work crews themselves (where they go a board of work orders and select one or more to complete). Little is done to plan and schedule work crews in advance – thus impacting the effectiveness of the crews, their productivity, availability of materials and resources, etc.
- There are no formal maintenance management systems in place for tracking road conditions, signage conditions, striping, catch basin issues, etc. The project team recommends that the Town purchase a maintenance management program. Off the shelf software can be purchased for \$15,000 or so to provide the type of support recommended by the project team.
- There is no formal plan in development that takes into account the types of data available from maintenance management systems. Roadwork decisions are made as part of the annual budget process – not as part of an overall plan to ensure that the Town's roads are maintained at the highest quality.

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The project team believes that the development of a public works department, with the ability to retain a highly qualified public works director would enable the Town to enhance the delivery of service in this critical area. The project team believes, too, that the service levels in this department have been impacted by the lack of direct and day-to-day oversight. The matrix, that follows, provides a summary of the project team's findings:

Performance Target	Town Practice	Potential Improvements
<ul style="list-style-type: none">• Various elements of planning including performance goals and objectives have been built into the budget making and management process.	<ul style="list-style-type: none">• No performance goals, objectives or measures have been developed for the Highway Department.• Neither within the Town budget nor within any other formal Town document.	<ul style="list-style-type: none">• Develop specific performance targets, including: time to fix potholes, time to clear roads of ice and snow, lane miles paved, right of way cleared, etc.
<ul style="list-style-type: none">• Does the department track capital improvement project costs and timelines on a per project basis?	<ul style="list-style-type: none">• The Department tracks each capital project separately (this relates to the use of contractors for performing many large-scale projects).• The Department does not operate with standard capital improvement plans that prioritize projects over a five or ten-year period. Decisions are made regarding capital projects on an annual basis as part of the Town Meeting warrant for the capital funds.	<ul style="list-style-type: none">• The Highway Department should be operating from a formal capital improvement plan. This plan should take into account formal assessments of capital needs in the Town (pavement and other infrastructure condition).
<ul style="list-style-type: none">• Does the office have a set turnaround time standard for site plan reviews?	<ul style="list-style-type: none">• The Department is minimally involved in plan review and operates with the guidance of the other participants in terms of timely turnaround.	<ul style="list-style-type: none">• No issue.

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Performance Target	Town Practice	Potential Improvements
<ul style="list-style-type: none"> Existence of formal work planning and scheduling system. 	<ul style="list-style-type: none"> The Department has a formal work order system in place. However, this system is not used for planning work, but for tracking work that has been assigned and completed. Work is assigned on a daily basis (except for multi-day projects which may be assigned ahead of time). Materials will be ordered ahead of time for projects when they are anticipated. However, this system is highly dependent on the senior staff and on staff responding to complaint driven work requests. 	<ul style="list-style-type: none"> The Highway Department should work to develop a formal plan of work for each week. This should be done one week in advance. This plan should allocate capital projects, work orders and other tasks. These plans should maintain flexibility to address weather and other unforeseen service requests. This plan should allow for more careful planning with regards to staff utilization, materials, etc.
<ul style="list-style-type: none"> Has the department explored cost saving alternatives to conduct the design portion of the capital improvement management process? 	<ul style="list-style-type: none"> All design work is done using contract engineers – no major design work is done in-house. 	<ul style="list-style-type: none"> No issue.
<ul style="list-style-type: none"> Time tracking information is available in sufficient detail to allow analysis of work practices. 	<ul style="list-style-type: none"> Time tracking is done in a number of different systems, none of which allow the Department to track work and materials back to each project or work order. 	<ul style="list-style-type: none"> Develop a single system, either using a spreadsheet program or an inexpensive off the shelf (<\$15,000) maintenance management package to enhance the availability of data for management purposes. Once these data become available, the managers and supervisors in the unit should review the data to ensure reasonable use of time and materials, as well as to assist with the planning for new projects.

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Performance Target	Town Practice	Potential Improvements
<ul style="list-style-type: none">• Annual inspection of sign reflectivity.	<ul style="list-style-type: none">• There is no formal inspection program for signage. Signage issues are addressed based on complaints or observations of Town staff (police, fire, Highway, etc.).	<ul style="list-style-type: none">• Develop a formal program for assessing signage quality, including reflectivity. This program should be done as a series of formal assignments to staff and supervisors who can observe each sign and note its condition. This should also be entered into the maintenance management system.
<ul style="list-style-type: none">• Annual painting of school cross walks.	<ul style="list-style-type: none">• School crosswalks are painted at least annually (more frequent if winter conditions demand it).	<ul style="list-style-type: none">• No issue.
<ul style="list-style-type: none">• Bi-annual painting of other cross walks.	<ul style="list-style-type: none">• Other walks are painted as needed or based on complaints.	<ul style="list-style-type: none">• As with signage, walks should be inspected and tracked using the maintenance management system.
<ul style="list-style-type: none">• Legends repainted:<ul style="list-style-type: none">- Arterials: 12 months.- Collectors: 18 months.- Residential: 24 months.	<ul style="list-style-type: none">• These standards are generally met (though many residential streets are not striped at all).	<ul style="list-style-type: none">• No issue.

The project team found that the Highway Department generally provides a standard and typically reactive level of service to the community in most regards. The paragraphs, that follow, provide a summary of the project team's recommendations:

12. JOINT COMMUNICATION CENTER

The Town of Wayland has created a civilian, joint communications center to provide 9-1-1 call answering, general fire / police phone answering and to provide dispatch to public safety units in the Town. This center

currently reports under a joint management relationship to the Fire Chief and the Chief of Police. The sub-sections that follow provide a summary of the project team's evaluation of the Center.

(1) Organization

The Center is organized to report to both the Chief of Police and the Fire Chief. The project team believes that this works fairly well (it is important that both departments have some authority and responsibility for the operations). There is currently no senior person or supervisor assigned within the Center – this is addressed in the following sub-section.

(2) Staffing

This sub-section addresses the staffing requirements of the Joint Communications Center. The analysis, on the following page, evaluates that staffing requirements for the Joint Communications Center. This has been done using the call for service workload data provided by the Fire and Police Departments. MAXIMUS has developed a model for calculating the staffing required in a communications center. This model can be used at a very high level of detail, showing the staffing required for each hour of the day (on average) and was developed by members of the project team to be applicable to a wide variety of emergency communications center operations. The points, which follow, provide a summary description of the model and the input used in it:

- The analytical process takes as its starting point that there are relationships among communications center workloads that are relatively constant from one agency to another and in a single agency over time and varying conditions. These relationships include:
 - The total number of telephone calls received in a communications center expressed on a "per incident" or "per call for service" basis.

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- The total number of radio transmissions handled in a communications center expressed on a "per incident" or "per call for service" basis.
- The total number of other workloads handled and expressed on a "per incident" or "per call for service" basis.
- Since most agencies do not track individual work elements of a communications center, such as the number of transmissions, and since virtually no agency consistently measures the time taken for each task type, standards are borrowed from other agencies and checked, where data exists, against workloads handled in the dispatch centers.

These standards were developed by the project team and others utilizing detailed time and motion studies of communications centers nation-wide. These centers incorporated CAD technology, were providing emergency medical dispatch (EMD) and provided service to both law enforcement and fire / rescue agencies.

- Since police and fire calls for service are typically counted consistently and by most agencies, these communications "standards" are converted on the basis of total minutes of workload per call for service.

That is, estimates of total communications center police and fire workloads (including not only calls for service related workloads, but also workloads associated with self-initiated and administrative activities) are expressed as a ratio of time per call for service. These time standards include the following:

- For each law enforcement call for service, the equivalent of 8.9 minutes of call, self-initiated and administrative related communications workloads are allocated. This includes time estimates of radio, telephone, record check and administrative tasks. This 8.9 minutes is comprised of the following elements:
 - 130 seconds are allocated to process a service request (citizen generated call for service) and transfer to a radio dispatcher. This standard incorporates the fact that multiple calls can be generated by the same incident and that administrative / business calls are handled by staff in the communications center.

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- 327 seconds of total radio transmissions related activity expressed on a per call for service basis -- including call-related and officer / deputy-initiated field workloads and administrative transmissions.
- 13 seconds are allocated for record checks via the teletype -- again this is expressed on a per call for service basis.
- 64 seconds are allocated for other tasks associated with the dispatch center (administrative, record-keeping, other activities).
- For each fire, emergency medical and service related incident, the equivalent of 8.2 minutes of call and administrative workloads are allocated. This includes time estimates of radio, telephone and administrative tasks. The 8.2 minutes is comprised of the following elements:
 - 120 seconds are allocated to process service requests and to transfer the call to a fire / rescue dispatcher. This standard incorporates the fact that multiple calls can be generated by the same incident and that administrative / business calls are handled by staff in the communications center. This includes time accounting for Emergency Medical Dispatch (EMD).
 - 340 seconds are allocated to radio transmissions -- this is also expressed on a per call for service basis.
 - 32 second for handling administrative workload.
- These time standards are then applied against known or estimated call for service workloads handled by the dispatch center. Call for service counts are distributed on a time of day basis and multiplied by the time standards described above (i.e., 8.2 minutes per call for fire / rescue and 8.9 minutes per call for law enforcement). This calculation yields total average communications workloads on a time of day and day of week basis.
- In addition, the project team has included a factor to account for the other communications workload handled by the agencies in the region. This factor is equivalent to 2% of total calls for service for all agencies.

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- Finally, to arrive at the number of dispatch center staff required to handle these workloads, a critical assumption needs to be made regarding the levels of productivity desired. An allowance needs to be made regarding the proportion of time which is desirable to have a dispatcher actually involved in call handling, radio transmission and related workloads. There are several reasons why direct task allocation should not be 100% of available time, including:
 - Dispatch centers which have relatively high utilization levels tend to "burn out" staff leading to high employee turnover and use of sick leave, disability and so on.
 - Communications centers which have relatively high utilization levels experience "queuing" problems in which responses to incoming calls are delayed because of the number of calls or field units handled.
 - Quality begins to suffer because communications staff are cutting calls and radio transmissions short. This impacts service levels both to field units and to the public.
 - Finally, use of this factor also provides for peak work periods (as opposed to the hourly averages utilized by the project team) – thus resulting in built-in additional capacity.

The project team has utilized a task-loading factor of 25 minutes of actual call/radio activity per communications staff per hour. The basis behind this assumption is that one-half of a "net" hour should be utilized for direct communications workloads (i.e., after shift exchange, breaks, meals, miscellaneous personnel/administrative tasks are accomplished and training are subtracted from a "gross" available hour). This 25-minute factor is divided into the amount of hourly workload in the dispatch center.

To further demonstrate the way in which this model accounts for various types of workload, the project team has developed an Exhibit, which can be found on the following page. By using this approach the project team is able to convert information that is routinely tracked (calls for service) into the number of staff required to handle all dispatch functions (this does not include functions which may have been added to dispatcher's duties to increase

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their actual utilization). With the decision to create a dedicated dispatch center, however, this is the appropriate way to calculate staffing requirements.

