

**GOVERNMENT THAT WORKS!
NEW JERSEY DEPARTMENT OF THE TREASURY
LOCAL GOVERNMENT BUDGET REVIEW
BOROUGH OF GLASSBORO**

CHRISTINE TODD WHITMAN
Governor

BRIAN W. CLYMER
Treasurer

JANE M. KENNY
Commissioner
Department of Community Affairs

JUNE, 1997



**GOVERNMENT THAT WORKS
OPPORTUNITIES FOR CHANGE**

The Report of the Borough of Glassboro Budget Review Team

New Jerseyans deserve the best government that their tax dollars can buy. Governor Christie Whitman is committed to making State government leaner, smarter, and more responsive, by bringing a common sense approach to the way government does business. It means taxpayers should get a dollar's worth of service for every dollar they send to government, whether it goes to Trenton, their local town hall or school board.

Government on all levels must stop thinking that more money is the solution to their problems, and start examining how they spend the money they have now. The State's taxpayers cannot afford to keep sending money to their government. It is time for government to do something different.

There is no doubt that local government costs -- and the property taxes that pay for them--have been rising steadily over the last decade. Until now, the State has never worked with towns to examine what is behind those rising costs. That is why the Local Government Budget Review Program was created by Governor Whitman and State Treasurer Brian W. Clymer. Its mission is simple: to help local governments find savings, without compromising the delivery of services to the public.

The Local Government Budget Review Program fulfills a promise Governor Whitman made in her first budget address, when she offered the State's help to local governments looking to cut costs. This innovative approach combines the expertise of professionals from the Departments of Treasury, Community Affairs and Education, with team leaders who are experienced local government managers. In effect, it gives local governments a management review and consulting service provided to them at no cost by the state.

To find those "cost drivers" in local government, the teams will review all aspects of the local government operation, looking for ways to improve efficiency and reduce costs. The teams will also document those State regulations or legislative mandates which place an unnecessary burden on local governments, and suggest which ones should be modified or eliminated. Finally, the teams will note where local governments are utilizing "Best Practices" -- innovative ideas that deserve recognition and that other municipalities may want to emulate.

This intensive review and dialogue between local officials and the review team is designed to produce significant insight into what factors are driving the costs of local governments, and provide the necessary tools to bring meaningful property tax relief to the State.

**LOCAL GOVERNMENT BUDGET REVIEW
EXECUTIVE SUMMARY
BOROUGH OF GLASSBORO**

Clerk

An increase in the licensing fees for junkyards could yield additional revenue of \$1,000.

The transfer of eligible funds from the Dog Trust Fund to the General Fund would provide approximately \$6,422 in revenue.

Personnel

Adoption of the Civil Service allowances for vacation leave allotments could save the borough an estimated \$79,634.

An estimated \$116,212 could be saved if the borough reduced its allotment of personal days to the state average of three, instead of five, especially since the borough currently pays for unused days.

Elimination of longevity could result in savings in excess of \$165,360.

Elimination of certain incentives that may more appropriately be considered related to job requirements could yield cost savings of approximately \$26,600.

The supplemental life insurance program provided by the borough over and above what the pension systems already provide for and could be eliminated for a cost savings of \$10,000 annually.

Holiday pay is extremely generous in Glassboro, as employees actually working the holiday get compensation time in addition to a lump sum payment for all holidays plus pay for the day worked. The elimination of this additional costly benefit would provide a savings of \$212,242.

Elimination of duplicative medical and fitness benefits would result in a cost savings of approximately \$12,410.

Elimination of uniform allowances which are duplicative of the borough's bidding of such services would save the borough approximately \$37,850.

The switch to a bi-weekly payroll and the institution of an automated time clock system could significantly improve borough controls and save an estimated \$17,200. The value added expense of this action would be approximately \$10,000.

Elimination of potentially ineligible retiree health benefit coverage could yield \$52,835 in cost savings.

Elimination of health benefit coverage for employees working less than 35 hours could save approximately \$30,528.

Highway

A reduction in leaf waste through on-site composting could result in a savings of approximately \$15,850. Further, the institution of a charge for leaf pick up could yield additional revenue of \$30,000.

The purchase of roll-away bins to contain recyclables would cost an estimated \$35,000.

Welfare

The transfer of this function to the County of Gloucester could save the borough at least \$38,500.

Police

The borough is encouraged to pursue accreditation for the police department at an approximate cost of \$20,000, plus 20% of a captain's time, initially. It is further recommended that the borough consider contracting with the International Association of Chiefs of Police for review of the department's operations at an approximate cost of \$15,000 - \$20,000.

Elimination of "adjust time" could yield a cost savings of approximately \$5,000.

Reorganization and scheduling change savings could amount to a total of more than \$275,000.

The use of part-time dispatchers instead of primary dispatchers in potential overtime situations could result in a savings of approximately \$16,958.

Recommended changes in records personnel could reduce overtime costs by roughly \$1,302.

Court

Elimination of one deputy court clerk position could yield in a savings of approximately \$37,000.

Fire

Potential revenue from the sale of one underutilized pumper could be at least \$75,000 and the purchase of a four wheel drive vehicle would cost approximately \$25,000.

Emergency Management Services

Collection of mutual aid revenue, as permitted by statute, could result in estimated revenue of \$10,000. Further, contracting with neighboring communities to provide emergency management services that are truly beyond the intention of the mutual aid statute could provide the borough with approximately \$10,000 in additional revenue.

The competitive contracting of emergency management services could result in a savings of approximately \$250,000.

Revenue Collection

Full collection of the PILOT payments owed by the housing authority would result in \$32,352 in revenue to the borough.

Tax Assessment

There are two options offered regarding appropriate department staffing. The first option of replacing the part-time assessor's position and the contract company with a full-time assessor's position could save the borough approximately \$17,312. The second option of eliminating benefits for the part-time assessor and reducing the use of the contract company could result in a cost savings of approximately \$16,342.

Health and Housing

Cost savings through departmental reorganization could result in an estimated savings of \$100,930.

Water and Sewer

Elimination of structural overtime through staggered scheduling could save the borough approximately \$27,822.

An increase in productivity in the billing and meter reading functions could yield approximately \$58,343 and \$15,015, respectively.

Public Works (new)

The combination of the elimination of one parks maintenance position and the transfer of the other three to the proposed Department of Public Works could result in an overall estimated cost savings of \$1,556 and a productivity enhancement valued at \$18,000.

Parks and Recreation

Consideration of a policy regarding fee subsidy for recreation programs could result in at least \$56,535 in revenue.

If the borough received payment for non-resident use of recreation programs, the borough could receive approximately \$32,000 in increased revenue.

**COMPARISON OF BUDGET APPROPRIATIONS, STATE AID AND LOCAL TAX RATE
WITH RECOMMENDED REDUCTIONS IN THE
BOROUGH OF GLASSBORO COST OF GOVERNMENT**

<u>Areas Involving Monetary Recommendations</u>	<u>Itemized Costs/Savings</u>	<u>Totals</u>
Clerk		\$ 7,422
Junkyard License Fee Increase	\$ 1,000	
Transfer of Dog Trust Funds	\$ 6,422	
Personnel		\$ 750,871
Adoption of Civil Service Vacation Leave	\$ 79,634	
Reduction in Personal Days	\$ 116,212	
Elimination of Longevity	\$ 165,360	
Elimination of Certain Incentives	\$ 26,600	
Elimination of Supplemental Life Insurance	\$ 10,000	
Elimination of 3.5X Holiday Compensation	\$ 212,242	
Elimination of Duplicative Medical & Fitness Benefits	\$ 12,410	
Elimination of Uniform Allowances	\$ 37,850	
Switch to Bi-Weekly Payroll & Automated Time Clock	\$ 17,200	
Cost of Automation	\$ (10,000)	
Elimination of Ineligible Retiree Health Benefits	\$ 52,835	
Elimination of Health Benefit Coverage for < 35 Hours	\$ 30,528	
Highway		\$ 10,850
Reduction in Leaf Waste & Charge for Pick Up	\$ 45,850	
Purchase of Roll-Away Recycling Bins	\$ (35,000)	
Welfare		\$ 38,500
Transfer to Gloucester County	\$ 38,500	
Police		\$ 278,260
Pursue Accreditation	\$ (20,000)	
Elimination of Adjust Time	\$ 5,000	
Reorganization and Scheduling Changes	\$ 275,000	
Reduced Overtime Through Use of Part-Time Dispatchers	\$ 16,958	
Reduced Overtime Through Records Function Changes	\$ 1,302	
Court		\$ 37,000
Elimination of One Deputy Court Administrator Position	\$ 37,000	
Fire		\$ 50,000
Potential Proceeds from the Sale of One Underutilized Pumper	\$ 75,000	
Purchase of Four Wheel Drive Vehicle	\$ (25,000)	
Emergency Management Services		\$ 250,000
Collection of Mutual Aid Revenue	\$ 10,000	
Contracting to Provide Services	\$ 10,000	

OR			
Competitive Contracting of Services	\$	250,000	
Revenue Collection			\$ 32,352
Full Collection of Housing Authority PILOT Payments	\$	32,352	
Tax Assessment			\$ 16,342
Replacement of P/T Assessor and Contract Co. with F/T Assessor (\$17,312), or Elimination of Benefits to P/T Assessor & Reduced Use of Vendor (\$16,342)	\$	16,342	
Health & Housing			\$ 100,930
Departmental Reorganization	\$	100,930	
Water and Sewer			\$ 101,180
Elimination of Structural Overtime	\$	27,822	
Billing and Meter Reading Productivity Enhancement	\$	73,358	
Department of Public Works (new)			\$ 19,556
Combined Effect of Competitive Contracting of Shade Tree Function and Transfer of Three of Four Parks Maintenance Personnel:			
Cost Savings	\$	1,556	
Productivity Enhancement	\$	18,000	
Parks and Recreation			\$ 88,535
Impact of Policy Regarding Fee Subsidy of Programs	\$	56,535	
Non-Resident Payment of Program Fees	\$	32,000	
TOTAL SAVINGS/REVENUE ENHANCEMENTS			\$ 1,781,798
Total Amount Raised for Municipal Tax (95)			\$ 5,553,000
Savings as a % of Municipal Tax			32.1%
Total Budget (95)			\$10,267,666
Savings as a % of Budget			17.35%
Total State Aid (95)			\$ 2,800,570
Savings as a % of State Aid			63.62%



GOVERNMENT THAT WORKS

OPPORTUNITIES FOR CHANGE

The Report of the Borough of Glassboro Budget Review Team

New Jerseyans deserve the best government that their tax dollars can buy. Governor Christie Whitman is committed to making State government leaner, smarter, and more responsive, by bringing a common sense approach to the way government does business. It means taxpayers should get a dollar's worth of service for every dollar they send to government, whether it goes to Trenton, their local town hall or school board.

Government on all levels must stop thinking that more money is the solution to their problems, and start examining how they spend the money they have now. The State's taxpayers cannot afford to keep sending money to their government. It is time for government to do something different.

There is no doubt that local government costs -- and the property taxes that pay for them--have been rising steadily over the last decade. Until now, the State has never worked with towns to examine what is behind those rising costs. That is why the Local Government Budget Review Program was created by Governor Whitman and State Treasurer Brian W. Clymer. Its mission is simple: to help local governments find savings, without compromising the delivery of services to the public.

The Local Government Budget Review Program fulfills a promise Governor Whitman made in her first budget address, when she offered the State's help to local governments looking to cut costs. This innovative approach combines the expertise of professionals from the Departments of Treasury, Community Affairs and Education, with team leaders who are experienced local government managers. In effect, it gives local governments a management review and consulting service provided to them at no cost by the state.

To find those "cost drivers" in local government, the teams will review all aspects of the local government operation, looking for ways to improve efficiency and reduce costs. The teams will also document those State regulations or legislative mandates which place an unnecessary burden on local governments, and suggest which ones should be modified or eliminated. Finally, the teams will note where local governments are utilizing "Best Practices" -- innovative ideas that deserve recognition and that other municipalities may want to emulate.

This intensive review and dialogue between local officials and the review team is designed to produce significant insight into what factors are driving the costs of local governments, and provide the necessary tools to bring meaningful property tax relief to the State.

THE REVIEW PROCESS

In order for a town, county or school district to participate in the Local Government Budget Review (LGBR) program, a majority of the elected officials must request the help of the Review Team through a resolution. There is a practical reason for this: to participate, the governing body must agree to make all personnel and records available to the review team, and agree to an open public presentation and discussion of the review team's findings and recommendations.

As part of the review of the Borough of Glassboro, team members interviewed each elected official, as well as employees, appointees, members of the public, and contractors. The review team examined current collective bargaining agreements, audit reports, public offering statements, annual financial statements, the municipal code and independent reports and recommendations previously developed for the community. The review team physically visited and observed the work procedures and operations throughout the municipal government to observe employees in the performance of their duties.

In general, the review team received the full cooperation and assistance of all employees and elected officials. That cooperation and assistance was testament to the willingness on the part of most to embrace recommendations for change. Those officials and employees who remain skeptical of the need for change or improvement will present a significant challenge for those committed to embracing the recommendations outlined in this report.

Where possible, the potential financial impact of an issue or recommendation is provided in this report. The recommendations do not all have a direct or immediate impact on the budget or the tax rate. In particular, the productivity enhancement values identified in this report do not necessarily reflect actual cash dollars to the municipality, but do represent the cost of the community's current operations and an opportunity to define the value of improving upon such operations. The estimates have been developed in an effort to provide the community an indication of the potential magnitude of each issue and the savings, productivity enhancement, or cost to the community. We recognize that all of these recommendations cannot be accomplished immediately and that some of the savings will occur only in the first year. Many of these suggestions will require negotiations through the collective bargaining process. We believe that these estimates are conservative and achievable.