Makeup of the Dispatch Staffing Model
Time Standards for Law Enforcement and Fire / EMS

Law Enforcement - 8.9 Minutes	Fire / EMS - 8.2 Minutes
130 Seconds -- Phone Calls (Service Requests)	120 Seconds -- Phone Calls (Service Requests)
327 Seconds -- Radio Transmissions for all Calls -- Calls for Service as Well as Officer Initiated	372 Seconds -- Radio Transmissions
13 Seconds -- Teletype	
64 Seconds -- Other Administrative and Support Tasks	

The model results, shown on the following page, show the following (the distribution of the calls for service for both Fire and Police Departments are also included on the pages following the analysis):

- There is no hour of the day in which the workload to be handled requires more than a single person to be on-duty. It is important to recall that the staffing analysis assumes that each person would work directly providing service for no more than 25 minutes in each hour.
- The highest level of workload occurs during hours when the number of personnel required to handle it equals 0.82 full-time equivalents.
- The project team recommends that the Joint Communications Center be maintained with its current minimum staffing level of 2.0 personnel on all shifts. This level of staffing, though well in excess of the levels required to handle the workload, allows for breaks, meals and coverage for the “above average” period of workload.

This analysis shows that the Joint Communications Center is staffed appropriately (and that, in fact, it would take significant growth in calls for service to justify additional staff resources). In fact, the Town of Wayland should examine opportunities to jointly provide dispatch with one or more neighboring communities. This could result in significant operational benefits (for example, improved coordination of fire resources) while at the same time resulting in major fiscal savings for all of the participants. It would be reasonable to expect that annual savings from such a consolidation could approach \$75,000 per community. While the overall staffing of the center is adequate given the on-duty staffing goals for the center. The project team recommends that the Town authorize the creation of a supervisor position in the JCC from existing staff. This would have an estimated fiscal impact of approximately \$3,000 per year in salary and benefits.

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**Staffing Requirements for the
Joint Communications Center
Wayland, MA**

Hour	LAW ENFORCEMENT			FIRE			TOTAL
	Avg. CFS Per Hour	Mins. of Comm. Wkld.	Line Staff Required	Avg. CFS Per Hour	Mins. of Comm. Wkld.	Line Staff Required	Line Staff Required
0000-0100	0.57	5.07	0.20	0.08	0.65	0.03	0.23
0100-0200	0.39	3.51	0.14	0.10	0.83	0.03	0.17
0200-0300	0.30	2.68	0.11	0.05	0.43	0.02	0.12
0300-0400	0.28	2.51	0.10	0.07	0.54	0.02	0.12
0400-0500	0.19	1.73	0.07	0.07	0.54	0.02	0.09
0500-0600	0.26	2.32	0.09	0.07	0.58	0.02	0.12
0600-0700	0.40	3.54	0.14	0.21	1.75	0.07	0.21
0700-0800	0.88	7.80	0.31	0.38	3.08	0.12	0.44
0800-0900	1.19	10.58	0.42	0.52	4.29	0.17	0.59
0900-1000	1.13	10.07	0.40	0.87	7.14	0.29	0.69
1000-1100	1.24	11.07	0.44	1.16	9.55	0.38	0.82
1100-1200	1.24	11.07	0.44	0.80	6.56	0.26	0.71
1200-1300	1.05	9.39	0.38	0.53	4.38	0.18	0.55
1300-1400	1.14	10.14	0.41	0.76	6.25	0.25	0.66
1400-1500	1.12	9.97	0.40	0.65	5.37	0.21	0.61
1500-1600	1.01	9.02	0.36	0.59	4.83	0.19	0.55
1600-1700	1.20	10.68	0.43	0.40	3.30	0.13	0.56
1700-1800	1.30	11.56	0.46	0.42	3.46	0.14	0.60
1800-1900	1.16	10.36	0.41	0.42	3.46	0.14	0.55
1900-2000	0.97	8.61	0.34	0.36	2.97	0.12	0.46
2000-2100	0.97	8.61	0.34	0.28	2.31	0.09	0.44
2100-2200	0.82	7.34	0.29	0.23	1.91	0.08	0.37
2200-2300	0.72	6.41	0.26	0.16	1.33	0.05	0.31
2300-0000	0.49	4.39	0.18	0.10	0.85	0.03	0.21

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Calls for Service (Incidents) by Time of Day and Day of Week
Fire Department, Town of Wayland

Hour	Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Total Calls	% of Calls	Average Hourly Calls
0000	2	4	5	5	5	5	3	29	0.9%	0.08
0100	3	6	6	6	6	6	4	37	1.1%	0.10
0200	2	3	3	3	3	3	2	19	0.6%	0.05
0300	2	4	4	4	4	4	2	24	0.7%	0.07
0400	2	4	4	4	4	4	2	24	0.7%	0.07
0500	2	4	5	4	4	4	3	26	0.8%	0.07
0600	6	12	14	13	12	13	8	78	2.3%	0.21
0700	12	21	24	23	22	22	13	137	4.0%	0.38
0800	16	29	34	32	30	31	19	191	5.6%	0.52
0900	27	49	56	53	50	52	31	318	9.4%	0.87
1000	36	65	75	71	67	69	42	425	12.5%	1.16
1100	25	45	51	49	46	48	28	292	8.6%	0.80
1200	16	30	34	33	31	32	19	195	5.7%	0.53
1300	23	43	49	47	44	45	27	278	8.2%	0.76
1400	20	37	42	40	38	39	23	239	7.0%	0.65
1500	18	33	38	36	34	35	21	215	6.3%	0.59
1600	12	23	26	25	23	24	14	147	4.3%	0.40
1700	13	24	27	26	24	25	15	154	4.5%	0.42
1800	13	24	27	26	24	25	15	154	4.5%	0.42
1900	11	20	23	22	21	22	13	132	3.9%	0.36
2000	9	16	18	17	16	17	10	103	3.0%	0.28
2100	7	13	15	14	14	14	8	85	2.5%	0.23
2200	5	9	10	10	9	10	6	59	1.7%	0.16
2300	3	6	7	6	6	6	4	38	1.1%	0.10
Total	285	524	597	569	537	555	332	3,399	100.0%	0.39
% of Total	8.4%	15.4%	17.6%	16.7%	15.8%	16.3%	9.8%	100.0%		

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Calls for Service (Incidents) by Time of Day and Day of Week
Police Department, Town of Wayland

Hour	Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Total Calls	% of Calls	Average Hourly Calls
0000	30	32	32	30	30	29	25	208	2.8%	0.08
0100	21	22	22	21	21	20	17	144	2.0%	0.10
0200	16	17	17	16	16	15	13	110	1.5%	0.05
0300	15	16	16	15	15	14	12	103	1.4%	0.07
0400	10	11	11	10	10	10	9	71	1.0%	0.07
0500	14	14	15	14	14	13	11	95	1.3%	0.07
0600	21	22	23	21	21	20	17	145	2.0%	0.21
0700	46	49	50	46	46	45	38	320	4.4%	0.38
0800	62	66	68	63	62	61	52	434	5.9%	0.52
0900	59	63	65	60	59	58	49	413	5.6%	0.87
1000	65	69	71	66	65	64	54	454	6.2%	1.16
1100	65	69	71	66	65	64	54	454	6.2%	0.80
1200	55	59	60	56	55	54	46	385	5.3%	0.53
1300	60	63	65	60	60	58	50	416	5.7%	0.76
1400	59	62	64	59	59	57	49	409	5.6%	0.65
1500	53	56	58	54	53	52	44	370	5.1%	0.59
1600	63	67	68	64	63	61	52	438	6.0%	0.40
1700	68	72	74	69	68	66	57	474	6.5%	0.42
1800	61	65	66	62	61	59	51	425	5.8%	0.42
1900	51	54	55	51	51	49	42	353	4.8%	0.36
2000	51	54	55	51	51	49	42	353	4.8%	0.28
2100	43	46	47	44	43	42	36	301	4.1%	0.23
2200	38	40	41	38	38	37	31	263	3.6%	0.16
2300	26	27	28	26	26	25	22	180	2.5%	0.10
Total	1,052	1,114	1,142	1,062	1,052	1,022	873	7,318	100.0%	0.84
% of Total	14.4%	15.2%	15.6%	14.5%	14.4%	14.0%	11.9%	100.0%		

(3) Management and Operations

The project team found no operational or management issues in the Joint Communications Center. The matrix, below, provides a summary of our findings:

Performance Target	Town Practice	Potential Improvements
<ul style="list-style-type: none">• Is Communications utilizing CAD and records management systems?	<ul style="list-style-type: none">• The Town is operating with both CAD and RMS.• The current software makes it difficult to transfer data to the Fire Department.	<ul style="list-style-type: none">• In the future, ensure that both Fire and Police Departments are involved in the specification and selection of CAD / RMS software.
<ul style="list-style-type: none">• Are there clear policies and procedures that define the way in which fire and police calls are to be handled?	<ul style="list-style-type: none">• Polices have been developed to clearly define roles and responsibilities of dispatchers in handling both fire and police calls for service.	<ul style="list-style-type: none">• No issue. Continue to ensure that both Fire and Police Departments have input into the policies and procedures that directly impact their operations.
<ul style="list-style-type: none">• Is there an appropriate command structure in place that makes clear who is responsible for operations and supervision?	<ul style="list-style-type: none">• There is no supervisor in the JCC at this time.• The Police Lieutenant currently serves as the de facto supervisor of this 8-person unit.	<ul style="list-style-type: none">• The project team recommends that one of the positions be classified as a supervisor. This position would be made responsible for handling leave requests, filling vacant shifts and overseeing training of new staff.• This position should be compensated at 10% over the other pay range. This would cost approximately \$3,000 in salary and benefits annually.

The following section provides the project team's evaluation of the Library.

13. LIBRARY

The Town of Wayland Library provides library services from a single location in the center of Town. The sub-sections that follow provide a summary of the project team's evaluation of the Library.

(1) Organization

The Library is organized in a manner which is common among smaller Libraries. There are distinct functions related to providing adult and children's services as well as other aspects of operations. These distinct functions report to the Assistant Librarian who reports to the Librarian. There are no issues with this internal organizational structure.

(2) Staffing

The staffing of the Library is appropriate given the level of service and the number of hours of operation provided. The Library makes extensive use of part-time personnel in an effort to provide professional staff while at the same time remaining flexible and cost-effective. In order to provide the same level of service using full-time personnel (assuming that they could be scheduled accordingly) would cost the Town of Wayland an estimated \$90,000 in additional salaries and benefits (this is roughly double the current budget for part-time personnel). The Library should be encouraged to continue using part-time and volunteer resources wherever possible as they strive to maintain service hours and service levels.

(3) Management and Operations

The project team found the Wayland Library to be a very high service level-providing department. The Library and its Board have made efforts to remain topical in terms of its collection, to invest in the collection and to keep the collection up to date through culling unused materials. The success of this approach is evidenced by the

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truly extraordinary level of use that the Library gets (one of the highest levels of utilization ever seen by the members of this project team).

The matrix, below, provides a summary of our findings:

Performance Target	Town Practice	Potential Improvements
<ul style="list-style-type: none"> • Various elements of planning including performance goals and objectives have been built into the budget making and management process. 	<ul style="list-style-type: none"> • There are no specific performance measures built into the budget or into any other formal document. 	<ul style="list-style-type: none"> • Develop performance goals related to Library services, including: level of annual circulation, collection size, percent of population as cardholders, etc.
<ul style="list-style-type: none"> • Do cardholders as percent of population exceeds 65%. 	<ul style="list-style-type: none"> • Registered borrowers make up 74% of the Town's population. 	<ul style="list-style-type: none"> • No issue.
<ul style="list-style-type: none"> • Does annual circulation per cardholder exceed 12 per year? 	<ul style="list-style-type: none"> • Annual circulation per cardholder approaches 17 items. 	<ul style="list-style-type: none"> • No issue.
<ul style="list-style-type: none"> • Collection size per capita exceeds 3. 	<ul style="list-style-type: none"> • Collection size exceeds this standard. 	<ul style="list-style-type: none"> • No issue.
<ul style="list-style-type: none"> • Proportion of collection replaced per year exceeds 5%. 	<ul style="list-style-type: none"> • Current target is for 5% - 8% per year. 	<ul style="list-style-type: none"> • No issue.
<ul style="list-style-type: none"> • Are services coordinated with other service providers in the Town? 	<ul style="list-style-type: none"> • The Library has made efforts to work closely with the schools in terms of displaying topical books, etc. with limited success. 	<ul style="list-style-type: none"> • Continue to attempt to integrate Library programming with that of the schools.
<ul style="list-style-type: none"> • Programs and outreach designed to reach numerous target audiences (children, adults, seniors, etc.). 	<ul style="list-style-type: none"> • Numerous programs have been developed to target each of these audiences. 	<ul style="list-style-type: none"> • No issue.
<ul style="list-style-type: none"> • Tracking data related to reference (i.e. number of requests, time to respond, etc.)? 	<ul style="list-style-type: none"> • Data are tracked on these issues. 	<ul style="list-style-type: none"> • No issue.

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Performance Target	Town Practice	Potential Improvements
<ul style="list-style-type: none">• Utilization of technology (i.e. card catalog, reference, circulation, etc.) to enhance client access?	<ul style="list-style-type: none">• Wayland Library has made extensive investment into technology both for access as well as for materials.	<ul style="list-style-type: none">• No issue.
<ul style="list-style-type: none">• Leveraging community resources (private, not-for-profit, Friends of the Library, etc.) to supplement Town funds?	<ul style="list-style-type: none">• The Library is engaged with various alternate fund raising endeavors including endowments.	<ul style="list-style-type: none">• No issue.
<ul style="list-style-type: none">• The Library is open and available to the public during non-business hours and days.	<ul style="list-style-type: none">• The Library is open during extensive public hour.	<ul style="list-style-type: none">• No issue.
<ul style="list-style-type: none">• Collections of “non-traditional” materials.	<ul style="list-style-type: none">• The Library has made significant investments into videos, CD’s, DVD’s, books on tape, etc.	<ul style="list-style-type: none">• No issue.

The section, that follows, provides a summary of our analysis of Parks and Recreation services.

14. PARKS AND RECREATION

The Parks and Recreation Department provides both programs and maintenance of recreational facilities and fields. The sub-sections that follow provide a summary of the project team’s evaluation of the Library.

(1) Organization

Parks and Recreation is organized into three groups, each of which reports to the Director: maintenance, pool and programs. This approach makes sense given the diversity of services offered by Parks and Recreation. The project team has recommended that Parks and Recreation be included as part of a consolidated public works department (due to the heavy maintenance focus of current operations).

(2) Staffing

This sub-section of the report examines the staffing requirements for the Parks and Recreation function. Those areas such as the pools (one full-time person) and recreational programming (two full-time positions) are operating at their minimum levels to ensure that the Town continues to provide the services. The major investment in staffing in Parks and Recreation lies within the maintenance side of the operation (where there is a general foreman, a working foreman, seven (7) laborers and one (1) mechanic). The major determinant for grounds maintenance staffing is the number of acres that have to be maintained. The table, that follows, provides a summary of the current acreages under maintenance for which the staff in Parks and Recreation are responsible:

Areas Maintained	Acres
Parks	
Town Beach	11.5
Cochituate Field	4.6
Alpine Field	3
Riverview	2
Hannah Williams Playground	1.5
Blacksmith Green	0.75
Center School Park	0.75
Town Building Fields	2
Mill Pond Park	4.75
Parks Total	30.85
Areas Maintained	Acres
Town Buildings	
Town Hall	4.5
Cochituate Fire House	1.54

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Areas Maintained	Acres
Town Buildings (continued)	
Public Safety Building	2.81
Heard House	0.58
Mellen Law Office	1
Highway/Park Garage	3
Wayland Town Pool	2.5
Wayland Library	1.04
Town Building Total	16.97
School Grounds	
High School	65
Middle School	30
Claypit Hill School	25
Loker School	14
Happy Hollow School	13
School Grounds Total	147
Town Cemeteries	
Lakeview Cemetery	19
North Cemetery	15
South Cemetery	1.1
Cemeteries Total	35.1
Total Acres of Areas Maintained	229.92

This exhibit shows that the Town maintains almost 230 acres of parks and other public grounds (some of which, such as the cemeteries, require more intensive maintenance due to their configuration). The project team utilizes a standard of 8–10 acres of parkland per staff person to achieve a “B” level of service. Our analysis shows

that the current ratio of staff to acres in Parks and Recreation is 1:20. However, this includes many acres of open fields (at the Town Building and some of the school areas) which, when they are considered, suggests that there is a ratio of 1:16 (when these easier to maintain areas are adjusted). Parks and Recreation staffing is appropriate given the mixture of services and maintenance requirements made of the staff. Private and semi-private providers, offer a number of services. This has had the effect of expanding the offerings of programs while at the same time keeping staffing quite low in the programs area.

(3) Management and Operations

MAXIMUS believes that the Department provides a high level of service to the community through its efforts at coordination between itself and a wide range of service providers in and around the community. The project team believes that the Department and Town would benefit from the purchase of a maintenance management system to be applied to the work of the Department (the same system that can be used in Highway can be used in parks maintenance).

The matrix, which follows, provides a summary of our findings:

Performance Target	Town Practice	Potential Improvements
<ul style="list-style-type: none">• Various elements of planning including performance goals and objectives have been built into the budget making and management process.	<ul style="list-style-type: none">• No performance goals, objectives or measures have been developed for the Parks and Recreation Department.• Neither within the Town budget nor within any other formal Town document.	<ul style="list-style-type: none">• Develop specific performance targets, including: time to fix potholes, time to clear roads of ice and snow, lane miles paved, right of way cleared, etc.

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Performance Target	Town Practice	Potential Improvements
<ul style="list-style-type: none"> • Use of information technology to monitor workloads, service levels, cost recovery levels and other aspects of parks and recreation programs. 	<ul style="list-style-type: none"> • Parks and Recreation is functioning with basic information in all of these areas. • Current information systems are unable to provide detailed management information. Much of this information has to be developed manually. • Budgets are not broken down into programmatic levels, making cost recovery calculations challenging at this level. 	<ul style="list-style-type: none"> • Consider the acquisition of an off the shelf parks and recreation system. This would allow for detailed tracking of utilization, fees, etc. on a program basis. The cost for such software is approximately \$15,000. • Either the Department or the budget will need to be broken down to the program level if this information is to be available and related to costs.
<ul style="list-style-type: none"> • Planning, coordination and feedback on services provided by the Department. 	<ul style="list-style-type: none"> • The Parks and Recreation Department has made extensive cooperative agreements with the schools, youth and adult leagues, etc. The Department coordinates the use of most facilities directly with input on needs from various users. • Limited feedback is solicited from the community or participants. Limited opportunity exists for feedback about perceived needs, etc. in the community. While Commission meetings are open they are generally minimally attended. 	<ul style="list-style-type: none"> • Continue to foster the high levels of coordination and cooperation. • Develop mechanisms for soliciting feedback about desired programs and services. Consider distributing questions with the annual Town census or in tax bills.
<ul style="list-style-type: none"> • Cost recovery performance according to the following: <ul style="list-style-type: none"> - Classes-100% - Aquatics-25% - Youth-25%-50% - Adults-50%-100% Overall cost recovery at 40%. 	<ul style="list-style-type: none"> • Cost recovery for most programs is impossible to calculate given the state of current information. • There is no formal cost recovery philosophy in place for the Parks and Recreation programs. • Efforts are being made to demonstrate the cost related to the pool (which is targeted at 100%). 	<ul style="list-style-type: none"> • Either the Commission or the Board of Selectmen need to adopt formal cost recovery targets for the Department's programs. This approach might require a new way of thinking about overall budgeting for the Town – a significant endeavor (but one that might be well coupled with the other issues identified by the project team).

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Performance Target	Town Practice	Potential Improvements
<ul style="list-style-type: none"> • Aggressive promotional techniques for programs and services. 	<ul style="list-style-type: none"> • The Department distributes quarterly catalogues of recreational opportunities to all households in the Town. 	<ul style="list-style-type: none"> • No issue.
<ul style="list-style-type: none"> • Eliciting sponsorships for special events and for ongoing programs. 	<ul style="list-style-type: none"> • The Department does solicit for sponsorships when possible. 	<ul style="list-style-type: none"> • No issue.
<ul style="list-style-type: none"> • Established foundations to assist in support of specific services (e.g., "Friends of the...") 	<ul style="list-style-type: none"> • Most of the services for which this would be appropriate are already directly managed by private groups (i.e., youth sports). 	<ul style="list-style-type: none"> • No issue.
<ul style="list-style-type: none"> • Targeted specific populations (e.g., senior citizens, disadvantaged youth, handicapped). 	<ul style="list-style-type: none"> • While the Department does provide some targeted opportunities, there are regional or other Town departments that target many of these needs. 	<ul style="list-style-type: none"> • No issue.
<ul style="list-style-type: none"> • Coordination with other services and programs offered by the Town and private or public agencies in the region. 	<ul style="list-style-type: none"> • The Department serves as a point of coordination with other service providers in the Town. • In addition, the Department makes arrangements with private providers to run P / R sessions (e.g., goals, karate, crafts, etc.) for which the Department receives a 10% cut of all proceeds. 	<ul style="list-style-type: none"> • No issue.
<ul style="list-style-type: none"> • Joint use agreements with the Town's School system. 	<ul style="list-style-type: none"> • These are in place and the Department manages the use of these fields (the schools gets first call on the use of its fields and facilities for school functions). 	<ul style="list-style-type: none"> • No issue.
<ul style="list-style-type: none"> • Maintenance conditions for the parks meet pre-determined standards 	<ul style="list-style-type: none"> • The parks and athletic fields are maintained to national standards (depending on the type of field). 	<ul style="list-style-type: none"> • No issue.

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Performance Target	Town Practice	Potential Improvements
<ul style="list-style-type: none"> • Periodic inspections of the parks are conducted 	<ul style="list-style-type: none"> • Parks and athletic fields are inspected at least weekly in the off-seasons months and are inspected at least every other day in the prime seasons for use. 	<ul style="list-style-type: none"> • No issue.
<ul style="list-style-type: none"> • Full-time equivalents of parks maintenance staff per developed park space are in the one to 8-10 acre range (This would provide a "B" level of service. Higher levels of service would require a lower ratio). 	<ul style="list-style-type: none"> • Current staffing is in the 1:20 plus range for maintenance of all areas. • However, this includes almost 200 acres of non-park areas (large open fields at the schools and Town building) which require less intensive staffing for maintenance. • Given condition of fields, staffing appears to be correct at this time (i.e., proper staff resources are being dedicated to the more intensively maintained areas). 	<ul style="list-style-type: none"> • No issue.
<ul style="list-style-type: none"> • Formal maintenance management system in place for parks and maintenance activities and staff. 	<ul style="list-style-type: none"> • There is no formal maintenance management system in place. • This software could be purchased in conjunction with other public works functions. 	<ul style="list-style-type: none"> • Purchase an off the shelf maintenance management system to allow for enhanced management and oversight of maintenance activities. • The cost of these systems is approximately \$15,000.
<ul style="list-style-type: none"> • Privatization potential evaluated for the following functions bi-annually: <ul style="list-style-type: none"> - Tree trimming - Mowing - Spraying - Pest control - General maintenance 	<ul style="list-style-type: none"> • Private contractors are used to perform some of these functions (tree trimming, pest control) but have not been evaluated for other services. 	<ul style="list-style-type: none"> • Consider contracting for seasonal work such as mowing of large areas or mowing in the cemeteries.