INTRODUCTION	12
BEST PRACTICES	13
OPPORTUNITIES FOR CHANGE/FINDINGS AND RECOMMENDATIONS	15
ADMINISTRATION	15
CLERK	15
LEGAL	19
MANAGEMENT INFORMATION SYSTEMS	20
PERSONNEL	21
INSURANCE	32
HIGHWAY	33
WELFARE	37
POLICE	40
COURT	52
FIRE	53
EMERGENCY MANAGEMENT SERVICES	56
FINANCE	61
REVENUE COLLECTION	66
TAX ASSESSMENT	68
LIBRARY	69
HEALTH and HOUSING	72
CONSTRUCTION CODE	73
WATER and SEWER	76
PUBLIC WORKS	79
PARKS and RECREATION	80
PLANNING	86

ZONING	87
FACILITIES	87
ROWAN COLLEGE	88
SHARED SERVICES	91
STATUTORY AND REGULATORY REFORM	93

INTRODUCTION

The Borough of Glassboro comprises 9.23 square miles and is located in Gloucester County. The borough's estimated population is 17,384 and median family income, based on an estimate published in 1994, was \$39,852. Located within the borough's borders is Rowan College, formerly known as Glassboro State College, which encompasses approximately 32% of the land area of the community and adds to the population by up to an estimated 9,600 persons during college sessions.

Glassboro is governed by a mayor and six council members under the borough form of government. The mayor is elected for a four year term and the Council members are elected for three year terms. The chief administrative officer of the borough is the full-time borough administrator.

The changes brought about by a recent commitment to the professional administration of the borough, represented by the hiring of a full-time professional administrator and a full-time chief municipal finance officer, are substantial. So much so that this report is to a very large extent a "before and after" account of borough operations. Every effort has been made to delineate the changes that the borough has made in one year's time. There is still much to be accomplished, and the recommendations herein are aimed at assisting the borough in these efforts. The borough has made great strides towards improving operations and ensuring accountability for the residents of Glassboro.

BEST PRACTICES

A very important part of the Local Government Budget Review report is the Best Practices section. During the course of every review, each review team identifies procedures, programs and practices which are noteworthy and deserving of recognition. Best practices are presented to encourage replication in communities and schools throughout the state. By implementing these practices, municipalities and school districts can benefit from the Local Government Budget Review process and possibly save considerable expense on their own.

Just as we are not able to identify every area of potential cost savings, the review team cannot site every area of effective effort. The following are those best practices recognized by the team for their cost and/or service delivery effectiveness.

Health Benefits

The borough requires employees to pay the difference in costs between the variety of health plan choices. The borough's health insurance policy is a best practice in plan cost structuring and benefit levels, in that it allows for flexibility to meet employee needs while maintaining reasonable costs.

Professional Management

Over the past several years, the borough council has come to realize that professional full-time management is needed in the borough. This management has produced considerable change. The practice of employing professional management, most notably the administrator and chief financial officer, allows for the professional administration of the daily affairs of local government and allows the elected officials to focus primarily on policy decisions. This structure also provides a direct line of authority for employees and eliminates the confusion and inefficiencies associated with scattered and inconsistent management practices.

Cash Management

The chief financial officer has been responsible for many improvements to the financial operations of the borough, not the least of which are the cash management practices that have been put in place. Glassboro appears to have the best banking relationship we have seen in the communities reviewed and should be seen as an example of what other municipalities should try to obtain in their banking relationships.

County Library Merger

Merging the Glassboro Public Library with the Gloucester County Library System is an excellent example of the best practice of regionalization. library service often carries extremely strong local identification that prevents an objective examination of the costs and benefits of regionalization. The Gloucester County/Glassboro experience provides a concrete example of the benefits of such collaboration. The result has been significant cost savings, and more importantly, dramatic service improvements.

Equipment Retrofit

The vehicle maintenance operation in the highway department is involved in a level of equipment retrofitting that the team has not seen in any other community reviewed thus far. This unique effort has saved the borough considerable sums by mitigating the need for purchase of new parts and equipment. The details of this operation are discussed in the highway department section of this report.

OPPORTUNITIES for CHANGE/FINDINGS and RECOMMENDATIONS

The purpose of this section of the report is to identify opportunities for change and to make recommendations that will result in more efficient operations and financial savings or enhancements for the municipality and its taxpayers.

ADMINISTRATION

In August 1995, the borough hired its first full-time professional administrator to oversee the daily affairs of government. For two years prior to that time, the administrator's position was part-time. Historically, however, the daily operations were overseen by elected officials in their individual capacities as council liaisons to departmental committees.

The borough council acknowledged the critical need for, and supported the hiring of, a full-time professional administrator position in 1995. The difference in operations seen by the team during the course of its review between 1995 and 1996 is considerable.

The team is in full support of the borough council's decision to hire a professional full-time administrator.

CLERK

Financial

The general appropriations for the clerk's office are combined with the borough council and the administrator's office. As a result, the following is an estimate of the total spending for this office for the time periods identified in the following table:

Summary of clerk's office costs from 1994 through 1996:

<u>Category</u>	<u>1994</u>	<u>1995</u>	<u>1996</u>	<u>Change</u> <u>'94-'96</u>
Salary & Wages	\$100,138	\$ 97,679	\$ 102,819	2.7%
Code and Ordinance Election Expenses	2,999	2,879	3,000	0.0%
Totals	\$108,619	\$106,185	\$111,219	2.4%

In 1995, it appears that the salary and wage expense was reduced by more than two percent from 1994 levels. This reduction was due to lags between positions being vacated and new hires.

We recommend that the clerk's office have its own departmental budget rather than being part of the administrator's office and borough council. This would allow for the financial operations in this department to be distinguished from the mayor, council and the administrator thereby facilitating greater monitoring and accountability.

Staffing

Currently, the clerk's office is staffed by a borough clerk, a deputy clerk, a secretary and two custodial/maintenance personnel. Job descriptions were duplicative, overlapping and not fully consistent with responsibilities contained in the Code Book. For example, the responsibility for opening the safe in the morning is contained in the job descriptions of the clerk, the deputy clerk and the secretary. Similarly, there appears to be duplication in the issuance of dog and cat licenses between the deputy clerk and the secretary. None of these responsibilities were contained in the Code Book. Upon looking more closely at the operations we found that the secretary issues dog and cat licenses and the safe is opened by staff in the finance office. While these discrepancies in responsibilities are not critical, they do indicate the need to adequately identify and formalize job responsibilities and requirements. This is an issue discussed more fully in the personnel section of this report. the idea of cross-training should be implemented to the greatest extent possible.

The two custodial/maintenance staff had duplicative responsibilities in certain areas. While custodial/maintenance staff are accountable to the borough clerk, they do not have specific daily work assignments. One staff person is clearly responsible for maintaining borough hall and spends 90 percent of his time cleaning and maintaining the inside of the building and the grounds. The other staff person is reportedly responsible for cleaning the code enforcement, library and highway department offices and serves as a messenger between offices. However, we found that the library, in fact, has a separate part-time cleaning person and the highway department staff cleans its own offices. The part-time cleaning person for the library works ten hours per week, from 10 a.m. to 12 noon, Monday through Friday. This is a new position as of 1996. It appears that the second custodian actually spends most of his time as a messenger between buildings. He also handles minor maintenance work on an as-needed basis, however, it was difficult to justify this as a full-time position.

Local Government Budget Review suggests that the borough council adopt the official duties of the clerk's office as part of the borough code.

We further recommend that the two custodial positions be transferred into the new Department of Public Works. We would further recommend that the borough consider eliminating the part-time cleaning position at the library and let the full-time maintenance custodial person take on this responsibility.

Cost Savings: \$5,000 (based on 1996 salary)

Operations

The current borough code book does not contain any description of job responsibilities for the clerk's office. However, a number of responsibilities are designated to the clerk's office under state statute. Many of the recordkeeping and certification functions normally within the scope of the clerk's office such as custodian of the Borough's official records were not contained in the job descriptions provided. Preparation and maintenance of resolutions, ordinances, maintenance bonds, performance bonds, and professional services contracts, represent the documents normally maintained by a clerk's office. These are functions that should be performed by the clerk's office.

While records of council minutes and resolutions were well maintained, this was due essentially to a recent effort by staff outside of the clerk's office. In fact, largely due to changes brought about by the finance officer and the administrator, the clerk's office is currently undergoing considerable change in how records are maintained. In the past, the borough has experienced a considerable number of problems in monitoring performance bonds, issuing general obligation bonds and developing and maintaining professional services contracts, as well as other official borough records. Records on the performance bonds were not complete, the issuance of the most recent general obligation bonds was reportedly substantially delayed due to a lack of proper advertising of the items included in the issuance and their associated costs. The borough's bond counsel caught this mistake at the time the current finance officer consolidated past debt and corrected the problem. We could not identify any professional contracts or resolutions authorizing contracts with professionals, such as the borough attorney, borough engineer and borough auditor. It was reported to the team that in many cases, these problems with the proper development and recording of official documents have resulted in individual departments taking on functions that normally are functions of the borough clerk's office.

Currently, there is no set policy or procedure for establishing the agenda for borough council meetings. This has resulted in problems with important matters not being brought before the borough council in a timely manner and duplication of efforts in preparing for Council meetings. Department heads are apprehensive about making sure important matters are brought before the council in a timely manner and the clerk's office is concerned that changes in the agenda are not being communicated in a timely enough manner to allow sufficient time to prepare for council meetings.

All official borough documents should be maintained in the borough clerk's office. The process for developing an agenda for borough council meetings should be formalized and adhered to so that all matters requiring borough council discussion and/or action be brought before it in a complete and timely manner.

Certifications, Licenses and Fees

The clerk is responsible for issuing permits or licenses for alcoholic beverages (ABC), dogs, cats, taxicabs, and street openings. The team examined the fee schedules for various licenses regulated by the borough and found that, for the most part, fees are comparable to those of other communities. The borough may want to look at adjusting fees for some of its licenses and permits, however. One example is that of garage sales for which the borough currently charges no fee. It also does not charge a license fee for vending machines located within the municipality.

Borough fees for junkyard licenses are \$500. In nearby Camden City, fees for junkyard licenses are on a sliding scale based on the size of the facility. For junkyards one acre or less, the fee is \$575; over one acre the fee is \$805, plus an additional \$11.50 for each tow truck. Currently the borough has three to four junkyards, all of which are more than one acre in size. The borough charges \$60 per year for a vendor's license. This compares to \$86 - \$172 in Camden and \$100 in Montville Township.

Dog license fees are maintained in a separate trust account. An examination of the trust account revealed a growing surplus building up in this account. In December 1993, the trust account had a free balance of \$17,941. As of November 1996, the free balance had increased by almost \$10,000 to a total of \$27,495. State statute N.J.S.A. 4:19-15.11 provides that, at the end of the third fiscal year following the establishment of a dog trust fund, and at the end of each fiscal year thereafter, there shall be transferred from that trust fund to the general fund of the municipality any amount then in the trust fund which is in excess of the total amount paid into the fund during the last two fiscal years. It is clear that Glassboro is eligible to transfer such funds based on current balances in the Dog Trust Fund. We estimate that at least \$6,422 in 1995 was available for transfer with additional amounts becoming available in subsequent years.

Fee records were historically maintained by pink slips which were handed over to the secretary who, in turn, would enter them into the cash receipts ledger. As a result of this procedure, prior year activities and records are not reconcilable because receipts were not properly recorded.

Though relatively few in number, the borough should consider additional licensing fee opportunities by either updating current fees or establishing license fees for areas that are not currently regulated by the municipality. An increase in junkyard fees of even \$250 each, given their size, could net the borough an additional \$1,000.

Revenue Enhancement: \$1,000

We suggest the evaluation of the Dog Trust Fund for transfer of eligible excess funds to the general fund in accordance with state statute.

Revenue Enhancement: \$6,422

The clerk's office should be required to record all fees by ledger immediately and reconcile with the finance office at regular intervals in order to maintain accurate records and should enter records in a database to facilitate cross-year checking.

Borough Code Book

The clerk's office is responsible for maintaining the borough code book which contains all local ordinances. The code book was reprinted in 1995 because it had not been adequately maintained and was no longer useable. Upon review, it appears that the updated version has not been disseminated to all departments. In fact, the team was originally provided with a copy that was not up-to-date.

We suggest that all obsolete code books should be discarded and replaced with current updated versions and that the code book be properly maintained. The borough should investigate the automated processing of the code book.

LEGAL

Professional Services

There was no contract in place for legal services provided by the township attorney. In fact, there was no evidence that there has ever been such a contract. There was, however, a resolution for 1996, but none for previous years. The resolution basically lacks any detailed information other than the name of the attorney appointed and the year (1996). It does not include the amount to be paid in terms of an annual retainer or hourly rates for particular legal services and does not include a description of the type of services that will be required of the attorney. There is no mention of the borough's recourse for failure by the attorney to provide particular services, or a "not to exceed" amount. Based on our interviews we understand that the attorney receives a stipend of \$3,000 annually to attend borough council meetings and is compensated at the rate of \$100 per hour for all services, plus \$50 for preparation of each resolution and \$150 for each ordinance. He also received health benefit coverage from the borough. As of 1997, the attorney is paying for such coverage, however, his retainer has also been increased substantially to \$9,000.

Until 1996, there was no separate legal counsel for labor issues. In fact, there was little or no legal assistance in this area obtained by the borough council. The ramifications of this is clear in many areas of personnel management. This will be discussed in greater detail in the personnel section. The borough now has a separate labor counsel. This firm prepared a resolution and a professional services contract and signed the contract, but it appears that the borough did not follow up on the execution of these documents. This contract does stipulate the per hour cost of services (\$125), but does not set a "not to exceed" limit. This firm has been involved in labor negotiations, as well as other personnel matters.

We recommend that the borough ensure that there are fully executed, current authorizing resolutions and contracts in effect for all legal services. The contracts should stipulate the services required, borough recourse for the firm's failure to provide such services, and accurate description of the payment method and amount (including a "not to exceed" amount), the specific contract year, and any other items the borough deems necessary to protect the public interest.