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Performance Target	Town Practice	Potential Improvements
<ul style="list-style-type: none"> • Parks maintenance operations are coordinated with recreational planning. 	<ul style="list-style-type: none"> • Parks maintenance and recreational programming are overseen by the same staff. 	<ul style="list-style-type: none"> • No issue.
<ul style="list-style-type: none"> • Maintenance activities are planned and scheduled to minimize lost time due to travel, shop time, etc. 	<ul style="list-style-type: none"> • Maintenance activities are planned to minimize these negative impacts as well as to minimize the potential for impact on user groups. 	<ul style="list-style-type: none"> • No issue.
<ul style="list-style-type: none"> • Park availability is 2.5 acres per 1,000 population for community parks and open space. 	<ul style="list-style-type: none"> • Park availability is roughly equivalent to 2.5 acres per 1,000 population. This ratio is far exceeded if publicly available school grounds are included. 	<ul style="list-style-type: none"> • No issue.
<ul style="list-style-type: none"> • Existence of tree inventory for developed park trees. 	<ul style="list-style-type: none"> • There is no tree inventory for trees in the public parks. 	<ul style="list-style-type: none"> • Development of a tree inventory encourages good urban forest management and should be considered as part of an overall effective maintenance management system.
<ul style="list-style-type: none"> • Tree trimming schedule exists for park trees – 3 to 5 year cycle. 	<ul style="list-style-type: none"> • Park trees are examined for tree trimming on an annual basis (each spring) as part of the regular preparation cycle. • Trees are then trimmed as needed to maintain their health and to maintain the safety of the user groups. 	<ul style="list-style-type: none"> • No issue.
<ul style="list-style-type: none"> • Preventive maintenance program for park equipment. 	<ul style="list-style-type: none"> • The Department performs preventive maintenance on parks equipment on an annual basis. Work is performed as equipment is taken down in the winter and again as it is reinstalled in the spring. 	<ul style="list-style-type: none"> • No issue.

The following section provides a summary of our evaluation of the Personnel Department.

15. PERSONNEL

Personnel provides support for staff and departments in the areas of benefits, classification, personnel records management and so on. The sub-sections that follow provide a summary of the project team's evaluation of the Personnel office.

(1) Organization

Personnel is a very small department with only two staff positions. There are no organizational issues to consider. Nor does the project team does not recommend any macro organizational changes at this time with this function.

(2) Staffing

Staffing of this function is appropriate given the size of the Town's overall staffing. There are no staffing issues to address. It should be noted that there is a part-time benefits clerk who works for the Town Accountant. This is an area that is commonly located in either of these two functions.

(3) Management and Operations

The project team believes that the Personnel function should be focused on providing support and training to department heads and supervisors (as well as providing support to the boards and commissions). A primary role for personnel staff is to assist with the management of risk that poor management and supervisory decisions can lead to.

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The matrix, that follows, provides the project team's evaluation of the personnel function:

Performance Target	Town Practice	Potential Improvements
<ul style="list-style-type: none">• Is the current staffing level of the Personnel Department sufficient? Benchmark averages indicate one HR professional and paraprofessional per 150 FTE.	<ul style="list-style-type: none">• Current staffing of one professional personnel position is adequate given current staffing in Town.	<ul style="list-style-type: none">• No issue.
<ul style="list-style-type: none">• Proactive counsel to department and division heads on labor relation issues.	<ul style="list-style-type: none">• Proactive counsel to Departments has been lacking in the recent past. This has been exacerbated by the loss of a permanent incumbent in this position and the use of a part-time contract position in the interim.	<ul style="list-style-type: none">• Future efforts should be focused on developing training for managers as well as for boards and commissions (particularly for those boards and commissions that are responsible for directly supervising operations). These classes should focus on current legal issues, ADA, FMLA, FLSA, etc.
<ul style="list-style-type: none">• Are periodic surveys conducted to address employee issues and concerns?	<ul style="list-style-type: none">• No surveys of employees are conducted.• This is made somewhat complicated by the lack of a central "employer" of Town personnel. The Personnel department has been seen as infringing on the prerogatives of these boards and commissions in the past.	<ul style="list-style-type: none">• One of the primary rationales for changing the approach to Town government is to enhance and standardize personnel management.
<ul style="list-style-type: none">• Are benefits evaluated every year?	<ul style="list-style-type: none">• Benefits are periodically reviewed. However, this is made complicated by the various collective bargaining agreements in place between the Town and its employees.	<ul style="list-style-type: none">• Steps should be taken to ensure that the Town and the School Department are working together to maximize the potential savings to tax payers for the cost of these benefits.

(2) Staffing

There are no staffing issues to address. The Town retains outside consulting services to assist with large projects (a common approach). Current staffing is sufficient to maintain daily operations as long as the Town continues to support the use of outside consultants to address large scale as well as long-term projects.

(3) Management and Operations

The project team found that the Planning department is providing a standard level of service. There are no major issues with the operations of the Planning function in and of itself. It should be noted that the Town of Wayland has been benefiting from the recently implemented Land Use Committee. This group meets regularly to discuss major projects and issues and to improve the cooperation and coordination among the various members of the land use group. If utilized correctly, this approach will enhance the experience of both the Town and the applicants as they move through the processes.

The matrix, that follows, provides a summary of the project team's evaluation of the operations of the department:

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Performance Target	Town Practice	Potential Improvements
<ul style="list-style-type: none"> • Are planning staff available to assist the public? 	<ul style="list-style-type: none"> • The Town Planner is available to meet with the public during normal business hours. 	<ul style="list-style-type: none"> • No issue.
<ul style="list-style-type: none"> • Are there established turnaround times for development review projects? 	<ul style="list-style-type: none"> • The state has requirements for turnaround times that are being met by the Department. 	<ul style="list-style-type: none"> • No issue.
<ul style="list-style-type: none"> • Does the department offer a pre-application conference to handle any potential issues proactively and inform the applicant about all Town requirements? 	<ul style="list-style-type: none"> • Pre-meetings are neither a requirement nor a regular occurrence in the applications process, but they are available to applicants on request. 	<ul style="list-style-type: none"> • No issue.
<ul style="list-style-type: none"> • Does the Department have a process to ensure that the overall development review process is coordinated with other Town departments included in the site plan review process? 	<ul style="list-style-type: none"> • Coordination of the site plan review process is fragmented. • There is no single coordinating Department for the Town for this process. • Applicants are left to work their own way through the various boards, commissions and departments. 	<ul style="list-style-type: none"> • The project team has recommended the creation of a single Department to address land use and other planning functions. The boards and commissions would remain in place but staff would be working in conjunction with one another, in an effort to enhance the coordination of this process.

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Performance Target	Town Practice	Potential Improvements
<ul style="list-style-type: none">• Does the office provide “over the counter” same day permits?	<ul style="list-style-type: none">• There is no formal process for offering same day permits though very simple questions can be granted this way.	<ul style="list-style-type: none">• It may be difficult to provide this level of service given the structure of land use planning in the Commonwealth.
<ul style="list-style-type: none">• Are the department’s fees recovering the full cost of service delivery?	<ul style="list-style-type: none">• There are no efforts in place to ensure that fees are supporting full cost recovery for plan reviews, etc. that are used by the development community.	<ul style="list-style-type: none">• The Town should work with the various boards and commissions in the land use areas to develop full cost recovery for these services. This should include all aspects of the land use and building processes.

The following section provides our evaluation of the Police Department.

17. POLICE DEPARTMENT

The Police Department in the Town of Wayland provides general law enforcement services (patrol and investigations) as well as some targeted community service and youth oriented services. The sub-sections that follow provide a summary of the project team’s evaluation of the Police Department.

(1) Organization

The Police Department is organized in a traditional manner for small law enforcement agencies. Patrol, investigations and other services are organized as separate units. Sergeants who report to the Lieutenant and Chief provide supervision. The Detective Sergeant is also a Patrol Sergeant (split half and half) to ensure appropriate coverage for Patrol.

(2) Staffing

This sub-section of the report provides an analysis of the staffing of the Police Department. While many of the functions of the Department are handled by one or two positions, the Patrol function is staffed with 10 Officers and several Sergeants. The analysis, on the following pages, provides a summary of the proactive time available to the Patrol Officers (on average). This analysis combines the various elements of workload that the Department must handle and determines how much time is left over to do proactive law enforcement. The staffing of the Department, with a minimum / maximum of two (2) Officers on duty at all times, is at the level below which it would be impossible to provide safe service to the community (or to ensure that Officers are reasonably safe).

The first model, provided on the first of the two following pages, shows the analysis of the proactive time available to Officers assigned to Patrol. Note that the project team made some estimates as to the time certain activities take. The results of the analysis show that the Police Department has a large number of hours in which to provide proactive law enforcement (i.e., responsive, high service levels) to the community. The paragraphs, that follow, provide a summary of our findings:

- Overall proactive time available to Officer assigned to Patrol is approximately 68% – i.e., more than two-thirds of their time is not dedicated to responding to citizen generated workload (this is not to say that they are doing nothing – in fact, it is during this 68% of the time that traffic enforcement, neighborhood patrol, business checks, etc. take place).
- The lowest level of proactive time comes from 0800 – 1600 when the level is close to 52%. This is still enough proactive time to ensure very high levels of service and proactive law enforcement.
- The highest level of proactive time comes during the period of 0000 – 0800 – not surprising given the highly residential nature of the Town. During this period, the proactive time approaches 80%.

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Proactive Time Analysis
Wayland Police Department

	Average	0800 - 1600	1600 - 0000	0000 - 0800
Deployment				
Actual On-Duty Staffing (Officers -- no supervisors)	2.00	2.00	2.00	2.00
Length of Shift (hours)	8.00	8.00	8.00	8.00
Total Gross Duty Time Available (mins.)	960	960	960	960
Less Breaks / Meals 60 mins. / Officer)	(120)	(120)	(120)	(120)
Net Duty Time Available	840	840	840	840
Reactive Workload Requirements				
Average Number of Calls for Service per Hour	0.39	0.74	0.30	0.13
Handling Time (Travel + On-scene) (Actual mins.)	20.00	20.00	20.00	20.00
Direct Call Handling Time (mins.)	62.40	118.40	48.00	20.80
Back-Up Rate	60%	60%	60%	60%
75% of Primary Unit Time Committed	46.80	88.80	36.00	15.60
Total Back-Up Time Commitment	28.08	53.28	21.60	9.36
Number of Reports / Shift	1.25	2.37	0.96	0.42
Report Writing Time (Estimate in mins.)	45.00	45.00	45.00	45.00
Total Report Writing Time (mins.)	56.16	106.56	43.20	18.72
Number of Arrests / Shift (Estimate)	0.11	0.21	0.08	0.04
Arrest Processing Time (Estimate in mins.)	45.00	45.00	45.00	45.00
Total Arrest Processing Time (mins.)	4.91	9.32	3.78	1.64
Total Committed or Reactive Time	271.55	407.56	236.58	170.52
Percentage of Time Committed to Reactive Workload	32.3%	48.5%	28.2%	20.3%
Total Proactive Time Available After Reactive Work	67.7%	51.5%	71.8%	79.7%

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	<u>Workload Factor</u>
1. COMMUNITY GENERATED WORKLOADS	
• Calls for service (Estimated 2000 adjusted 5% for growth)	7,318
• Handling time/CFS in hrs. (average)	0.33
• Total CFS handling time in hrs.	2,439
• Officer back-up rate (average)	0.60
• Total back-up time (back-up @ 75% of first unit time on scene) in hrs.	659
• Number of bookings	256
• Booking time (est. @ 75 mins./booking) in hrs.	320
• Number of reports	2,927
• Report writing time (est. @ 45 min. avg.) in hrs.	2,195
TOTAL TIME REQUIRED TO HANDLE COMMUNITY GENERATED WORKLOADS (HRS.)	<u>5,614</u>
2. TIME FOR PREVENTIVE PATROL AND SELF INITIATED ACTIVITIES (IN HOURS)	
• @ 50% of Available Time	<u>5,614</u>
3. TOTAL TIME REQUIRED TO HANDLE BOTH REACTIVE AND PROACTIVE ACTIVITIES (IN HRS.)	
• @ 50% Proactive Time	<u>11,227</u>
4. OFFICER AVAILABILITY	
Est. Availability	
• Net shifts worked--	<u>1,486</u>

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5. POLICE OFFICERS REQUIRED TO HANDLE WORKLOADS

• @ 50% Proactive Time 7.55

**6. POLICE OFFICERS REQUIRED GIVEN ESTIMATED
INCIDENCE OF INJURY**

• @ 50% Proactive Time 7.93

**7. POLICE OFFICERS REQUIRED GIVEN "NORMAL" TURNOVER
AND TIME NEEDED TO ACADEMY AND FIELD TRAIN**

• @ 50% Proactive Time 8.73

The next analytical tool (the exhibit for which is provided on the preceding page) evaluates the level of staffing required to achieve a given level of proactive time. In this case, the project team utilized a level of 50% proactive time (a level below that which is available in Wayland but which allows for very high levels of service). This is the highest level that the project team will recommend to a community that is seeking to provide very high levels of service. The results of this analysis are summarized, below:

- This process works somewhat in the reverse from the proactive time analysis. In this case, the model is given the same inputs (but not broken down for time of day) at a macro level and then is provided with a targeted level of proactive time (in this cases, 50%).
- The analysis shows that it would require 7.55 FTE's to handle the current level of workload and to provide for the 50% proactive time target. This figure factors in the impact of the Department's schedule and the average use of leaves (sick, vacation, etc.).
- Once other factors are included (injury, turnover) the net result is that the Town would require 8.73 Police Officers to have adequate staffing to achieve a 50% proactive time target.

The project team does not recommend any change to the current staffing in Patrol. In fact, workload would have to grow significantly to justify additional staffing in this function. The following sub-section examines the management and operations of the Department.

(3) Management and Operations

The project team from MAXIMUS found that the Police Department provides a standard level of suburban law enforcement service. The Town has made an investment in two positions in an effort to increase the level of

service available from the Department (community service and youth officer). The paragraphs, that follow, provide a summary of the challenges facing the Department and the project team's recommendations for addressing them:

- No formal performance goals or standards have been established against which to evaluate the delivery of service.
- The Police Department is operating with a significant amount of proactive time available in road patrol. The project team found that this equates to half of every hour. Yet this time is not well planned and expectations for what will be done with that time are generally missing.
- Symptomatically, the project team found that the level of traffic enforcement is below national standards (where the standard is focused on accident prevention – not traffic enforcement for the sake of issuing citations alone). As an example of the kinds of things that the Department should do to enhance its delivery of service, the project team has recommended a more analytical and proactive approach to traffic enforcement focused on reducing the number of accidents at dangerous intersections and road segments.

The matrix, on the following page, provides MAXIMUS's evaluation of the Police Department against our best management practices:

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Performance Target	Town Practice	Potential Improvements
<ul style="list-style-type: none"> • Various elements of planning including performance goals and objectives have been built into the budget making and management process. 	<ul style="list-style-type: none"> • There are no formal goals, objectives or performance measures in place through the budget or any other official process. 	<ul style="list-style-type: none"> • Develop a range of formal performance measures that can be applied to law enforcement activities: response times to emergency calls for service, use of overtime, traffic citations compared to injury causing accidents, DUI arrests, child safety seat demonstrations, clearance rate for detectives, etc.
<ul style="list-style-type: none"> • Is the Department involved in the provision of specialized services such as: <ul style="list-style-type: none"> - Traffic? - Emergency response teams? - Community oriented policing? - Cooperation with other agencies? - School resources? - Focused policing / patrols? 	<ul style="list-style-type: none"> • The department provides a range of specialized services – many of which are provided as an additional duty for patrol or other personnel. • Some specialized staff perform work with youth. 	<ul style="list-style-type: none"> • No issue. For a community the size of Wayland, additional specialization would be inappropriate and make it difficult to maintain cost effective and high quality law enforcement.
<ul style="list-style-type: none"> • Is the Department pursuing work with other jurisdictions to provide: <ul style="list-style-type: none"> - Narcotics and vice task force? - DUI enforcement? 	<ul style="list-style-type: none"> • The department cooperates with other jurisdictions but the Department is too small to provide for dedicated officers in these areas. 	<ul style="list-style-type: none"> • No issue.

The next analytical tool (the exhibit for which is provided on the preceding page) evaluates the level of staffing required to achieve a given level of proactive time. In this case, the project team utilized a level of 50% proactive time (a level below that which is available in Wayland but which allows for very high levels of service). This is the highest level that the project team will recommend to a community that is seeking to provide very high levels of service. The results of this analysis are summarized, below:

- This process works somewhat in the reverse from the proactive time analysis. In this case, the model is given the same inputs (but not broken down for time of day) at a macro level and then is provided with a targeted level of proactive time (in this cases, 50%).
- The analysis shows that it would require 7.55 FTE's to handle the current level of workload and to provide for the 50% proactive time target. This figure factors in the impact of the Department's schedule and the average use of leaves (sick, vacation, etc.).
- Once other factors are included (injury, turnover) the net result is that the Town would require 8.73 Police Officers to have adequate staffing to achieve a 50% proactive time target.

The project team does not recommend any change to the current staffing in Patrol. In fact, workload would have to grow significantly to justify additional staffing in this function. The following sub-section examines the management and operations of the Department.

(3) Management and Operations

The project team from MAXIMUS found that the Police Department provides a standard level of suburban law enforcement service. The Town has made an investment in two positions in an effort to increase the level of

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service available from the Department (community service and youth officer). The paragraphs, that follow, provide a summary of the challenges facing the Department and the project team's recommendations for addressing them:

- No formal performance goals or standards have been established against which to evaluate the delivery of service.
- The Police Department is operating with a significant amount of proactive time available in road patrol. The project team found that this equates to half of every hour. Yet this time is not well planned and expectations for what will be done with that time are generally missing.
- Symptomatically, the project team found that the level of traffic enforcement is below national standards (where the standard is focused on accident prevention – not traffic enforcement for the sake of issuing citations alone). As an example of the kinds of things that the Department should do to enhance its delivery of service, the project team has recommended a more analytical and proactive approach to traffic enforcement focused on reducing the number of accidents at dangerous intersections and road segments.

The matrix, on the following page, provides MAXIMUS's evaluation of the Police Department against our best management practices:

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Performance Target	Town Practice	Potential Improvements
<ul style="list-style-type: none"> • Various elements of planning including performance goals and objectives have been built into the budget making and management process. 	<ul style="list-style-type: none"> • There are no formal goals, objectives or performance measures in place through the budget or any other official process. 	<ul style="list-style-type: none"> • Develop a range of formal performance measures that can be applied to law enforcement activities: response times to emergency calls for service, use of overtime, traffic citations compared to injury causing accidents, DUI arrests, child safety seat demonstrations, clearance rate for detectives, etc.
<ul style="list-style-type: none"> • Is the Department involved in the provision of specialized services such as: <ul style="list-style-type: none"> - Traffic? - Emergency response teams? - Community oriented policing? - Cooperation with other agencies? - School resources? - Focused policing / patrols? 	<ul style="list-style-type: none"> • The department provides a range of specialized services – many of which are provided as an additional duty for patrol or other personnel. • Some specialized staff perform work with youth. 	<ul style="list-style-type: none"> • No issue. For a community the size of Wayland, additional specialization would be inappropriate and make it difficult to maintain cost effective and high quality law enforcement.
<ul style="list-style-type: none"> • Is the Department pursuing work with other jurisdictions to provide: <ul style="list-style-type: none"> - Narcotics and vice task force? - DUI enforcement? 	<ul style="list-style-type: none"> • The department cooperates with other jurisdictions but the Department is too small to provide for dedicated officers in these areas. 	<ul style="list-style-type: none"> • No issue.

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Performance Target	Town Practice	Potential Improvements
<ul style="list-style-type: none"> Given call for service workload and the deployment of personnel, does the availability of proactive patrol fall within the 40% to 50% range? 	<ul style="list-style-type: none"> Current workload shows that current proactive time is slightly higher than 50% (on average – on some shifts higher, some shifts lower). 	<ul style="list-style-type: none"> No issue. Reduction of staffing to bring the Department into compliance with this target is impractical given the current deployment of two Officers (a practical minimum in any law enforcement agency).
<ul style="list-style-type: none"> Is the utilization of proactive patrol time formally planned and frequently evaluated? 	<ul style="list-style-type: none"> Staff are not currently planning the use of their proactive time. Officers are encouraged to engage in a range of actions including: traffic enforcement, business and house checks, directed patrol to follow-up on complaints, etc. 	<ul style="list-style-type: none"> Proactive time should be more actively managed and supervised. This is a valuable resource that should be actively managed. Simple methods for doing this include developing an assignment book to be maintained by the patrol sergeants. Officers can be assigned to address various issues (either identified by the public or within the Department). The book would provide a space for the officer to indicate when / what was accomplished to address the issue. This information is then available to inform the original complainant about what action was taken.
<ul style="list-style-type: none"> Is the deployment of personnel evaluated based on the calls for service and other workload per day and hour? 	<ul style="list-style-type: none"> There is no ability to do this given current staffing. The Police Department is operating at practical minimums at all times with no room for flexible scheduling. 	<ul style="list-style-type: none"> No issue.
<ul style="list-style-type: none"> Are there response time targets? Are they being met? <ul style="list-style-type: none"> High Priority: 3 - 5 minutes Medium Priority: 5 - 15 minutes Low Priority: 15 - 30 minutes 	<ul style="list-style-type: none"> There are no formal response time targets. A review of available data shows that the department is responding within the national standards to all calls for service. 	<ul style="list-style-type: none"> No issue.