Further, we suggest another possible action for the governing body to take to ensure the most efficient expenditure of monies related to legal matters. A "Request for Proposals" could be prepared that completely outlines the scope of work to be performed and other expectations and qualifications required of the firms submitting a proposal. In this way, the borough can better determine if it is paying the "market rate" for comparable services. Though the quality of legal services is of greater importance than the cost, there is still a "market" of qualified, competent legal firms that could be contacted and asked to provide proposals for services to the borough.

We fully support the borough's engagement of a separate labor counsel as a means of effectively and professionally dealing with the myriad of personnel/labor issues that must be corrected in the borough. The borough may need to continue to commit to this approach for a significant amount of time due to the number and complexity of these issues. Though it appears costly in the near term, the township committee should fully utilize labor counsel to improve upon the areas detailed in the personnel section of this report to achieve long term savings.

Costs

The Borough of Glassboro has been and continues to be involved in significant litigation. The majority of this litigation involves landfill matters or very serious personnel related matters. The two landfill related cases reviewed have cost the borough approximately \$163,000 in defense and settlement costs. Three of the personnel related cases reviewed cost approximately \$350,500 in defense and settlement costs. Fortunately, the Joint Insurance Fund covered \$175,000 of the latter.

We certainly believe that the employment of a professional full-time Administrator and the engagement of separate labor counsel will serve the borough well in terms of protecting the borough against similar personnel related litigation. A professional, responsible government will fend off much of the internal operational problems that have given rise to such litigation. It should be understood, however, that the borough still has a liability remaining regarding the current cases that have resulted from previous actions brought against the borough prior to the improvements of the last year and one half. Much of the litigation involving landfill issues is finally completed, so these costs should be eliminated in the future.

MANAGEMENT INFORMATION SYSTEMS

Level of Computerization

Information management improvements have begun within the past year. The borough has computers that are relatively new and has recently converted the accounting system, the tax system and the payroll systems to improved systems. In addition to the NCIC system, the police department has made some use of computerization for reporting responsibilities and is capable of performing tasks such as time maintenance and tracking of location and status of vehicles. The garage has a vehicle maintenance system which works quite well considering its assembly from a myriad of sources, however, it should be streamlined to improve future effectiveness.

Separate systems for tax collection, water & sewer and finance are currently being replaced with an integrated financial management system. When complete, this will include centralized cash receipting and automated requisitions and will allow the three departments to interact electronically. The cost of the change including hardware, software, maintenance, and training is \$42,500 and maintenance costs are approximately \$8,000 per year.

Increased and appropriate usage of technology will assist the borough in being more responsive in meeting the public's needs at reduced costs. Technology can be properly utilized only when all three components - the right hardware, software and properly trained personnel - are in place.

The payroll system was changed to a more responsive payroll provider, but the borough staff has not been given updates and they would benefit from more training on the system. This is also true for the staff in the accounting and administrative sections. Also the borough could benefit from general training in word processing and spreadsheet skills.

The team recommends that time and resources be allocated to adequately train and equip staff to allow the benefits of automation to be fully realized by the borough. A multi-pronged learning approach works most effectively. This would include:

- 1. small classroom instruction;**
- 2. general subject videotapes that employees can take home;**
- 3. a good reference section of "how to" books; and**
- 4. a responsive "expert," either on-site as part of an employee's expanded abilities and inclinations, should such an employee be available, or a vendor who is in the area who will assist when necessary on a limited basis.**

The borough should develop a technology master plan which is updated periodically in order to maximize effective and efficient use of computers. The plan should be formulated by a thoroughly representative cross section of borough departments and functions in order to develop a comprehensive framework for using technology to meet and coordinate the needs of the various departments. It should then be presented to the borough council for discussion and approval. Specifically the plan should:

- provide for a computer inventory and assessment of current hardware, software and computer literacy in each department;**
- specify the informational needs of each department;**
- prioritize the plan in terms of immediate needs, medium term needs and long term needs;**
- identify and prioritize points of coordination and communication;**
- estimate the costs of meeting those needs; and**
- explore avenues for meeting those needs in general terms.**

PERSONNEL

General

It is clear that the borough is undergoing a major change in the manner in which it undertakes its personnel administration responsibilities. We believe very strongly that this change is absolutely necessary. The professionalization and centralization of personnel and administrative practices and policies will provide consistency, appropriate accountability, cost savings and a level of defense against personnel related litigation. All of these improvements are needed in this

community as it has historically lacked centralized, professional management of personnel issues. This is evidenced in the operations of many of the departments and in the labor contracts and personnel policy provisions.

Though we recognize the complexities of such significant changes in the institutional culture of the organization, and the resultant disharmony it may cause on the part of some employees, we do not believe that the borough could continue to operate the way it had, while being able to provide services in a cost effective and efficient manner for the taxpayers of the community. The Local Government Budget Review Team wholeheartedly supports the recent professionalization and centralization of the personnel management function.

Contracts and Personnel Policies

The team reviewed the ten contracts that were in place at the time of our review were examined. For eight of the ten contracts, the duration was from 1994 to 1996. One of the contracts was void of duration dates and one was just for 1996. Only three original contracts were found in the clerk's office, the rest were either copies or were not located in the Clerk's Office at all, but rather were provided by the administrator's office. Only one contract was authorized for execution through a formal resolution. There is no documentation, therefore, that these contracts were ever brought before the entire governing body for ratification and approval.

There are a variety of findings and recommendations regarding labor contract issues that cross individual contract lines. We present those general issues below. There are other issues inherent in the team's recommendations regarding departmental re-organizations which may require attention in the contract negotiations process.

In general, we found a number of contract provisions that appear to be excessive, when compared to other public sector contracts, as well as provisions that appear to be unreasonably beneficial to the employee at the expense of the taxpayer. It is also clear that the contract language should now reflect the role of the borough administrator in grievance matters and matters that require borough approval and authorization. In addition, contracts should either directly or by reference to personnel policies, which also need substantial revision, include language related to the Federal and State Family Leave Acts, the Americans with Disabilities Act, prohibitions against sexual harassment, and other legal considerations that must be taken into account in the workplace.

Though many of these recommendations may take considerable time to implement and/or may be extremely difficult to implement for current employees, the borough is urged to at least consider them for new hires. We also recommend very strongly that the borough insist on a centralized authority vested in the borough administrator for total personnel management. Also, the borough is encouraged to seek the assistance and expertise of its labor counsel to adequately and appropriately make the improvements necessary for proper personnel management. There is a great deal to be done and the cost may indeed be significant, but the cost of not sufficiently addressing these issues could be far greater.

Sick Time:

Though not defined in all contracts, it appears that current employees are granted paid sick leave for all time on leave other than a maximum of the first two days of leave, depending on years of service. For instance, for employment of less than three years, the employee receives no pay for only the first two days of sick leave. For three to seven years of employment, there is no pay for only the first day of sick leave. Employment of seven years or more entitles the employee to payment for all sick leave. Recordkeeping of sick time in 1995 was non-existent as time sheets were not maintained. Because of this lack of information, the team generated cost data for sick leave based on November 1996 timesheets, which included 1996 cumulative information on days off. We utilized 1995 employee costs against this 1996 leave data to estimate what the cost of sick time might have been in 1995. Some of the contracts reiterated the leave provision found in the personnel policies, but most were silent on the matter.

Some departmental time sheets for 1996 do indicate the reasons for leave, but some do not. To our knowledge, however, there is no cumulative record kept on each employee regarding the justification for the leave taken. We would have had to go through every time sheet for the entire year of 1996 to break down the use of leave between that which is related to worker's compensation incidences and that which is related to employee illness. That type of analysis would also have been necessary to determine the full extent of each leave incidence.

For instances of extended sick leave, employees receive "disability" coverage that takes effect after eight calendar days of continuous absence. It is a combination of half salary and full salary payments depending on the employee's years of service. The maximum benefit is granted to employees with 30 or more years of service and provides for 20 weeks of full salary and 32 weeks of half salary.

The personnel policies do contain important provisions regarding the appropriate use of sick time, the medical documentation required and the consequences for not adhering to the policy, however, the team has found no evidence of the management and control of these provisions.

The team is supportive of the changes made so far in the recording of time for borough employees, but urges the implementation of greater controls and management of employee leave time through a centralized point for authorization and record keeping. The administrator's office or finance office should be the control point for maintaining leave records and final approval of all leave. This function is much better handled in a centralized manner than by individual departments for control, monitoring and consistency purposes.

Because of the lack of adequate sick leave documentation for 1995, the borough should carefully monitor the rate of sick leave use by employees to determine whether or not the current policy encourages abuse of the benefit. As part of this analysis, the borough must also take into account the benefit provided by this policy of protecting the borough from the liability of paying for sick time accrued and not used. This protection, however, is somewhat mitigated by the borough's terminal leave benefit in some contracts which calls for the payment of one day for each year of service. This is the first time that the Local

Government Budget Review program has found a sick leave benefit that puts no cap on the total number of leave days each year. A review of the 1996 time sheets identified certain employees that had been out on sick leave for a considerable number of days. Without complete cumulative documentation there is no reasonable way to discern if this time off was due to abuse or to valid illness. The borough should seriously consider capping the number of days available annually for paid sick leave. Sick leave taken in 1995 was valued by the team at approximately \$57,000.

Vacation:

Glassboro has one of the most generous packages seen by the review team for vacation leave allowances for employees with twenty or more years of service. Employees with 20 - 25 years are granted up to six weeks and those with 25 or more are granted seven weeks.

If Glassboro were to adopt civil service statutory allowances for vacation leave, which caps vacation allowances at five weeks, a total of 472 days vacation would be eliminated for a total savings of \$79,634.

Cost Savings: \$79,634

Personal Time:

All employees covered by labor contracts receive five personal days per year that can be cashed in if not used. In fact, police department employees took over \$27,500 of their personal days in cash payments in 1995. It is very unusual for municipalities to pay employees for unused personal time. In fact, personal time is normally a “use or lose” benefit, since the intention is normally to provide employees with a benefit that could be available in case of emergency or other circumstance that could not be handled outside of normal work hours that would otherwise require the use of a vacation day.

If the personal day benefit were reduced from five days to the state average of three days, it would result in savings of approximately \$116,212, and we suggest that the borough consider such a reduction. Further, we suggest the elimination of payment for accrued, but unused personal days.

Cost Savings: \$116,212

Longevity:

The review team also took note of longevity pay for employees of the borough. This is payment made solely on the basis of length of service and does not necessarily correlate to the quality or quantity of the work completed by individual employees. This results in a hidden multiplier of costs, in that annual cost of living increases are based on inflated salaries, vacation time and personal time allotments are valued at inflated rates and in many cases, overtime is based on these inflated salaries.

For all but the captains’ contract, the longevity schedule is as follows:

- 1.5% three years
- 2.5% five years
- 4.5% ten years
- 5.5% 15 years

6.5% 20 years

7.5% 25 years

The captains' contract call for 6% after 15 years, 7% after 20 years and 8% after 25 years.

Elimination of this costly benefit would result in at least \$165,360 in savings in actual longevity payments alone. Additional cost savings would accrue to the borough in terms of the hidden cost multipliers discussed above. At the very least, however, if the borough does not eliminate the payment of longevity altogether, it would be more cost effective to pay it in one lump sum for the year and not have it included in compensation calculations for such payments as re-call, etc.

Cost Savings: \$165,360

Extra Pay:

The police department had incentive payments in 1995 totaling \$16,100. These payments are made each year to those employees who qualify for each incentive. These payments are for such things as passing physical fitness tests (\$150 or \$300 depending on the grade), enrolling in a physical fitness program (\$150), providing fire arms instruction (\$400), maintaining EMT certification (\$100), K-9 handlers (\$500), and using no sick time during the year (\$100), though this benefit is not provided for in either the labor contracts or the personnel policies. In addition, college degrees are compensated at the rate of \$350 for an Associates degree, \$600 for a Bachelors degree and \$850 for a Masters degree. These payments totaled \$10,500 for 1995.

Physical fitness programs are partially reimbursed by the borough's health benefit carrier and the governing body may wish to reconsider the provision of this duplicative benefit. The team believes that many of the other incentives should actually be made part of the employee's job responsibilities for which additional compensation should not be provided. All jobs have particular requirements that reflect the needs of the position. If the governing body and administration determines what is necessary for particular positions, then the job responsibilities should incorporate those requirements without requiring additional compensation for employees. Though educational incentives are fairly common throughout the state, the governing body should reconsider the provision of this benefit. Perhaps the borough should consider, instead, requiring a certain level of education as a prerequisite for hiring and would, therefore, not be responsible for paying for educational incentives.

Cost Savings: \$26,600

Communicable Disease:

Though the borough pays for hepatitis shots as per law, the labor contracts go further in terms of the benefits they provide the employee. Contracts for police personnel include a clause that assumes that any communicable disease, such as Aids, Hepatitis A and Hepatitis B was contracted in and during the performance of duty. It further states that incident reports may be requested to validate the claim. This is an incredible liability for the borough to assume, particularly without requiring documentation. It is also questionable as to whether or not the borough's insurance coverage would provide protection to the borough if a claim of this nature was ever made.

This clause probably should be removed from all contracts in the next round of negotiations. Should an employee fall ill to a communicable disease contracted as a result of the performance of duty, workers' compensation coverage should provide the employee and employer with appropriate protection.

Continuing Death Benefit:

Many of the contracts include a continuing death benefit which provides for the issuance of full paychecks and medical benefits to the beneficiary for six months. While this may be a very charitable action to take, there are already protections provided for beneficiaries in terms of life insurance benefits through the pension system and COBRA coverage for health benefits (albeit a cost to the beneficiary, but at a group rate). In addition, there is also a life insurance policy paid for by the borough at a cost of \$10,000 per year.

Though we fully understand the reasons for providing these extended benefits, we suggest that the borough reconsider this in light of the existing benefit coverages available and under any circumstances, coordinate all benefits and payments to ensure that they do not overlap.