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Performance Target	Town Practice	Potential Improvements
<ul style="list-style-type: none"> Is the Traffic Enforcement Index (citations, written warning and DUI arrests divided by injury accidents) in the 1:35 / 1: 40 range? 	<ul style="list-style-type: none"> Current traffic enforcement index is approximately 1:20 – suggesting that additional steps can be taken to improve the targeting of traffic enforcement. Current traffic enforcement tends to be random or officer driven – not directed by the use of available data on the location of accidents, etc. 	<ul style="list-style-type: none"> The Department should develop, on a quarterly basis, a list of target intersections or pieces of roadway that are high-hazard areas. Analyzing available accident report data about the location, time and cause of motor vehicle accidents can do this. Once this information is available, officers should be directed to work those areas: use of the speed trailer, warnings and finally citations to address issues. Furthermore, officers should work to identify environmental or engineering issues that may be causing these accidents to occur (if driver behavior is not the issue).
<ul style="list-style-type: none"> Is information communicated from Patrol to Investigations on a regular basis? 	<ul style="list-style-type: none"> Given the size of the Department, information is readily and frequently communicated between all personnel. The Detective Sergeant spends 1/2 time on patrol, thus encouraging this communication. 	<ul style="list-style-type: none"> No issue.
<ul style="list-style-type: none"> Does Patrol receive feedback on report quality? 	<ul style="list-style-type: none"> See above. 	<ul style="list-style-type: none"> No issue.
<ul style="list-style-type: none"> For generalist detectives, is the number of open cases approximately 12-15? 	<ul style="list-style-type: none"> The current case load is somewhat below this level. However, one of the two Detectives provides court officer services as well. 	<ul style="list-style-type: none"> No issue.

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Performance Target	Town Practice	Potential Improvements
<ul style="list-style-type: none">• Are cases being assigned to detectives after being screened by command and supervisory staff for quality and solvability?	<ul style="list-style-type: none">• Cases are screened by senior personnel before being assigned to the detectives for follow-up. Cases that can be further pursued by patrol as assigned as such.	<ul style="list-style-type: none">• No issue.
<ul style="list-style-type: none">• Are police officers receiving at least 40 hours of training per year?	<ul style="list-style-type: none">• Officers are receiving at least 40 hours of training per year.	<ul style="list-style-type: none">• No issue.
<ul style="list-style-type: none">• Is the evidence locker audited to provide for verified chain of evidence, etc. Is access to the evidence facility limited? Does policy prohibit the storage of evidence in other locations?	<ul style="list-style-type: none">• The evidence locker has been audited.• The current facility is limited in access to any but assigned personnel.• The new police facility will have a dedicated evidence storage area as well (this was not available for evaluation).	<ul style="list-style-type: none">• No issue.

The following section provides a summary of MAXIMUS's evaluation of the Septage center.

18. SEPTAGE CENTER

The Septage center provides a location for the disposal of both residential and commercial septic system solid wastes. The waste is delivered to the center by commercial pumping companies and is then processed and transferred to another location for final processing. The sub-sections that follow provide a summary of the project team's evaluation of the Septage center.

(1) Organization

There are no internal organizational issues within the Septage center. The project team has recommended that Septage be included within a consolidated public works department with other maintenance functions.

(2) Staffing

Currently there is both a superintendent position and a director position. The Septage Committee has recommended that the Superintendent position be un-funded in the coming fiscal year after the current incumbent retires. The project team concurs with this recommendation. Such a change will still leave two operations personnel in the Septage center following the retirement of the current Superintendent. This level of staffing will be sufficient to handle operations and basic maintenance in the facility.

(3) Management and Operations

The primary issues facing the Town at the Septage do not involve the operations, per se. Rather, the project team believes that the Town should carefully consider the opportunities to match the rates at the center to the true cost of operations and also to consider opening the operation to accepting waste from neighboring communities. Both of these options have the potential of increasing the cash flow at the center, making it more self-supporting than it is today.

The matrix, that follows, provides the project team's analysis of the operations of the center:

Performance Target	Town Practice	Potential Improvements
<ul style="list-style-type: none">• Use of contracting has been evaluated for all services.	<ul style="list-style-type: none">• Some services are provided on a contract basis including the directorship of the center.	<ul style="list-style-type: none">• No issue.

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Performance Target	Town Practice	Potential Improvements
<ul style="list-style-type: none">Center is recovering 100% of operating costs through incoming fees for service.	<ul style="list-style-type: none">It is unclear from currently available information whether the center is meeting this reasonable goal of being 100% fee recovered.	<ul style="list-style-type: none">The Septage Committee, in conjunction with the Finance Committee and the Town Accountant should evaluate the current rates versus all current costs (including depreciation of the equipment) and compare that to existing rates.
<ul style="list-style-type: none">Center is able to compete with other centers for commercial septage.	<ul style="list-style-type: none">Currently the Septage is limited to taking waste from haulers who pump within the two Towns. The ability to accept and process other waste would make the Septage more competitive (the staff indicate that they could handle more flow on a daily basis).	<ul style="list-style-type: none">Consider opening up the plant to accept waste from other locations (i.e., pumped outside of Wayland and Sudbury).
<ul style="list-style-type: none">Preventive maintenance schedule has been designed and implemented?	<ul style="list-style-type: none">The Septage runs with a comprehensive and preventive maintenance program which is closely followed.	<ul style="list-style-type: none">No issue.

The following section provides a summary of the project team's evaluation of the Town Surveyor's operations.

19. TOWN SURVEYOR

The Town Surveyor is responsible for maintaining the Town's boundaries and maps. In addition, the office also maintains the GIS (geographic information system), a map based information system that contains a wide variety of information describing the Town, its environmental conditions, its infrastructure and so on. The sub-sections that follow provide a summary of the project team's evaluation of the Town Surveyor.

(1) Organization

There are no internal organizational issues. The project team has recommended that the Town Surveyor be included as part of the consolidated land use department.

(2) Staffing

There are no staffing issues with the Town Surveyor's office. Current staffing of one Surveyor and one dedicated primarily to GIS mapping is appropriate given the Town's needs and the new interest in utilizing GIS in a number of Departments in the Town.

(3) Management and Operations

The project team believes that the single largest opportunity for the office is in the form of the GIS. While historically the role of the Surveyor was to maintain the Town's boundaries and to support survey of Town property and so on, technology has allowed the office to greatly expand its level of service. Every effort should be made to expand the use of the GIS to other departments in the Town.

The matrix, that follows, provides a summary of the project team's evaluation:

Performance Target	Town Practice	Potential Improvements
<ul style="list-style-type: none">• Maps and surveys are maintained, up to date and provide for a wide range of information about the Town.	<ul style="list-style-type: none">• The project team found that the office makes every effort to maintain high quality maps of the Town, using a wide variety of techniques and approaches.	<ul style="list-style-type: none">• No issue.
<ul style="list-style-type: none">• Are fees established to recover costs of maps provided to public?	<ul style="list-style-type: none">• Fees do not recover a significant portion of producing maps made available to the public.	<ul style="list-style-type: none">• Consider establishing a policy of fee recovery for maps that would attempt to cover 25 – 50% of the cost of the office.

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Performance Target	Town Practice	Potential Improvements
<ul style="list-style-type: none">• Is GIS information made available to operating departments?	<ul style="list-style-type: none">• The office is working with other Town departments to encourage the use of GIS as a management and planning tool. Certain departments (specifically the land use departments) are already using this resource. Others (fire, highway, police) have not begun to make extensive use of this resource yet.	<ul style="list-style-type: none">• Continue working with other Town offices to develop their utilization of GIS as a management and analytical tool.

The following section provides a summary of the project team's evaluation of the Treasurer / Collector function.

20. TREASURER / COLLECTOR

The Treasurer / Collector's Office is responsible for collecting and managing incoming revenue. The sub-sections that follow provide a summary of the project team's evaluation of the Treasurer / Collector's Office.

(1) Organization

There are no internal organizational issues. MAXIMUS recommends that the Treasurer / Collector's Office be included in a consolidated finance department.

(2) Staffing

Current staffing in the Treasurer / Collector is three – with an Assistant Treasurer / Collect and a Principal Account Clerk (plus one more part-time) assisting the Treasurer / Collector. The workload in the office includes the following: reconciling more than 50 bank accounts per month, processing more than 16,000 payroll / expense checks

per year, processing more than 30,000 tax bills (in conjunction with the Assessor's Office) and so on. The workload in the office has been well distributed, with personnel cross-trained to some extent to handle workload peaks as they occur.

(3) Management and Operations

The project team found that the major challenges facing the Treasurer / Collector's office involve improving coordination with the other financial functions in the Town (including an integrated financial management system) and the development of formal and sound fiscal policies. These policies need to address issues such as banking relationships and the deposit of receipts by the operating departments. The matrix, that follows, provides the project team's analysis of operations against the best management practices:

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Performance Target	Town Practice	Potential Improvements
<ul style="list-style-type: none"> Investment performance is monitored. 	<ul style="list-style-type: none"> The Treasurer does monitor investment performance on a regular basis. 	<ul style="list-style-type: none"> No issue.
<ul style="list-style-type: none"> Formal cash management plan and cash flow projections to determine available funds. 	<ul style="list-style-type: none"> There are neither formal cash management plans nor cash flow projections used to management available funds. Staff have established some specific collection cycles. 	<ul style="list-style-type: none"> Develop a formal cash management policy. Work with the Town Accountant to develop a cash flow projection that can be continually updated.
<ul style="list-style-type: none"> Comprehensive and effective fiscal policies are in place. 	<ul style="list-style-type: none"> While the Department follows the Treasurer's manual, it has not established formal fiscal policies. 	<ul style="list-style-type: none"> Development of formal fiscal policies that satisfy law, GAAP and other requirements is critical to sound financial management.
<ul style="list-style-type: none"> Banking relationships are competitively bid every 5 years, well structured and rigorously monitored. 	<ul style="list-style-type: none"> Banking relationships are not bid competitively or regularly. Deposits and accounts are distributed throughout most locally accessible banks. The Department has begun exploring options with regard to the bidding process for payroll operations. 	<ul style="list-style-type: none"> Banking relationships should be bid out among the area banks. While it is reasonable to focus on banks that are local to the Town (eases deposits, etc.) it is also important to challenge the banks for the Town's business.
<ul style="list-style-type: none"> Cash collection occurs on a regular basis with the goal of minimizing the loss of investment income. 	<ul style="list-style-type: none"> The project team found that there was no specific policy relating to the timeliness with which the operating departments have to turn in their receipts. While the vast majority of money is collected directly within this office, it remains that large sums of money (on an annual basis) are collected throughout the Town. 	<ul style="list-style-type: none"> As part of the development of overall fiscal policies, a policy should be put in place requiring departments to make deposits every other day if they have more than \$100 in receipts.

The following section summarizes the project team's evaluation of the Water Department.

21. WATER COMMISSION

The Water Department is responsible for the extraction, treatment and distribution of water throughout the Town of Wayland (there are only a few dozen private wells in operation at this time). The staff is responsible for all facets of the operations from extraction through system maintenance. The sub-sections that follow provide a summary of the project team's evaluation of the Treasurer / Collector's Office.

(1) Organization

There are no internal organizational issues with the Water department. MAXIMUS recommends that the Water Department be included in a consolidated public works department with other maintenance functions.