Cost Savings: \$10,000 for life insurance policy, alone

Department Head Benefits:

Several department heads are receiving overtime and/or comp time at their own discretion. This is not only highly unusual for a municipality to compensate department heads in such a manner, but it is not required under the Fair Labor Standards Act for applicable employees. One department head, alone, claimed 325 comp hours in 1995 and 119 in 1996, in addition to "adjust time" of 1,417 hours in 1995 and 1,606 hours in 1996. Adjust time is the additional time off permitted for staff members who are scheduled to work more hours than required under the patrol schedule. This is done to equalize the scheduled hours for all sworn police officers.

In addition, several department heads are provided with the use of borough vehicles for travel to and from work, for use during the work day and at least in one instance, for unrestricted use.

The team strongly recommends that the borough reconsider the provision of any overtime or comp time to department heads who qualify as exempt under the Fair Labor Standards Act. Management employees are, in most circumstances, required to put in whatever time is required to get the job done without receiving additional compensation. This responsibility is generally reflected in the salaries paid to management staff.

We further recommend that the use of borough vehicles be restricted only to official borough business and that those department heads and other management staff that do not serve in emergency capacities be permitted to utilize borough vehicles only during the work day, without the benefit of use for commutation.

Shift Differential:

A shift differential of either \$95 or \$100 per month is paid to emergency service employees. This benefit is paid consistently, whether or not the employee is actually working an evening shift

during a particular pay period. It is also paid when an employee is out of work due to workers' compensation, vacation leave, compensatory time off, attendance as a delegate to a convention and when sick or injured off duty for the first four weeks.

Though the payment of a shift differential is fairly common, we suggest that the borough consider providing this payment only when the employee is actually required to work something other than a regular day shift. The continuance of payment when an employee is actually off and therefore not providing service to the community is costly and does not encourage the employee's return to work.

Holiday Pay:

Many of the contracts include extremely generous holiday pay provisions which call for employees who actually work on a holiday to receive at least three times their daily rate of pay for those holidays: they receive a lump sum payment for all holidays, they are paid for the hours they work on the holiday and they receive comp time for the hours worked. Employees covered by these contracts who work Christmas Eve receive an additional benefit of four hours of compensatory time. It is fairly common to compensate employees who are regularly required to work holidays in the form of a lump sum payment at straight time for all holidays and to actually pay them for the hours they work on the holiday.

In Glassboro, however, the compensation is more generous. For example, current records show that if an officer actually works a holiday, he/she gets an additional day of compensatory time. Each police officer averages eight days of comp time for holidays over and above regular pay plus holiday pay. In 1995, this equated to a total of 2,778 hours, or more than one full-time 40 hour per week employee.

We strongly recommend that the borough eliminate the compensatory time allowance for holidays, which represents compensation for an additional 1.5 times the employee's per diem rate than is normally considered appropriate. This additional compensation is valued at \$212,242 based on 1995 salaries.

Cost Savings: \$212,242

Physical Fitness Programs, Medical and Optical Exams:

Most emergency service personnel receive payments for enrollment in physical fitness programs (\$150 per year) and successful completion of physical fitness tests (\$150 or \$300 depending on the score). They are also eligible to receive complete medical and optical examinations each year. The 1995 cost of these incentives was \$4,200 for physical fitness tests, \$5,250 for enrollment in physical fitness programs, approximately \$1,340 for physicals, and \$1,620 for optical exams.

Medical and optical examination benefits are provided under the borough's health insurance coverage. In addition, reimbursement for physical fitness program enrollment is also available through the borough's health insurance provider.

We suggest that the borough reconsider the provision of these benefits since they are available through other means, or in the case of successful completion of physical fitness

tests, this is simply an additional monetary benefit for a condition that should be required as part of the job, not for which additional compensation is received.

Cost Savings: \$12,410

Calculation of Compensation:

The contracts vary in the calculation of straight time, overtime and holiday time. Depending on the contract, straight time may be calculated based on base salary + longevity + shift differential, base salary + longevity, or base salary + longevity + holiday pay. Since overtime is a function of 1.5 times the straight time rate, overtime payments include the same variety of factors. These factors also affect the borough's payment of call-in time, stand-by time and compensatory time (since this can be sold back at straight time rate) as they "load" the straight time rate. In some contracts there is a difference in the number of work hours per year used to calculate holiday pay and straight time. For instance, holiday pay is calculated by dividing the base rate by 1,752 hours and straight time is calculated by dividing a loaded rate by 1,820 or 2,080 hours. There is no consistency or, in fact, simple correlation to the actual number of hours scheduled to be worked per year.

We strongly suggest that the borough seek guidance from its labor counsel to eliminate the inconsistencies and loaded costs involved in the calculation of various categories of compensation. The Fair Labor Standards Act should be used as the standard.

Clothing Allowance and Personal Effects Replacement:

Most of the contracts include the provision for clothing allowances of \$450 - \$700 annually depending on the particular contract. They also call for the replacement of personal effects destroyed or damaged in the line of duty at \$100 or \$200 annually depending on the contract. The team has been told and has seen no evidence to the contrary that little controls were previously in place to ensure that there was appropriate documentation that these payments were actually made for the purposes in which they were intended. The chief financial officer has attempted to improve the documentation required, but has apparently met with considerable resistance.

It is unclear to the team what the purpose of the allowance is, other than simply for additional compensation, since the borough provides replacements for uniform items no longer in good condition and it maintains the uniforms through cleaning vendors. In fact, the borough spent in excess of \$41,815 on cleaning services for emergency service personnel uniforms in 1995. The only exceptions to this are that recreation staff, who are not covered under a collective bargaining agreement and maintain their own uniforms which are purchased by the borough and highway staff who utilize a uniform rental service which eliminates the need for cleaning. When the cost of the allowances, which was \$37,850 in 1995, is added to this cleaning cost, the borough paid for emergency services uniform expenses in excess of \$79,665.

We recommend that the borough eliminate the provision of uniform allowances in all labor contracts and bid all purchase and cleaning services at borough expense. This would eliminate the duplication of borough costs, yet would adequately and appropriately provide for uniform purchase and maintenance services. Appropriate controls, such as detailed

receipts from the vendor, by employee, should be instituted to ensure that the borough is only paying for actual uniform services.

Cost Savings: At least \$37,850

Re-opening of Contracts:

Several of the contracts contained clauses that allows for the re-opening of labor contracts if there is a budget cap increase or for the re-negotiation of additional benefits. This affords the employees covered by the contract the protection of not having to abide by the contract benefits because they can seek enhanced provisions, but cannot receive anything less than that which was negotiated at an earlier time.

We strongly suggest that this type of clause be eliminated by the borough.

Payroll:

The borough has a weekly payroll service with a large payroll service company. Changes have been made by the chief financial officer to improve services in this area through changes in personnel and the institution of weekly time sheets.

Though the institution of time sheets has been beneficial, department heads need to cooperate in the enforcement of proper recording of time off and time worked. Currently sheets are submitted for employees just based on time off, instead of reflecting the full work week. There is a lack of consistency in the way the time sheets are handled among departments and several instances of individuals approving their own time. The police department's records for overtime that we reviewed were incomplete and unsigned.

The team believes there is room for further improvement by switching to a bi-weekly payroll and requiring a more effective and consistent filing of time sheets. In addition, due to the particular conditions in Glassboro regarding the historical lack of management control over employee time and because of the administrative efficiencies available, we recommend the institution of an automated time clock system at the borough hall and the garage. The costs of implementing an automated time recording system should more than pay for itself in one year's time through the reduction of administrative costs associated with the current payroll operation. There are systems which can interface directly with the borough's payroll service, cutting out a tremendous amount of duplication and administrative overlap.

The following cost efficiencies would be realized through the implementation of the suggested improvements:

- **Savings of payroll company charges in switching to biweekly payroll** **\$ 5,000**
- **Reduction in per check charges** **\$ 1,000**
- **Estimated savings of 1/10 payroll clerk's time** **\$ 2,000**
- **Extra interest earnings** **\$ 2,700**
- **Estimated department head time savings on manual** **\$ 6,500**

time sheet administration

(1 hour per week for five departments @ \$25/hr.)

- **Cost of automated time clocks**

(\$ 6,000-10,000)

Cost Savings: \$17,200

Value Added Expense: \$10,000 (one-time)

Salaries:

The team has reviewed the 1995 salary ordinance and found it to be in tremendous need of revision. There is no consistency in the way in which salary ranges are determined. In fact, the spread for various salary ranges is from 25% to 90%. Also, it is clear that there has been no true management of employee compensation as salary ranges do not reflect the level of responsibility among and between employee classifications. For instance, the top of the range for a first class mechanic figured at 2,080 hours per year is greater than the top of the salary for the chief financial officer. There is a wide variation between department head salary maximums that range from \$35,000 to \$51,850, even though the department head at the \$35,000 maximum salary has greater statutory responsibility than the department head at \$51,850. With the exception of the borough administrator and positions with only a specific salary listed, starting patrol officers just out of the academy have a higher starting salary than any other employee.

The LGBR team has made recommendations in the court section of this report regarding the investigation of the need for more court sessions to handle the case load and eliminate overcrowded court sessions. This would entail a greater number of work hours on the part of the judge if this was implemented.

We strongly recommend that the borough undertake a complete review of its salary ordinance to ensure comparability with other like communities and consistency among and between their salary ranges. Salary ranges should reflect the level of responsibility, qualifications and authority vested in the position.

We suggest that the judge's compensation agreement determined at the time of appointment be considered full payment for all court sessions scheduled to appropriately fulfill the needs of Glassboro's municipal court operation. Compensation should not be determined on a per court session basis for management personnel.

Job Descriptions:

Except for a few departments, there is a lack of adequate job descriptions available for borough employees. Many of those that do exist do not accurately describe the nature of the jobs. They do not appear to be in compliance with the Americans with Disabilities Act, nor have they been developed by a central authority. Complete and accurate job descriptions would assist the borough in its determination of appropriate salary ranges as discussed above, and would adequately reflect job requirements and the knowledge, skills and abilities necessary for successful job performance.

It is strongly recommended that the borough develop complete and accurate job descriptions for all borough positions.

Health Benefits

General:

Glassboro has two health benefit plan options. One is a competitively priced and flexible plan which permits out-of-network alternatives, for which the employees are responsible for 20% of the costs. The premium rate for this plan is lower than the optional HMO plan. The borough offers alternatives that the employee can select at varying costs. There are some concerns regarding the borough's administration of this benefit. There are instances where part-time employees are receiving health benefits, as well as retired employees who do not appear to meet the eligibility requirements under N.J.S.A. 40A:10-23.

Retiree Benefits:

The statute permits the payment of health benefit premiums by the employer for those retirees who have retired on a disability pension, have retired with 25 years or more of service credit in the pension system and a period of up to 25 years with the employer at the time of retirement, such period of service to be determined by the employer, or have reached the age of 62 years or older with at least 15 years with the employer. The borough's personnel policies are silent on this benefit for retirees, but all but one of the contracts contain a clause with that provision. There are at least nine individuals who were identified as receiving this benefit in variance to the contract provisions. There was another individual who had continued to be enrolled due to a clerical error, but was dropped from coverage after the team brought it to the attention of the borough. The nine individuals mentioned above had as little as four years and as much as fourteen years, seven months of service with the borough and were given full health benefits at retirement. Eight of these individuals retired in the 1970's or 1980's when there was no clearly defined authorization for this benefit. The other individual retired with five and a half years of pensionable service in 1994, contrary to the existing requirement of fifteen years service. None of these individuals retired on a disability pension and the total cost of this benefit for these individuals was \$35,298 in 1995.

There are 11 other individuals receiving retiree health benefits, which the team questions. Three individuals retired prior to the borough's authorization in 1990 to provide the benefit to retirees and the rest had varying amounts of service time, from 15 to 24.7 years. The cost of this benefit for the three individuals who had not reached the age of 62 was \$17,537 for 1995.

The team suggests that the borough further investigate the provision of retiree health benefits, certainly for the nine that did not have 15 years of service, but also for the other 11 who may not meet the statutory requirements of N.J.S.A. 40A:10-23. Benefits for those who do not qualify should not be continued.

Cost Savings: \$52,835

Benefits for Part-Time Employees and Appointed Officials:

There are three individuals working thirty hours per week and receiving health benefits, as is permitted under the borough's salary ordinance. There are also two appointees and one employee officially working eight hours per week who receive health benefits. Additionally, two council members received health benefits in 1995. Both council members have since either withdrawn from the borough's health benefit plan or have reimbursed the borough for the cost of these benefits in 1996. The provision of health benefits to part-time appointees and the one employee cost the borough \$15,264 in 1995. The cost to the borough for the employees who worked 30 hours a week was an additional \$15,264.

Though permitted by current salary ordinance, as a cost saving measure, that the borough should consider the provision of health benefits only for employees working at least a 35 hour work week. In addition, the borough should eliminate of the provision of health benefits to all non-employees and those employees not working the required 30 hours per week. Total savings for the elimination of this coverage for these six individuals would be approximately \$30,528.

Cost Savings: \$30,528

INSURANCE

Joint Insurance Fund

The borough is participating in a joint insurance fund for most of its other insurance needs. The borough's representative to the Joint Insurance Fund used to be an employee in the mayor's office, but with his retirement, the duties of serving as the liaison were shifted to the director of the water department.

The task of Joint Insurance Fund management could be best handled by the administrator due to the need to monitor insurance matters across all operations.

Workers' Compensation

Workers' compensation in the borough is covered through the joint insurance fund and has an active safety committee headed by the highway superintendent. Each department was represented except for administration and police at the meeting attended by the review team. The administrator usually sends a representative, but the police department rarely does. In order for a safety committee to be fully effective, it needs support from all departments and all levels of management, including the borough council. Issues discussed and agreements reached in the

meetings often go unheeded and underfunded, without all departments being active, to give their full support.