(2) Staffing

There are no staffing issues with the Water department. Current staffing levels are sufficient to maintain the pumps, plant and other infrastructure under the control of the Commission. The workload of the Commission staff has included the following in the past year:

Service Request Orders for 2001

Request	Fall	Spring	Summer	Winter (November 2001)	Total (Annualized)
Assist at Fire	1	0	0	1	3
Commercial equipment repair and/or installation	14	12	9	5	43
Final meter read	48	40	70	23	193
Home owner leaks and new taps	25	5	12	6	51
Hydrant repair	3	6	5	11	31
Hydrant replacement	22	7	20	1	51
Main Breaks and service leaks	8	9	14	7	42

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Residential equipment repair and/or installation	86	86	68	33	290
Responded and resolved resident complaint	37	8	18	0	63
Town equipment repair and/or installation	8	23	7	15	61
Total	252	196	223	102	773

The project teams notes that this is more than 3.5 issues per working day (assuming two weeks lost to holidays). This is in addition to the routine workload of the staff that includes ensuring the safe and effective operation of the water system. The Town operates eight (8) wells from six (6) locations – these wells each have a treatment component from which Chlorine is added to the system. The staff is broken down into a construction crew (2 of the line personnel), meter work (1 line staff member) and general work (1 line person) with the construction crew and other tasks. In addition, the Commission retains a meter reader who reads the Town’s 4,920 meters at least twice a year in a total of eight (8) weeks. This translates to an average of 125 meters per day – a very high level of service (the standard is at least 100 per day). The fact that the Town has begun to invest in remote meter reading technology has allowed the meter reader to speed up his collection of data.

(3) Management and Operations

The Water Department is generally providing a standard level of municipal service. This is a well-managed operation, with good maintenance plans in place, compliance with all laws and regulations and so on. The major issue facing the Commission (as with all water systems in the country) is the replacement of existing infrastructure on a regular and planned basis. The project team recommends that the Department develop comprehensive plan to address this issue (with a planning horizon over the next 20 – 50 years).

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The matrix, below, provides a summary of the project team's evaluation of the operations:

Performance Target	Town Practice	Potential Improvements
<ul style="list-style-type: none"> Time needed to restore service disruption is less than 8 hours. 	<ul style="list-style-type: none"> This is the target used by Water staff and supervisors. Available data indicate that this standard is being met. 	<ul style="list-style-type: none"> No issue.
<ul style="list-style-type: none"> Percentage of the distribution and collection systems replaced each year is in the range of 1% to 2%. 	<ul style="list-style-type: none"> The Commission is currently targeting replacement of the water system on a more aggressive plan than this. However, there is no official policy statement or plan in place that supports this goal (with funding commitments, etc.). 	<ul style="list-style-type: none"> Develop a formal plan to show how water system replacements will be completed. Tie this into the GIS system. Coordinate activities with work to be done on road surfaces.
<ul style="list-style-type: none"> Is there a complete database of the water system including component age, location, etc., of all mains? 	<ul style="list-style-type: none"> There is no complete database at this time. The GIS system has a water distribution system layer already in place. 	<ul style="list-style-type: none"> Continue to update the water system layer in GIS to include additional descriptive elements.
<ul style="list-style-type: none"> Formal preventive maintenance schedule for pumps and other equipment in the treatment plants, wells and pumping stations. 	<ul style="list-style-type: none"> The Water Department functions with a comprehensive preventive maintenance program with daily and periodic maintenance tasks linked to each major system and its components. 	<ul style="list-style-type: none"> No issue.
<ul style="list-style-type: none"> Are remote devices used to read water meters? 	<ul style="list-style-type: none"> Use remote devices to provide meter reading to reduce reliance on meter estimates. 	<ul style="list-style-type: none"> No issue.
<ul style="list-style-type: none"> Are backflow prevention devices tested and inspected annually? 	<ul style="list-style-type: none"> Backflow devices are regularly inspected and tested (as required by law). 	<ul style="list-style-type: none"> No issue.

ATTACHMENT

SUMMARY OF STAFF AND BOARD MEMBER SURVEYS

ATTACHMENT

SUMMARY OF STAFF AND BOARD MEMBER SURVEYS

As part of the organization and management study for the Town of Wayland, project team members developed confidential surveys to identify the perceptions and attitudes of staff and board and commission members. Separate surveys were designed for board members and Town employees. The survey highlighted general themes with regard to services provided and the organization of the Town's departments.

Of the 180 distributed employee surveys, 73 were returned, for a response rate for employees of 41%. With respect to boards and commission members, the response rate was 29%, as 27 of the 93 distributed surveys have been returned. The sub-sections, which follow, provide a summary of the survey results.

1. RESULTS OF THE BOARD/COMMISSION SURVEYS

Project team members developed a survey instrument to objectively to quantify the perceptions and attitudes of members of the various boards and commissions in the Town of Wayland. Respondents were asked to evaluate statements, by selecting one of the following terms: "strongly disagree," "disagree," "neutral," "agree," "strongly agree," and "don't know." The second section of the survey asked respondents to select their preferences from among a list of organizational alternatives available to the Town. The following sub-sections highlight the survey results of board and commission members.

(1) Overall, Board Members View The Level of Service They Provide to The Community Positively.

Respondents were provided several statements regarding the level of service provided to the community and customer. Additional statements addressed the perceptions of the Board members as to the service they provide to the community, as well as the support they receive from the community. The following points highlight the results:

- In response to the statement, “my board provides a high level of service to the community,” 93% agreed.
- Respondents viewed customer service positively, as 89% agreed with the statement, “customer service is given a high priority by my board and our staff.” Additionally, 89% agreed that their “board is responsive to the community.”
- While respondents viewed their efforts to provide a high level of service to the community positively, only 48% of respondents agreed with the statement, “my board is well supported by the businesses and citizens of Wayland.”
- The majority of respondents, 96%, agreed with the statement, “my board is accessible to the community when needed.”
- More than 60% of respondents agreed with the statement, “my board does a good job of keeping the community informed about our activities.”

As the preceding points indicate, board/commission members perceived their boards as providing a high level of service to the community, however, fewer than half viewed the community as being supportive of the boards/commissions.

(2) The Majority of Respondents Felt That Their Board/Commission is Innovative in Providing Services.

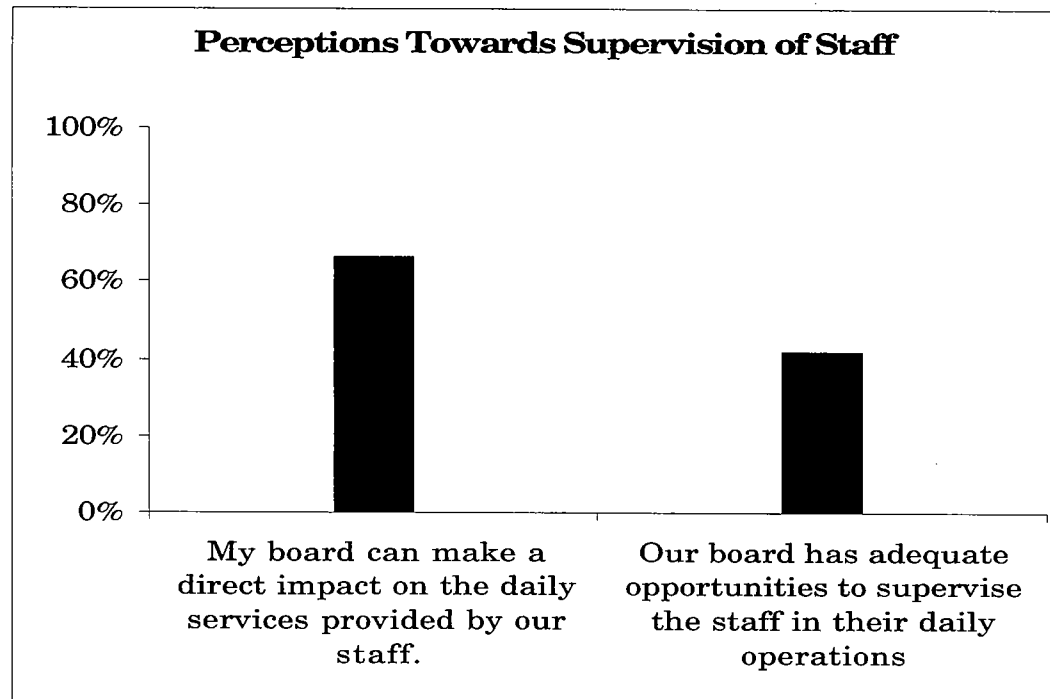
Board and commission members were provided the following statement, “my board is innovative in the ways in which we provide service.” The majority of respondents, 63%, agreed with the statement and 26% were neutral.

(3) While the Majority of Respondents Viewed Staff Support Positively, They Had Mixed Opinion With Regard To Their Role in Staff Oversight.

The survey included several statements regarding the Boards’ management of staff, particularly as it related to their involvement in providing oversight of staff, as well as the support staff provides the Boards. The following summarizes the key points from survey results:

- The majority of respondents, 85%, agreed with the statement, “our staff provide a high level of support to my board.”
- While 67% of respondents felt that they “can make a direct impact on the daily services provided by our staff,” slightly fewer respondents, 58%, agreed with the statement, “my board does a good job of setting policy for line staff to follow.”
- In response to the statement, “my board does a good job providing direction to staff,” 62% of respondents agreed, and 27% disagreed.
- With regard to staff supervision, only 42% of respondents agreed with the statement, “our board has adequate opportunities to supervise the staff in their daily operations,” and 35% disagreed.

The chart below illustrates the respondents perceptions regarding their board’s ability to make decisions which impact the daily operations of departments, and their perceptions regarding whether they provide proper oversight to staff’s daily activities.

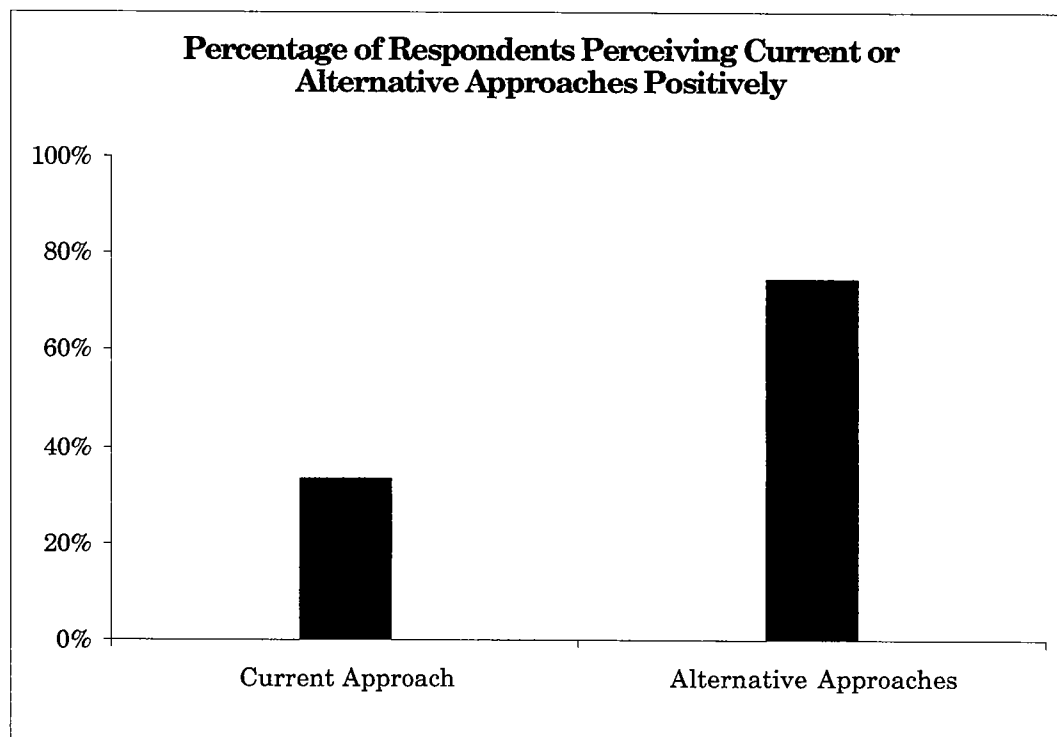


As the chart above illustrates, most respondents felt that their Boards maintained the ability to make decisions effecting the daily operations of staff. While less than 50% of respondents had positive perceptions, 35% actually felt there was not sufficient opportunity to supervise staff during their daily operations.