The records for workers' compensation incidents were neither centralized, nor in several cases, available for review for many of the borough's departments.

The administrator should take over responsibility as Joint Insurance Fund representative and that it be made clear to all departments that safety committee and other insurance related operations are to be seriously considered to reduce the borough's liability.

Additionally, the borough's risk manager should attend the safety meetings that the borough holds in order to give support to the group.

Further, we suggest that complete and detailed records be maintained for all workers' compensation incidents and related matters.

HIGHWAY

It should be noted during this discussion that there were significant changes implemented in the highway operation in 1996. The quality of the operation that the team witnessed was reportedly vastly different from the way in which the department was formerly run. The tremendous improvements are apparently a result of the borough administrator's intervention and the management changes instituted. The improvements are a credit to the staff involved in supporting and working with these changes.

Staffing

The highway department is staffed by a superintendent, shop supervisor, foreman/heavy equipment operator, assistant heavy equipment operator, recycling secretary, clerk/dispatcher, five vehicle maintenance staff, 20 laborers and three full-time, non seasonal temporary laborers. There is no formal division of labor at the worker level, except for mechanics and heavy equipment operators, which allows for maximum flexibility in the workforce. This flexibility allows the highway department to perform a wide range of tasks in a more cost effective fashion.

Vehicle Maintenance

Vehicle maintenance maintains all 136 municipal vehicles, including police, fire, rescue, water and sewer, parks, administration and highway. This operation is staffed by a supervisor, four mechanics and a tire changer. The tire changer spends approximately 20% of his time doing non vehicle maintenance work and 80% doing tires and other vehicle maintenance work. In 1995, salary and wage and benefit costs amounted to \$261,038 and operating costs were \$112,500. This is an average cost of \$2,746 per vehicle. This is a cost effective operation particularly when all the capital savings and higher level maintenance performed are considered. Private sector contracts provide this service for approximately \$2,700 per vehicle without including the higher level of maintenance provided by Glassboro's staff.

The vehicle maintenance operation is very well managed and organized, functioning at levels of maintenance and retrofit rarely engaged in by other municipal operations. This division has saved the municipality thousands in capital replacement costs by its ability to obtain the most from the equipment provided. Replacement sections and pieces for equipment are locally fabricated to save the expense of purchasing new equipment and new replacement parts for existing equipment. The useful life of all rolling stock is greatly extended by the excellent maintenance and repair received in this municipal maintenance operation.

The following are examples of the retrofitting efforts that have saved taxpayer money. A compactor truck is being fitted with a new 25 yard compactor body using the tractor from a 20 yard truck that has two thirds of its useful life left. The maintenance operation is currently engaged in this enterprise, estimated to save two thirds of the cost of a new truck costing \$85,000, for a capital savings of approximately \$56,600. Another project currently underway is the conversion of an old ambulance to a dump truck. The cost of the new dump body is \$4,100, with another \$215 for other parts. The cost of a new dump truck this size is \$36,000 to \$42,000. Estimated savings from this retrofit is approximately \$18,000 to \$21,000. Though detailed information is not available to quantify the amount saved, there are currently three other trucks in the fleet using old dump truck bodies, plus locally fabricated components for the "Giant Vac Leifer" and "Tub Grinder."

Another indication of the excellent maintenance performed by the borough's maintenance operation is the length of time vehicles are kept in service, particularly the extensively used police fleet. Approximately 47.5% of the police fleet's vehicles are in excess of five years old. While the vehicle market is organized to sell replacement components at inflated prices, Glassboro takes advantage of the components that are still in good condition, disassembles those components and replaces only those elements that are worn out. This is an extremely unique and cost effective means of delivering municipal vehicle maintenance services. It should be noted, however, that at least a portion of the reason for the police vehicles' excellent maintenance may be attributable to the Lexington Plan, which is described in the police section of this report, and the lesser mileage put on the vehicles, though not enough information currently exists to sufficiently document such a claim.

The recreation department has a number of vehicles and pieces of equipment with which to maintain facilities, including three pickup trucks, a stake body truck, two buses, a station wagon, a tractor, two lawn mowers, one chipper and a flatbed trailer. The station wagon is used on a 24 hour availability basis by the director; all other vehicles are reportedly parked in the garage overnight. The maintenance crew cooperates in sharing equipment with the highway department and the school board, as needed.

We commend the staff involved in this operation for their skilled and cost effective delivery of vehicle maintenance service for the borough.

Roads

The roads operation is capable of and fully equipped to perform macadam road overlay. The team has calculated the cost to do this in-house, based on the cost of the most recent undertaking, which was the paving of High Street, and the volume of work completed in 1995. The salary and wage and benefit cost for this work was \$1,563, equipment time used, plus debt service was \$3,853, vehicle maintenance was \$129, and material totaled \$9,306. Dividing the total cost of \$14,851 by 396 tons results in a per ton cost of \$37.50. This is equal to the per ton market cost as published in the Means Construction Cost Data Book.

The leaf pick-up operation, performed by the road staff, takes approximately ten weeks per year and involves as many as four separate crews, each with a truck and “leaf vac” equipment. This operation requires approximately 240 staff days during the leaf season. The salary and wage and benefit cost was \$25,520. The operating cost, including equipment with debt service, fuel and maintenance was \$6,179. The derived cost of leaf pick-up, therefore, was \$31,699 in 1995.

Other responsibilities of the highway department include sign maintenance, storm drains, gutters, manholes, special events, street-sweeping, pot hole patching, and grass pick-up.

We commend the roads staff for a successful, cost effective operation.

The borough should make a policy decision regarding the level of responsibility it will accept regarding the collection of leaves from private property. Should the borough wish to reduce the level of responsibility it currently accepts, we offer the following cost saving alternatives for consideration. The borough may wish to encourage the on-site composting of residential vegetative waste to reduce the need for this service. Some communities provide composting boxes at below wholesale cost to facilitate this end, which the borough may want to consider. Further, we suggest that the borough consider continuing this service on a fee basis only, based on the quantity of vegetative waste removed. This charge could take the form of an annual fee that would cover the cost of the service. This would encourage alternative methods of disposal and would place the associated costs of the service on those who actually receive the benefit.

Because of the large amount of street trees in the borough, we are estimating that this change in residential pickup would produce a 50% reduction in the total vegetative waste collection. This 50% reduction in leaf removal waste would save the municipality approximately \$15,850. In addition, if the municipality charged \$20 per year per residence to pick up leaves for those who did not avail themselves of the composting alternative, and 1,500 residences requested this service, the municipality could realize \$30,000 in revenue.

Cost Savings: \$15,850

Revenue Enhancement: \$30,000

Recycling

The Borough of Glassboro operates a very cost efficient recycling operation. In 1995, the borough recycled approximately 82% of its residential waste stream. When commercial recycling

was included, the recycling rate increased to 87%. This saves the municipality approximately \$2,782,735 in tipping and incinerator fees.

The recycling operation is accomplished by two vehicles with two crew members each. The salary and wage and benefit costs of \$114,379, plus an annual vehicle capital cost including debt service of \$18,654 amounted to a total cost of \$133,033 in 1995. The recycled materials are sold to vendors at market prices. In 1995, the municipality received \$44,594 in State Tonnage Grant funds and \$115,175 from the sale of materials. This revenue total of \$159,769 exceeded the cost of operations by \$26,763.

The only weakness in the recycling program identified was the organization of recyclable materials in the municipal yard. Currently, recycled materials are not well contained and are scattered in several areas of the municipal yard, which creates an unsightly situation as well as additional work to pick up recycled materials that have been blown around the area.

There has been considerable discussion as to the cost effectiveness of operating the paper and cardboard bailer. The fluctuating price of paper makes running this bailer in a cost effective way difficult. The cost of a dedicated crew for the bailer would be prohibitively expensive since the volume is not sufficient to warrant a dedicated crew. The bailer requires a three man crew to operate, plus the use of a front end loader with an operator and a fork-lift with an operator to support the three man crew. Much of the time this bailer goes unused as the more effective method of loading paper into a compactor truck has replaced the bailing operation.

The staff cost to operate this machine appears to exceed the benefit of doing so. The average production capacity of the bailer with a full crew is five bails per hour. Each bail weighs approximately 1,200 pounds for a total of three tons per hour, or 21 tons per seven hour day. The revenue generated is approximately ten dollars per ton for a daily revenue amount of \$210. The salary and wages and benefits cost per day amounts to \$562. The bailer was leased for \$100 per year with an option to buy after five years and a requirement to sell the bailed materials to the lessor. Diverting staff time to this function is a serious disruption to the otherwise productive, ongoing work of the department.

The borough is to be commended for its cost efficient and successful recycling operation. The recycling rate in the Borough of Glassboro is the highest the teams have seen in any other community reviewed.

It is recommended, however, that the municipality invest in roll-away containers to organize and control these recycled materials. The estimated cost per roll-away container is approximately \$2,800 to \$3,500, and it is estimated that ten containers would be needed. Value Added Expense: \$35,000

We suggest the elimination of paper and cardboard bailing and the return of the bailer to the vendor. The borough, however, is encouraged to continue to use the more cost effective method of utilizing a compactor truck for paper and cardboard recycling.

Sanitation

This operation is performed by two compactor trucks with three crew members per vehicle. The borough is divided into four sections with two routes per section. The trash operation runs four days per week on Tuesday, Wednesday, Thursday and Friday, with staff working in other facets of the department's operations on Monday. Each residence receives the service once per week. The receipts from the incinerator and the landfill indicate that, on the average, sanitation routes are completed in seven hours, not including the return trip from the landfill or incinerator. In 1995, there were 5,688 tons of refuse taken to the incinerator at a cost of \$99.73 per ton, and 288 tons taken to the landfill at a cost of \$61.76 per ton.

The salary and wages and benefit costs for this operation totaled \$195,960 and operational expenses totaled \$36,707. This is equal to \$38.93 per ton hauled. A survey of market costs for contracted hauling for comparison indicates that the borough operation is, indeed, cost effective.

Again, we commend the borough for the efforts of this cost effective operation.

Reorganization

In Glassboro, the size of the community dictates that departments organize broadly to perform a wide range of functions in order to achieve a scale large enough to manage efficiently. Glassboro operates a highway department, water and sewer department and parks and recreation department which, among other its responsibilities, handles parks' maintenance. Currently cooperation between these departments with staff and equipment occurs successfully on an ad-hoc, as needed basis.

Though each entity functions well under its current structure, we suggest that the borough consider taking advantage of the economies of scale available in larger organizations by combining these efforts into a Glassboro Public Works Department. The flexible use of staff across the entire department with specialization only where it is absolutely necessary will generate time savings and productivity enhancements for all entities. This larger scale organization will also promote more cost effective equipment utilization, which will reduce the capital needs for equipment across all sections of the new department. There are advantages to being able to draw on a larger staff and equipment pool for planning purposes that should produce a more effective coordination of staff and equipment for cost efficiencies.

The team recommends that, along with the maintenance staff, all equipment currently maintained by these departments be transferred to the new Department of Public Works.

WELFARE

Organization/Staffing

There is a five member local assistance board which meets approximately six times per year. The department is headed by a part-time director and two other part-time staff members. The director is considered a part-time employee, but reportedly spends considerable extra hours responding to

the needs of public assistance clients. There is also one part-time secretary/intake technician and one part-time investigation/billing technician. Staff are on call 24 hours per day for emergency service. Office hours are from Monday through Thursday 10:30 a.m. to 5 p.m. and Friday is reserved for appointments only. The office has set Tuesdays and Thursdays as intake days and Wednesday and Fridays as interview days.

The additional hours being worked by the director should be quantified in order to adequately determine the department's workload.

Further, due to the size and scope of this operation, we recommend that the borough consider transferring it to Gloucester County, which could be done at no cost to the municipality. This would save at least \$38,500 based on 1995 expenditures.

Cost Savings: \$38,500

Financial

In 1995, the welfare department expended almost \$38,500 in salaries and other expenses. The 1996 budget amount of almost \$41,900 represented a one year increase of more than \$3,463. This cost, when compared to caseload data, reveals the following:

Category	1995 Expenses	1996 Budget	Difference	Average Annual Caseload	1995 Per Capita Cost
Salary & Wages	\$36,070	\$38,443	\$2,373	578	\$66.51
Other Expenses	2,360	3,450	1,090	578	5.97
Totals	\$38,430	\$41,893	\$3,463	578	\$72.48

Records indicate that the department maintains small balances in its PATF 1 account. We found a high balance of \$1,785 in the beginning of 1995 to a low balance of \$645 as of September 1996. In an average month we found this account to have slightly more than \$1,000. Our examination of the PATF 2 account shows substantial reductions in balances for this account over the 21 month period beginning January 1995 through September 1996. In 1995, the PATF 2 account carried an average monthly balance of \$37,762. In the first nine months of 1996, this account carried an average monthly balance of \$18,532 which is less than 50 percent of the average balances for 1995. In August 1996, the PATF 2 account actually ran a small deficit and was forced to transfer funds from the PATF 1 account to cover spending in the PATF 2 account. This was reportedly due to the lateness in monthly GA6 reports being submitted to the state.

The reports are due by the tenth of the succeeding month. State records show that the January through April 1996 GA6 reports were not received by the state until June. May through August reports were received in September. This erratic pattern of submitting reports is apparently the primary cause of problems experienced with balances in the PATF 2 account. While the staff suggests that problems with the PATF 2 account are caused by computerized transmissions not being received on a timely basis from the borough to the New Jersey State Department of Human Services, it is our understanding that while other reports are computerized, the GA6 reports are not, which would indicate that computerized transmissions are not applicable in this case. The

department staff had recently caught up and was current through December 1996 with the submission of GA6 reports to the state.

According to the 1995 audit, incorrect amounts of interim assistance for Supplemental Security Income (“SSI”) were deducted from payments.

We encourage staff to keep current in its monthly reporting requirements in order to avoid future problems with the cashflow requirements of its trust fund accounts and with state reimbursements. Staff should also carefully calculate interim assistance amounts.

Caseload

In 1995, the borough averaged 48.2 cases with several openings and closings per month. A total of 118 cases were opened and 123 cases were closed. The average number of cases in 1996 was estimated to be 42 per month. There were at least 236 referrals for assistance that were referred out of the office in 1995. All new cases are referred to the county to receive food stamps. Other than for food stamps, the most common referrals are to employment services which offer types of assistance not available from the borough. Client assistance falls into three categories: (1) GA-Emergency Assistance; (2) GA-Employable; and (3) GA-Unemployable. On average, more than 50 percent of the current caseload is reportedly unemployable.

Given the official total number of hours worked by the three part-time staff, we estimate the staffing equivalent of 1.35 full-time staff. This amounts to an average staff to client caseload ratio of 1:35.7. This compares to an average staff to client caseload ratio of 1:46.7 in Bloomfield Township.

The average annual caseload in Glassboro is based on an average monthly caseload of 48.2 clients, which equated to an estimated per case cost of \$72.48. This compares to an average monthly caseload of 70 clients in Bloomfield Township, which had a per case cost of \$76.8. We also compared the cost of services in Camden City and Atlantic City which have much larger caseloads and found the per case cost for these municipalities to be \$49 and \$53, respectively. These costs are substantially lower, presumably because of the economies of scale available in those larger communities. Actually, when we consider the Glassboro costs in relation to staffing we find that Glassboro is actually spending more than Bloomfield because Bloomfield is handling a greater percentage of cases for the dollars being spent. This comparison, however, does not account for the reportedly considerable number of unpaid hours spent by Glassboro staff, which as we mentioned earlier, should be quantified to determine the real productivity of this office.

We further suggest that per case costs be monitored. If the average monthly caseload continues to decline below 42 cases per month, and therefore the per case cost rises, the borough should consider reducing the current staffing level. This suggestion would apply only if the borough does not transfer this operation to the county as we have suggested earlier in this section of the report.

POLICE

General

With 38 police officers and ten full-time civilians and 1995 expenditures of \$2,757,696, the police department accounts for 27% of the operating expenditures of the municipality. It is a community that is challenging in terms of police services. Although it is moderate in population and geographic size, Rowan College, a large public housing project and a history of tensions in the community create an environment that is similar to a larger city. Total calls for 1996 were projected at 31,920 based on the first 10.5 months of that year. This was almost 3,000, or about 8% less than 1995. It is difficult to look at detailed statistics to identify the cause of this change as the terminology used in the statistical reports has changed each year.

To verify the department's perception that Glassboro is more like a city, we compared the 1995 UCR report statistics for Glassboro to others and, in fact, the statistics do appear to bear out this perception. The total crime index of 1,245 is most similar to communities with populations of 10-20,000 more, or densities that are almost twice that of Glassboro. Glassboro's crime rate and volume is most similar to those of Secaucus, South Orange, Asbury Park and Morristown. The crime totals in Glassboro are also similar to the two seasonal communities of Ocean City and Wildwood City, both with lower populations. However, due to the different nature of these communities, even this comparison is difficult to utilize. This leads us to believe that a significant portion of this impact may be attributable to the location of Rowan College in the community.

Organizational Climate

We believe that a restructuring and a re-orientation of the managerial approach from the very top down is needed to create an improved and more responsive Glassboro Police Department. The desired results of an organizational restructuring cannot occur without an active and visible commitment from the very top leadership to both accept the department's role as part of a cohesive and improving municipal organization and its role as an entity in service to the residents and taxpayers. It appears that the police department's commitment to, and respect for, the public it serves is weak at best. We observed this in several instances for example, a high ranking department official stated that it was inappropriate for citizens to review the operations of the municipality. It is Local Government Budget Review's position that, in fact, there is no one with more of a right and a responsibility to review municipal operations than the citizen who pays for them. The size and cost of the department alone provide reason for it to operate in a way that assures accountability and responsiveness through a chain of command that goes beyond the police department itself.

Unfortunately, the department operates under a pall created by a series of discrimination lawsuits; the negative tenor of the Citizens' Task Force findings; and more than one sudden resignation/retirement caused by allegations of wrongdoing on the part of a police officer. At the same time, the police department appears to be fighting for autonomy from the general municipal operations. The result is a pervasive negative atmosphere that makes it difficult to discern those things that the department does well. It also provides an explanation for the negative perceptions by which the department feels victimized.

There were some concerns regarding some of the operational activities observed. One instance occurred in the only municipal court session held in November 1996. What was disconcerting about this session was the intrusive presence of the police. During the period observed there were three police lieutenants and two - four borough officers, as well as two sheriff's officers present. A lieutenant took between 15 - 20 photographs of the room and the noise of police radios intruded upon what was already a tense and overcrowded situation. Both police department and court personnel confirmed that photographing court sessions was not a normal occurrence. At the same time, they said that the police department is not happy with the court session scheduling. If that session was representative of most court sessions, then there is an issue in the scheduling of court sessions as discussed in the court section of this report. However, the appropriate process for resolving this situation would be through a problem solving process that includes the administrator, the public safety director (borough council member), the chief of police, the judge and the court administrator.

There were also several instances where members of the leadership of the police department expressed dissatisfaction with decisions and treated them as personal affronts to the department rather than as part of the process of making appropriate decisions. Hiring is one such example. The department has several vacancies that have not been filled, while at the same time, there exists a set of contracts governing various police department personnel that are in need of considerable revision to protect the borough's, and therefore the public's, interests. It is appropriate and advisable that hiring not occur until these contracts are renegotiated. Though it may be perceived differently, this is not an affront to the police department, rather it is a sound and necessary approach to managing a municipality which has not historically been actively and effectively managed.

The recent hiring of a professional municipal administrator and a certified chief financial officer has provided a means of establishing rational lines of communication and creating a cohesiveness and consistency across departments for the first time in the community's history. Prior to this change, each department was quite autonomous and the borough council, apparently at times acted without full knowledge or appreciation of departmental operations. An example of this was when the council established new traffic signs and had them installed without advising or consulting with the traffic officer in the police department and without following the state mandated process.

It is recommended that the department, along with implementing the specific recommendations that follow, should aggressively pursue compliance with the Voluntary Standards Program developed by the New Jersey Division of Criminal Justice in cooperation with the State Association of Chiefs of Police and then pursue the more stringent accreditation by the Commission on Accreditation for Law Enforcement Agencies, Inc. ("C.A.L.E.A."), the national accreditation organization for police departments. Accreditation would require a commitment of resources but it also provides a framework for establishing a cohesive and responsive police organization. It is the team's opinion that relying on this established framework will enable the Glassboro Police Department to more quickly resolve a series of pressing issues. The development of these policies is not enough, however. It is imperative that they be adhered to and enforced.

Renewal of accreditation does include mechanisms to assure the actual implementation of policies.

Value Added Expense: \$20,000 plus 25% of a captain's time, initially. Renewal of "C.A.L.E.A." accreditation is required every three years and would cost between \$5,000 and \$8,000.

The general atmosphere of the police department and the tension between the department and the rest of the municipal government should be addressed. New Jersey statutes seriously restrict a municipality's prerogative in the dismissal of a police chief and there are some valid reasons for a degree of independence on the part of a police chief. It is the team's recommendation, however, that the *appropriate authority*, as designated by municipal ordinance, set forth in writing specific goals and expectations along with a time table for compliance for the police chief to follow to make departmental improvements.

It is further recommended that contracting with the International Association of Chiefs of Police for review of the organization's operations may serve as a useful catalyst to meaningful change.

Value Added Expense: \$15,000 - \$20,000

Schedule

Probably the costliest aspect of the Glassboro Police Department is the patrol officers' schedule.

The schedule is as follows:

5 days 4:00 p.m. - 12:00 midnight; 3 days off

5 days 12:00 midnight - 8:00 am; 4 days off

5 days 8:00 am - 4:00 p.m.; 3 days off

This schedule averages out to just under 33 hours of work per week per patrol officer annually. In addition, the labor contracts call for a 45 minute meal break and two 15 minute breaks per shift. The cost of the existing schedule is magnified by the fact that all other police department employees have mechanisms in their schedule to get them down to an average actual work week of 32.6 hours. Some 40 hour week day employees take "adjust" time to compensate for working more hours than the patrol officers. Records of this time do not appear to be consistently maintained, however, we estimate that six employees took 76 hours of adjust time in 1995 and 271.5 hours in 1996. This equates to eight and one half days off in 1995 and almost 34 in 1996. The documented value of the adjust time that has been recorded is \$3,439 in 1995 and \$8,486 in 1996.

The team performed a patrol analysis based on the four patrol zones that are established and on an average of 24 total absences per patrol officer annually. The patrol analysis shows that under the current schedule the department requires 25 patrol officers -- five in each of five platoons. To fully cover the meal and break time, the schedule would require an additional five patrol officers bringing the total required to 30.

The current table of organization (“T.O.”) allows for 25 patrol officers and one investigator assigned to the detective bureau. There are currently two patrol vacancies, which brings the total number of active patrol officers to 24.

A change in the schedule would reduce the total staffing need. Assuming the same number of annual absences per patrol officer and a traditional three shift, 40 hour work week, only 20 officers would be required. Additionally, the schedule could be operated with one less platoon. However, maintaining 24 patrol officers (six patrol officers in each of four platoons) would give the department the flexibility to make better use of the traffic, K-9, DARE, prevention, bike and investigation’s officers.

With a full T.O. of 41 officers, 25 of which are involved in patrol, and ten civilians, the additional available work time due to a scheduling change is equivalent to 656 uniform days and 410 civilian days. Based on salaries alone, this is the equivalent of 2.5 uniformed officers, valued at \$101,063 and 1.5 civilians, valued at \$33,464. Increased productivity from changing the schedule to a 40 hour work week could be expected to result in further cash savings from reduced overtime.

If nothing else is changed, it is recommended that the practice of permitting adjust time be abolished. In most cases, individual salaries should already reflect the increased time commitment involved in these “40 hour work week” positions. Implementation of this change could yield a savings in excess of \$5,000.

Cost Savings: \$5,000

The patrol officers’ schedule is not governed by union contract and therefore it is recommended that the schedule be changed to a traditional five days on-two days off, 40-hour work week with rotating platoons. An argument may be made by the officers for increased compensation, however, the team considers the police force in Glassboro to already be compensated at a rate which is appropriate for a 40 hour work week. Increased salaries precipitated by a 40 hour work week would necessarily require a more conservative approach to the staffing level. The schedule change will result in a reduction from five to four platoons. Cost savings and productivity estimates of just a change to a 40 hour work week are at least \$207,015 for the reduction of one platoon with one sergeant and five patrol officers, plus productivity enhancements of the remaining staff valued at \$134,527. These estimates are for salaries only, so the true figures would be even greater if benefits were factored in. These figures are accounted for in the summary total of savings available under the “organization” section further on in this departmental review.

However, the actual savings from the implementation of these and other changes as we would recommend them are incorporated into the discussion of changes in the Table of Organization.

Overtime/Compensatory Time

In 1995, the Police Department overexpended its overtime budget. In that year, 8,787 hours of compensatory time and overtime were recorded within the police department. The top reasons for the overtime were:

Foot Patrol	1,246 hours	14%
Manpower Shortage	923.50 hours	11%
Mandatory Training	736.50 hours	8%
Call In Duty	657.50 hours	7%
Extension of Shift	500 hours	6%
Tactical Patrol	478.50 hours	5%

In an attempt to better understand the causes and timing of the overtime, the team reviewed the time cards for 1995. Unfortunately, the team found that the cards used to report and record overtime for 1995 were frequently incomplete and often lacked authorizing signatures, reasons for overtime and/or documentation of actual time worked.

Both the borough administration and the department are to be commended for the fact that the record keeping has been improved significantly in 1996. The administration enforced adherence to the department's overtime budget in 1996. The result was that overtime expenditures decreased by a projected \$90,000 in 1996. However, this reduction is deceiving. The chart below summarizes the characteristics of overtime in 1995 and 1996. The relevant fact is that actual additional time was reduced by just 197 hours, or less than 3%. What really occurred is that the split between overtime and compensatory time earned shifted so that in 1996 compensatory time earned actually tripled. Compensatory time carried over to future years is more costly than when it is originally earned because the liability increases automatically with increases in pay. The Glassboro Police Department carried over approximately 11,690 hours of compensatory time in 1996. During 1996, it was projected that 4,515 hours of compensatory time were earned and 4,646 were used, a liability reduction of only 131 hours for that year. A closer examination of the compensatory time records showed that six employees were carrying balances in excess of the Fair Labor Standards Act ("F.L.S.A.") limit of permissible accrued compensatory time of 480 hours per employee. Total hours carried over in excess of the F.L.S.A. limit at the time of this review were 1,846.

	<u>1995</u>	<u>1996</u>	<u>Change</u>
OT	7030	4553	-2577
Compensatory Time	1757	4037	+2280
Total Hours	8787	8590	-197

Probably the most disconcerting aspect of the above information is that all but two individuals with excessive compensatory time balances are senior officers and by common management philosophy and according to the FLSA should not be eligible for any type of overtime. A second cause for concern is the poor record keeping over the years prior to 1996.

The borough council and the borough administrator should require a thorough explanation for the minimal reduction in actual overtime hours worked and whether the time was actually recorded as either overtime or compensatory time.

A policy regarding compensatory time should be developed and that any contract provisions that exist be amended to accommodate the new policy. Such a policy should limit accumulation and assure proper approval from the police chief, as well as the borough administrator.

It is also recommended that efforts be made to either pay off the liability or work off the liability within the next one or two years. Because many of these individuals are within a few years of retirement, it is possible that it would be less expensive and better for the organization overall to transition to a 40 hour work week allowing for the superior officers to use up their comp time by working the current lesser number of hours.