(4) While Respondents Were Mixed Regarding Current Organizational Structure, The Majority Felt That There Are Other Approaches to Ensure Accountability.

Respondents were provided statements regarding the organizational structure, and whether it ensures accountability to residents and business owners. In response to the statement, “the current organizational structure in Town ensures accountability to residents and business,” 33% agreed and 41% disagreed. On the other hand, 74%

of respondents agreed with the statement, “there are other approaches that would ensure greater accountability to residents and business.” The chart below compares the responses to the two statements.



As the chart illustrates, the majority of respondents had positive attitudes towards alternative approaches that would ensure greater accountability.

(5) The Majority of Respondents Viewed a More Centralized Form of Government Would Improve Service Delivery.

Statements were included in the survey to allow the project team to assess the perceptions of board and commission members towards the current organizational structure. In response to the statement, “switching to a

more centralized form of government would result in improved service delivery in Town,” 62% agreed. Supporting this sentiment only 8% of all respondents, preferred to “continue with the current decentralized organizational structure with a number of independent boards and commissions making policy and directing staff.”

(6) Respondents Were Mixed With Regard to Maintaining Independent Boards.

Respondents were asked to evaluate statements regarding their boards, specifically, if changing their boards would affect the delivery of service. In response to the statement, “it is important to maintain the board/commission I work with as an independent board,” only 38% of respondents preferred this option. When provided the statement, “maintaining my board as an independent elected/appointed body is a key part of our ability to deliver high-quality of service,” 70% agreed. The results indicate that respondents viewed independent boards/commissions as ensuring a high level of service, however, fewer respondents agreed with the general statement that their boards should remain independent.

(7) Respondent’s Opinions Were Mixed Towards a Reduction in Boards and Commissions.

Members were also provided statements regarding options that would alter the current organizational structure of the Town. The percentage of respondents selecting the alternative is based on the total number of respondents. The following points highlight the survey results:

- In response to the statement, “reduction in the number of boards and commissions would improve the ability of Town government to react to issues,” 26% agreed and 37% disagreed.
- More respondents preferred increasing the authority of a central manager, rather than the Board of Selectman in the daily operations of their department. When provided the statement, “reduce the number of boards and commissions that are involved in operational decisions and place this authority

and accountability with a single central administrator,” 29% agreed, while 13% preferred placing the authority and accountability with the Board of Selectman.

- With regard to the statement, “maintain separate policy boards but have all personnel report to a single central manager,” 38% of employees selected this option. On the other hand, 8% preferred to “maintain a separate policy board but have all personnel report to the Board of Selectmen.”

As noted above, respondents were mixed regarding the reduction of boards and commissions, however, more respondents preferred a single central administrator rather increasing the authority and accountability of the Board of Selectmen.

(8) Respondents Viewed Current Level of Cooperation Between Boards and Commissions Negatively.

Respondents were asked to evaluate the following statement, “current levels of cooperation between boards and commissions ensures delivery of high services levels in Town.” Approximately 58% disagreed with the statement. Overall, respondents did not view coordination between various boards positively.

(9) Few Respondents Preferred Consolidating Similar Elements Provided By Various Departments.

Respondents were provided a statement regarding the consolidation of similar functions into departments. These organizational alternatives include public works, development services, and inspectional services. In response to the statement, “consolidate elements of the organization into a smaller number of departments,” 25% of respondents agreed.

(10) Some Board Members Prefer Switching to a Representative Town Meeting.

Respondents were provided a statement regarding the current structure, as it related to the current approach of open Town Meeting compared to representative Town Meeting. Of the 27 respondents, 25% preferred moving to the representative Town Meeting.

(11) Respondents Identify Concerns Regarding Current Organizational Structure.

Respondents were asked to attach additional comments they had regarding organizational structure and operational issues. While most respondents chose not to provide additional comments, the following points summarize the comments below.

- Several perceived a central administrative position would be able to provided better oversight of personnel.
- Current structure is ineffective, due to a lack of support and cooperation among staff and boards.
- Respondents identified concerns relating to the merging departments, specifically, increased spending, prioritization of department services, and overall increase cost to residents.

The following section provides a summary of the results of the employee survey, providing a comparison of perceptions and attitudes of employees to those of the board/commission members.

2. RESULTS OF THE EMPLOYEE SURVEY

MAXIMUS distributed an employee survey to assess the perceptions and attitudes of employees regarding a variety of areas within their Departments, as well as the organizational structure of the Town. Similar to the survey of the board and commission members, statements were provided for staff to evaluate, by selecting “strongly

disagree,” “disagree,” “neutral,” “agree,” “strongly agree,” and “don’t know.” The second section included potential organizational alternatives from which employees were asked to select their preferences. While surveys were distributed to employees from all departments, the survey did not provided an opportunity for staff to identify their departments. The following sub-sections highlight the results of the employee survey.

(1) **While the Majority of Respondents Viewed Their Departments as Providing a High Level of Service, Fewer Felt That They Were Supported By the Community.**

Employees were asked to evaluate several statements regarding their departments, particularly relating to services provided to the community and its customers, as well as perceptions regarding the community’s support of their departments. The following points summarize the results:

- With regard to the statement, “my department provides a high level of service to the community,” 90% agreed. Slightly fewer respondents, 86%, agreed with the statement, “customer service is given a high priority in my department.
- While 90% of respondents felt that their department is responsive to the community, fewer respondents (66%) agreed with the statement, “my department is well supported by the businesses and citizens of Wayland.”
- Additionally, 64% of respondents felt that their “department does a good job of keeping the community informed.”
- Employees’ perceptions were similar to the boards and commission members with regard to the statement, “my department is innovative in the ways in which we provide services,” as 68% of employees and 63% of board/commission members agreed.

As the results indicate, the majority of respondents perceived their departments positively, viewing the level of services provided to the community and its customers as high.

(3) Employees and Board/Commission Members Perceptions Differed Significantly With Regard to the Role of the Boards in Staff Oversight.

Similar to the board/commission survey, employees were provided an opportunity to evaluate statements regarding the role of their board/commissions in setting policy, direction, and accessibility. The following points provide a summary of the responses:

- With regard to the statement, “the board/commission to which we report does a good job in setting policy,” 31% of employees agreed, while 58% of board/commission members agreed.
- In response to the statement, “the board/commission to which we report does a good job providing direction,” 25% agreed and 39% disagreed. However, 62% of board/commission members agreed with the statement.
- Additionally, only 34% of employees agreed with the statement, “the board/commission to which we report is accessible when needed,” and 29% were neutral.

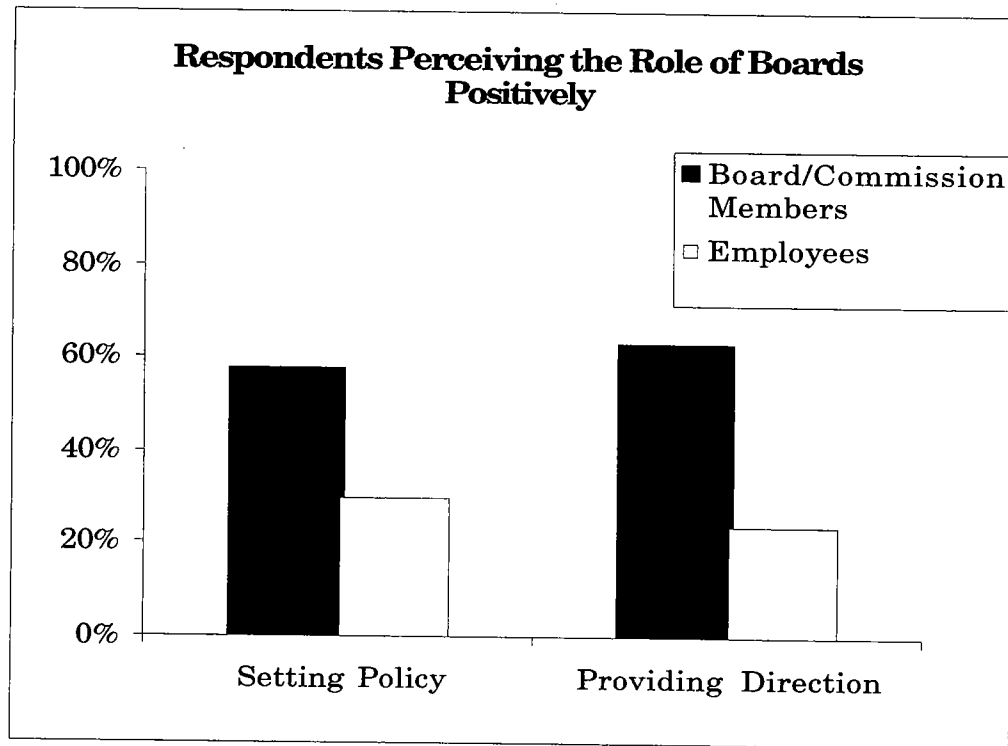
The following chart compares the perceptions of employees and board members to the policy and direction role of the boards/commissions.

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The following chart compares the perceptions of employees and board members to the policy and direction role of the boards/commissions.



As the table illustrates, employees and board/commission members perceived the effectiveness of the boards in setting policy and providing direction differently.

Less than 20% of all respondents (both board/commission members and employees), viewed the current organizational structure as ensuring accountability to the community.

(5) In General, Employees and Board/Commission Members Have Similar Preferences for Organizational Alternatives.

The second section of the survey provided employees with the opportunity to identify their preferences from a list of organizational alternatives. The percentage of respondents selecting the alternative is based on the total number of respondents. The following points highlight their preferences:

- While 25% of employees felt “it is important to maintain the board/commission I work with as an independent board,” 38% of board/commission members viewed it as important.
- In response to the statement, “continue with the current decentralized organizational structure with a number of independent boards and commissions making policy and directing staff,” 18% of employees (and only 8% of board members) preferred this alternative.
- With regard to the statement, “consolidate elements of the organization into a smaller number of departments,” 21% of employees preferred this option.
- While 29% of board/commission members preferred to “reduce the number of boards and commissions that are involved in making operational decisions and place this authority and accountability with a single central administrator,” 55% of employees selected this option.
- Alternatively, 1% of staff and 13% of board/commission members preferred to “reduce the number of boards and commissions that are involved in making operational decisions and place this authority and accountability with the Board of Selectmen.”
- Similarly, 42% of employees preferred to “maintain separate policy boards but have all personnel report to a single central manager,” and 8% preferring personnel report to the Board of Selectmen.