Organization

The team commends the Glassboro Police Department for the integration of bike, K-9, DARE, traffic and crime prevention duties into the patrol operations. The cost of these units often spiral and drain patrol resources when they are treated separately, rather than integrated. Bike patrol officers currently have racks for their bikes so they may park their patrol car and ride around a shopping center, or the downtown for a patrol and the K-9 units ride with the officers on patrol so that they can be used immediately for building searches or other such activities. Integration, however, may have passed the point of practicality for the three officers who work both K-9 and bike patrol since it is physically impossible to do both at the same time.

Glassboro is different from many other police departments reviewed because the fragmentation does not exist in patrol but rather in the administration of the various functions. The hierarchical organization also shows a very inconsistent distribution of the workload and a high number of superior officers.

It is clear that one captain is understandably overwhelmed by both administrative duties and operational duties. The chief would be better able to communicate and implement policies through the ranks and assure consistent enforcement if this issue was addressed.

The current captain's duties include functions such as the clerical aspects of payroll and overtime recordkeeping that are inappropriate for that position and time consuming. In addition, the records function is backlogged and there are duties related to the investigations bureau and emergency management that are best performed by a clerical employee rather than sworn personnel.

There are four patrol lieutenants who are responsible for the various functions such as grants, inventory, K-9, Bike Patrol, etc. It is at this point that the organization seems to scatter and fragment.

There is a fifth lieutenant who is responsible for oversight of the investigations bureau. Reporting to him are a sergeant, two detectives and an investigator.

Integral to the discussion of organization is the previous discussion regarding the schedule. The recommended departmental organization and subsequent savings estimates are based

on establishment of a traditional schedule which in turn allows the department to reduce the number of platoons from five to four. Technically each squad could be reduced to five police officers, however, integration of specialized units, support of the investigations bureau and the realization that Glassboro is, in fact, more like an urban area than its demographics would suggest, leads the team to recommend squads of six giving the department flexibility to put the patrol officers where they need to be at any given time.

We suggest the establishment of a policy governing selection of officers for special training and patrol duties based on: desire, the lack of other special duties and performance. Through attrition, we suggest that the borough decrease the overlap of specialized training between bike and K-9 offices.

It is recommended that one lieutenant oversee the services division and report directly to the chief. This would free up time for the captain to serve as the head of operations. Appendix A depicts a suggested breakdown of responsibilities.

The current vacancy for a third records person should be filled with a civilian and with the understanding that this new clerical will perform a swing function including the administrative aspects of payroll, and records, as well as clerical support of the investigations bureau and emergency management.

It is recommended that patrol lieutenants be reduced to two, with a lieutenant assigned to the second shift and another lieutenant assigned to the third shift. Sufficient supervisory personnel are available to handle these duties during the first shift. The operations captain and the services lieutenant would assume all administrative responsibilities previously handled by the lieutenants. The operations captain would have the responsibility of assuring that a reduced number of lieutenants actively communicate and enforce policies and standards of service and behavior through the sergeants down to the patrol officers.

It is recommended that the investigations unit be reconfigured to have a sergeant and two detectives, moving the emphasis away from administration and toward case management, investigation and the development of proactive procedures. With the recommended reconfiguration of patrol, at least two patrol officers could be available to serve as investigators under most circumstances.

It is the team's recommendation that the number of sergeants be reduced to four patrol sergeants and one investigations bureau sergeant.

It is recommended that all organizational changes be implemented through attrition. The attrition of the lieutenants may be best handled by moving one to the services position and assigning each of the remaining lieutenants to a platoon until two of them retire.

Implementation of all recommendations relating to organization and schedule would result in savings and productivity enhancements greater than \$275,000.

Cost Savings: \$275,000

Dispatch

There is a total of seven dispatchers in the department. Dispatch is staffed with a primary dispatcher attached to a platoon and a secondary dispatcher who is not attached to a particular platoon. The dispatch operation was recently redesigned and is apparently working well. There is a need for two people on the desk and sometimes calls do get stacked, but as a rule this staffing is adequate.

Recommendations made by dispatch were:

- Add NCIC terminals - a value added expenditure of \$12,000 for two;
- Create a connection so that ATS and ACS are part of the NCIC menu; and
- Hire more part-time dispatchers to fill in for absences. Overtime for dispatchers was \$30,000 in 1995.

The first two recommendations made by dispatch are currently being implemented by the borough. However, there is a contract provision which states that primary dispatchers receive first refusal on coverage time even if it creates an overtime situation. This is a management prerogative that we suggest be removed from the contract for cost saving reasons. Using 1995 experience, coverage costs could have been reduced by \$16,958, or 57% if part-timers had been used instead of paying overtime.

Cost Savings: \$16,958

Though the county system is not available at this time for police dispatching, the team recommends that the borough aggressively pursue this option with the county so that the borough may consider the feasibility and cost effectiveness of transferring the dispatch operation to the County should the opportunity become available in the future.

MDTs

Glassboro is the first municipality in the county to commit to the greater use of technology by purchasing and implementing the use of mobile data terminals (MDTs). In February 1997, the department was planning to have ten MDTs available for patrol vehicles. The total cost of this initiative was \$85,000, of which \$63,750 came from a federal grant.

The police department is to be commended for committing to this worthwhile technology and is urged to explore the possibility of further defraying its up front and operating costs and assisting neighboring towns in acquiring the technology by offering it as a regionalized service for which other municipalities would reimburse Glassboro the cost of its operation. This has been successfully accomplished by a municipality in Middlesex County. It is estimated that the borough could receive \$3,000 per terminal leased.

In addition to the above, the police department is urged to follow through on its plans to track the use, productivity and cost of the new technology in order for the borough to evaluate it in the future.

Records

Since the retirement of the third records clerk in June 1996, the office had accumulated a 7 - 12 day backlog on data entry related to reports and a backlog of 13 days for statement transcriptions. The computers are connected to the Computer Aided Dispatch (“CAD”) system. The records staff concedes that they would not necessarily keep a third person busy all of the time and offered some alternatives including the contracting out of the transcriptions. When interviewed, they were working four hours of overtime each per week in order to address the backlog.

Because of the backlog and because there are other record keeping/clerical concerns that the department should address, it is recommended that the third records clerk vacancy be filled to assist in records, assist with evidence and other investigations related clerical work, and assist in payroll recordkeeping. The cost of this additional staff person is estimated to be \$23,171, but this value added expenditure has already been taken into account in the reorganization discussion in this section.

Cost Savings: \$1,302 from reduced overtime

Emergency Management

Emergency management is staffed by a captain in the police department and the president of the volunteer fire organization and a former board of education member who is the emergency management coordinator and receives a small stipend for his time. The total budget for this function is \$8,250, plus the cost of the police captain’s time. There is an office that is equipped for emergency management in the police department.

There is an expressed concern that Glassboro is vulnerable because it is on evacuation routes for hurricanes, in the flight path of Philadelphia airport and on a rail line. The emergency management coordinator and the captain identified three needs:

- access to a four wheel drive vehicle;
- increased staffing to complete the plan update; and
- more space.

By replacing the volunteer fire chief’s car with a four wheel drive vehicle and formulating an agreement whereby emergency management will use the vehicle in the event of an emergency management situation, the need for access to a four wheel drive vehicle could be addressed.

With a second captain, a third records clerk available for this purpose and officers working 40 hours per week (which could include administrative work for the emergency management function), both the clerical and administrative duties relating to incorporating the plan updates into a current document and maintaining the document can be accomplished with relative ease.

The space issue is one that should be reviewed in conjunction with the other space and layout changes planned for the police department as the result of a recent lawsuit settlement.

Investigations

The investigations bureau consists of a detective lieutenant, a detective sergeant, three detectives and an investigator. The detective lieutenant does not carry a caseload except for internal affairs investigations that he shares with the other lieutenants.

The investigations bureau staff rotate days and evenings. Day shifts are Monday through Friday, 8:00 a.m. to 4:00 p.m. and night shifts are Tuesday through Friday 3 p.m. to 11 p.m. There are two on each shift. The evening staff provide on-call coverage overnight and are only paid if actually called into work. Having coverage for a major portion of a day is commendable and is effective in minimizing the need for detective overtime. The detectives' schedules, like patrol officers, average out to 33 hours per week, and if lunch and breaks are subtracted it averages to less than 28 hours per week.

Rotating patrol officers through the investigations bureau as investigators for a period of six months each is commendable. This provides the patrol officers with training which will make them sensitive to ways of facilitating investigations and enable them to conduct some investigations without calling in a detective.

Cases are the responsibility of the detective on duty at the time they occur. In 1995 and 1996 two detectives carried caseloads approaching 100 each; the detective sergeant carried a caseload of over 20 cases and in 1996 the newest detective carried a caseload of more than 30. The detective lieutenant did not handle any cases in 1995 or 1996. Cases identified totaled 213 in 1995 and were estimated at just over 200 for 1996. The detectives generally are handling between three and 20 open cases at once.

In addition to detective work, the detective sergeant is responsible for logging and securing evidence. He has recently automated the evidence database. They are currently two months behind in logging the evidence data. They believe that if they had someone to do the research there is a great deal of evidence that could be destroyed, but there is currently no one with the time to perform the research required. This is, however, one of the tasks that could be accomplished with increased work hours, more clerical support and a more focused investigations bureau.

Department officials felt strongly that Glassboro needed more detectives. Citing Deptford having nine detectives and 22 square miles and Washington with 13 detectives, they believe they are understaffed. When asked for details regarding this they stated that they do not have time to develop leads and do the in depth investigations that can lead to more arrests. They also mentioned that Glassboro is due to send someone to the county to assist on the Drug Task Force but that they do not have enough people to send.

Though the team acknowledges the substantial workload in this area, before any efforts are made to add detectives, the team recommends the following:

- **use the recommended third records clerk to maintain the clerical aspects of the evidence database;**
- **assure that all members of the investigations bureau carry a comparable caseload;**

- re-organize the investigations bureau to have a sergeant and four detectives while still rotating through patrol officers as needed; and
- increase the work schedule to 40 hours worked per week. Seven additional hours per week for each of the five full-time investigations bureau officers is equivalent to 35 hours per week, or the equivalent of a full-time employee valued at \$38,854.

The financial impact of these recommendations would be a cost savings of approximately \$14,117 based on a comparison between the current and proposed configurations, plus productivity enhancements valued at more than \$38,000, but these figures have been accounted for under the reorganization discussion in this section.

K-9

Glassboro has a long history of K-9 teams dating back more than 20 years. The department contends that because of the peculiarities of the college and the public housing projects the dogs are effective and necessary tools in dealing with drug and building search issues. The department will have five teams shortly, the newest is being trained for bombs. The others are trained for routine patrol as well as narcotics. The K-9 units provided assistance outside the community 36 times in 1995. The costs of the units are training time and tuition, medical care and food for the dog.

Because they have a legitimate, constructive use and are not operated separately from patrol, and because it is an enrichment (like bike and DARE) and has existed in Glassboro for a significant amount of time, we suggest the K-9 unit continue to exist. Efforts should be made by the department to record costs and benefits of the K-9 teams overtime. There should, however, be an effort made to eventually reduce the number of teams to two. Compared to other communities, this should be sufficient. In addition, use of the teams outside the municipality should be contingent upon the existence of a mutual aid agreement and be carefully monitored and document.

Court Security

The police department provides an officer to function as a bailiff during court sessions. In Glassboro's case, this appears to be an appropriate coordination of resources. However, during both court sessions observed there were two or more officers in the court room and two were at the bench most of the time. The reason given for the second individual was for him to act as a runner between the court and the police department, while two deputy court clerks manage the court payment window.

We do not believe that it is necessary to have a runner. Therefore, it is recommended that the second police officer be returned to regular duty. This will increase the productivity of the police officer.

Vehicles

The Citizen's Task Force raised many questions about the Lexington Plan which allows police officers to be assigned their own vehicle. The current provisions of the plan allow a police officer living within an eight mile radius to take a police vehicle home. At the time of our observation,

eight cars were assigned to officers living out of town, and of those, two are for straight patrol. The other assignments are for other reasons such as rank, K-9, etc. The benefits of the Lexington Plan are reportedly:

- visibility within a community which serves as a deterrent;
- cars are maintained on off-duty days;
- there is less wear and tear on the vehicle; and
- it is a benefit for the police officer.

Sending the vehicle in for repairs on off-duty days saves time and saves on the required number of cars because on-duty time is not used for transport and the officer does not need a replacement car to perform the job.

Less wear and tear on the vehicle is an excellent benefit and has been corroborated by vehicle maintenance staff, however, it is too soon to identify whether the value of the extended life of the vehicle is greater than the cost of the ownership and maintenance of additional vehicles.

When interviewing an academic specializing in police operations about the validity of the benefits of the Lexington plan he claimed the benefit was that a police officer didn't need a second car if he/she worked in a Lexington plan community. This does not imply that officers are permitted to use the vehicle for personal business, rather it reflects the possibility that only one personal car would be necessary in a family since this vehicle would be available as transportation to and from work for the officer. It is in fact a very significant convenience and benefit for a police officer.

Relevant to the discussion of vehicles, although not specifically related to the Lexington plan, is the manner in which vehicles are replaced and their distribution. It is difficult for the team to comment on the appropriateness of this category of management decisions, but it is appropriate for the borough to consider. Currently, of the four newest vehicles, two were unmarked and assigned to the captain and the chief and two are assigned to patrol.

The team has reservations about the Lexington plan and its benefits. That the policy has been adopted but not actively evaluated, is of particular concern. At this time, however, we recommend that the municipality begin to gather data on the savings on vehicle wear and tear and the value to the police officers of the cars as perks. IRS regulations regarding the appropriateness of taxing this perk under certain circumstances should be investigated. Additionally, it is recommended that a vehicle replacement and distribution policy be developed that places emphasis on reliability and safety of the vehicles used the most on the road which may indicate that new cars should be provided for patrol functions. Rather than suggest that this plan be eliminated, this moderate position is recommended because the borough has not developed adequate information on which to base an accurate decision, and to precipitously take the cars away would serve no positive benefit and would continue to erode departmental morale. There are far larger contract and organizational issues that need to be addressed while this vehicle data is gathered.

COURT

While the team recognizes the separate authority and responsibility of the judicial branch of government, we have made the following comments and recommendations in an effort to provide the borough with information on current and potential operations, procedures and programs available to the court. Recommendations are made with the knowledge that further review and approval will be required by appropriate judiciary personnel.

Staffing

The court is currently staffed by the judge, court administrator and three deputies.

Financial

The direct costs of the Glassboro Municipal Court in 1995 were \$176,703. Benefit costs for the four staff members were \$23,966. The total operating cost, therefore, was \$200,669. Revenue collected by the court and returned to the municipality in 1995 was \$302,709.

Case Management

In 1995, 2,500 criminal cases were filed and 4,786 tickets were issued in the Glassboro Municipal Court. The criminal filings exceeded the 1990 filings for the first time and represent a reversal of a downward trend. Moving and parking violations have decreased an average of 10% since 1990 and decreased by 17% from 1994 to 1995.

The current caseload disposed per month per full-time equivalent employee in Glassboro is 170. After reviewing the cases disposed per full-time employee of four relatively similar communities in terms of court operations, it appears that the number of cases per staff person in Glassboro is considerably less than that of at least three of the other municipal courts. This holds true for total caseloads as well as caseloads broken down by category, i.e. traffic, criminal or parking. Glassboro's caseload would be more similar to those other communities if there was a reduction in its staff by one deputy. In fact, due to the retirement of one of the deputies and the extended absence of the court administrator, Glassboro's municipal court is now operating with two staff members.

Though further investigation involving the administrative office of the courts would be warranted in this case in order to assess the full impact of this change, the borough should consider not replacing the deputy clerk position open due to retirement. The comparable productivity of the court suggests that this could be done without undue affect on operations. Savings would be approximately \$37,000.

Cost Savings: \$37,000

Case Scheduling

The team observed a November 1996 court session at which more than 250 cases were scheduled. We attempted to identify the average number of cases scheduled per session but that number was not retained by court staff. Court staff stated that this was the only instance where there had been over scheduling, however, at the same time, the police department asserted, and administration confirmed, that there had been at least two other similar situations within the past year. The team

was told that another court date was not scheduled because they thought it was unnecessary and due partly to the difficulty in rescheduling the judge's time. The judge now serves eight municipal courts and thus it is difficult to add more sessions to his schedule.

The Glassboro Court has been on the AOC's automated traffic system for a few years and went on line with the automated criminal system in February of 1996. This facilitates processing and management of cases and makes readily available information that is critical for actively managing court operations. The 1995 management reports that provide a great deal of information about revenues and court case processing had already been discarded. The court staff correctly stated that they were not required to retain the reports per regulation, however, they could be used to actively manage the court's activity.

It is important that municipal operations, including the court, deliver services by analyzing how that service is delivered and looking for ways to improve the delivery of the service. To this end, this court can take greater advantage of a valuable resource in the data that is provided in the automated system reports each month.

The court should develop a plan for tracking the volume of cases scheduled for a session and implementing steps to reschedule cases and to stagger the times defendants are scheduled to appear in order to avoid future overcrowding if it looks like there is the possibility for such overscheduling occurring again. The judge and court administrator should also take note of how often this situation occurs and possibly request the assistance of the Administrative Office of the Courts.

Though not required by AOC policy covering the state-wide retention schedule, for management purposes we suggest that the court retain at least the full previous year's ATS/ACS monthly management reports, both the criminal and traffic sections, and retain the case number totals provided on the last page of the municipal court calendar for each court session. This information should be consistently reviewed to monitor the possibility of overcrowding of court sessions and to assess the effectiveness of court procedures and operations.

Conflict Sessions

The borough had available DWI and DDEF funds in the amount of \$14,994 in 1995 and \$6,732 in 1996. This money can be used to pay for court related expenses, such as staff time resulting from special sessions to handle DWI cases. The borough has appropriately been using this money for such purposes.

FIRE

Organization

The Glassboro Fire Department is a hybrid part paid/part volunteer department where the volunteers and the paid employees function as one department. There are four paid employees who are also active volunteers. The line officers and the department officers are elected by the

volunteers. The maximum term for president (volunteer department) and chief (volunteer department) is five years. A stipend of \$365 is paid by the volunteer organization for the treasurer. The following elected officers receive stipends from the borough:
 chief \$1,900; and
 secretary \$365

Budget

The 1995 other expense budget was \$23,915 and the salary line was budgeted at \$174,629. Benefit expenses cost \$63,390. The total cost of the fire department, therefore, in 1995 was \$238,019. The average cost per call was \$486.

The ratio of firefighters to equipment is six to one, on the average. The range is 4 - 20 to one.

Service

The department appears to be operating very effectively. It has the best possible Insurance Services Office (“ISO”) rating for a part paid department and losses were just 3% of the value of the property involved in 1995. There were two civilian deaths in 1995 as the result of an arson fire in which the arsonist was one of the victims. There were 490 calls in 1995. The following is a synopsis of calls:

False Alarms	107	22%
Brush, Trash, Dumpster	99	20%
Spills, MV Accident, Washdowns	49	10%
Structure Fires	48	10%
Drills & Special Assignments	47	10%
Utilities, Wires, Pipelines	34	7%
Vehicle Fires	28	6%
Smoke Investigation	20	4%
Malicious Alarms/Bomb Scares	16	3%
Ambulance & Rescue	14	3%
Miscellaneous	17	3%
Mutual Aid -- Stand by	11	2%

With paid engineers, the typical response to the scene is less than three minutes and fires are normally extinguished with less than 100 gallons of water. For these reasons the driver usually responds with the mini pumper. Additional equipment is brought to the scene as necessary by the volunteers.

Because of the significant incidence of false alarms, we suggest that the borough modify the false alarm ordinance to apply penalties that continually increase from the second alarm through the fifth. Though the number of false alarms that rise to the level of the fifth incident is minimal, this may prove beneficial deterrent for even a limited number of repeat offenders.

Cost Savings Alternatives

Though the team does not necessarily recommend a change in the way in which fire protection services are provided in the borough because of the current effectiveness of the operation, we do offer the following alternatives for the borough's consideration and information. These alternatives are offered to enable the governing body to make fully informed decisions regarding this operation. The cost savings measures that are available to the borough include the elimination of paid staff, the reduction of benefits to volunteers, and the reduction of the number of fire apparatus.

It is important that these alternatives be evaluated in light of the value of the service being provided by the volunteer firefighters and the current successful combination of paid and volunteer resources. The borough needs to be cautious in how it affects what is a valuable and well run service while assuring appropriate use of resources.

Elimination of Paid Staff: This would produce a savings of more than \$230,000. However, though the number of paid staff is relatively minimal, their presence enables the department to respond effectively and quickly to fire calls. Volunteers and paid employees have developed a rational division of labor regarding maintenance of the building and the equipment and performance of administrative duties and the result appears to be a well run, efficient operation. The minimum straight hourly dollar value of the volunteer hours based on 1995 calls for service is \$61,248. However, the real savings to the borough is many times that, or the equivalent of 13 paid firefighters at the scene at any time of day. To provide this average additional coverage by way of paid staff would mean having more than 39 full-time employees. Using the current lowest firefighter salary, this represents a potential cost of \$1.3 million in straight salaries alone. Higher salaries, benefits and the need for greater facility space could more than double this estimate.

The team recommends that the paid/volunteer structure remain as is. Greater productivity can be gained from expanding the organization with the current structure. This could be accomplished by becoming first responders and incorporating the EMTs into the organization.

Reduction of benefits to volunteers: Glassboro is served well by its volunteer firefighters. Incentives have been implemented to increase interest in volunteering and the department does, indeed, have a full roster of volunteers

Volunteers are covered under the borough's workers' compensation insurance and receive life and disability coverage from the borough. The cost of this life and disability coverage for 45 regular volunteers, seven auxiliary volunteers and one mascot is \$17,000, or \$320 per volunteer per year.

Though the borough could eliminate the life and disability coverage, we suggest borough officials weigh this against the ability to maintain an adequate compliment of volunteers.

Reduction of the number of fire apparatus: A common incentive to volunteers is state of the art equipment and the Glassboro Fire Department has that. The department has five pumpers, a ladder truck, a 1994 rescue truck, and a well worn former police car that serves as the fire chief's

vehicle. The volunteers have also purchased an antique pumper for commemoration of the fire company's 100th Anniversary in 1996.

The chief made a good case for keeping the oldest pumper as a brush fire truck. Brush fires account for 20% of all calls and 54% of all fires. Using the older truck enables them to protect the newer trucks from physical damage which we would expect to translate into a longer life of the vehicle.

For 1995, the average number of apparatus used per fire was less than three and out of close to 500 calls, all equipment was used only 30 times. Of these 30 times, nine were drills, 12 took less than 25 minutes, five took between 20 and 40 minutes, and three involved serious structure fires for which mutual aid was also received.

Given this information on apparatus usage, we suggest that consideration be given to reducing the number of pumpers to four instead of five. Based on 1995 statistics, this will still provide the department with an adequate equipment compliment. In addition, we suggest the fire chief's car be replaced with a four wheel drive vehicle that can also be used by emergency management in the event of an emergency management event.

Revenue Enhancement: at least \$75,000 from the sale of one pumper (one-time)

Value Added Expense: \$25,000 for purchase of a four wheel drive vehicle

Volunteer Financial Management

The volunteer organization operates its own finances and they are not made public by the organization. We have some concern that the organization solicits support from the public and the results are not monitored by the borough. The volunteer fire department raises approximately \$15,000 each year and the budget for 1995 was supplemented with \$5,624 from the volunteer organization's surplus. There is no direct cash contribution from the borough. Approximately 27% of the funds are used for actual operations while the remainder of the \$20,000 is used for social and community oriented activities.

We suggest that fundraising literature be reviewed to assure that the purpose of fundraising is clear and that the finances of the volunteer organization be made public by the volunteer organization. If the surplus is consistently high, we suggest further that a plan be developed for expending the balance on actual operations of the fire department.

EMERGENCY MANAGEMENT SERVICES (EMS)

Organization

EMS also has a hybrid department which combines paid and volunteer resources. As with the fire department, the governing principle is to assure quality, stability, accountability and cost effectiveness without negatively impacting on the availability of the volunteer resources.

Glassboro EMS has a total of six full-time employees and approximately four part-time employees. The result is that there is one paid, two person squad on duty 18 hours per day, Sunday through Thursday and ten hours each on Friday and Saturday. The volunteer squad has 19 members and three - four trainees. Volunteers work 6 p.m. - 12 midnight shifts seven days per week and are called out for second ambulances during the hours covered by the paid squad. The volunteer squad pays for training of volunteers and the borough pays for training of paid squad members. Four out of six paid full-time EMTs are also officers in the volunteer squad.

The analysis of Glassboro's EMS will focus on the organization as it exists and functions now and the impact the cost saving alternatives we identify might have on the delivery of EMS services in Glassboro.

Financial

The EMS operating budget is \$261,974; \$260,237, or 99% is for salaries and \$1,743 is for other expenses. Equipment expenses for EMS have been budgeted at \$30,000 annually in 1995, 1996 and 1997. The costs of benefits are \$54,167. The borough also contributed \$7,909 in 1995 to the volunteer organization. Total operating costs for 1995 were \$354,030.

In 1995, the EMS squad answered 2,302 calls, an 8% increase over 1994 and 10% more than was projected for 1996. Employees do not believe that the decrease experienced in 1996 will continue because of plans for a group home and a continuing care development within the borough that will place a greater demand on the borough for EMS services.

The per call cost of EMT service was \$153.79, however, third party billing is expected to bring the net cost to the municipality down to \$120.69. The response time in Glassboro is estimated at less than five minutes.

Equipment/Facilities

There are three trucks, all purchased in the last few years; one in 1992 and the other two in 1994. They are the same model and are organized the same way so that any pair of emergency management technicians (EMTs) can use any truck.

The operation is located in the old fire station and shares that space with parks and recreation. There is an expressed need for more space. Consolidation of the recreation maintenance equipment at highway facilities would free up a significant amount of space. The building could also use some space utilization improvements and an upgraded HVAC system. The location is well located as it is fairly central and near the main routes in Glassboro.

Schedule

The squads work two months on days and one month on midnights. The day schedule is four ten hour days on, four days off. The midnight schedule is midnight to 8:00 a.m. for five days, Sunday through Thursday and then two days off. Given this schedule, the number of staff needed, not accounting for time off, would be five. Therefore, in order to account for time off, six is appropriate.

Third Party Billing

The mayor, council, borough administrator and CFO are to be commended for pursuing third party billing for EMS services. Contracting with an agency already established and expert in this function will further enhance the value of the change. The effort is expected to result in revenues of \$100,000. The company will charge \$6 for each bill sent and will collect 10% of the gross proceeds. The contracting agency can be estimated to receive \$23,812 based on 2,302 calls with net revenues to the borough of \$76,188.

It has, however, brought to light some organizational questions that need to be addressed expeditiously. The first issue is that neither the paid nor the volunteer squad is appropriately licensed by the state; the second is the configuration of a licensed squad and the third is the allocation of the revenues from third party billing.

Only a state-licensed squad is qualified to bill insurance companies. Therefore, both entities need to be licensed; this could be done separately or jointly. The borough is in the process of pursuing the licensing. Licensing of volunteers impacts upon the overall organizational issues we have raised.

The volunteer squad has hesitated to support third party billing and is hesitant to join with the paid squad into one organization. One of the key concerns is the allocation of the revenues collected. As one organization, there would be no need to allocate money to the volunteer squad. The unified budget may have more dollars available for social and community purposes. Since the social aspect is a significant part of volunteer interest, it may be necessary to provide some funding for these activities. Because the money will be collected under the auspices of the governing body, the allocation and expenditure of that money must be accomplished in a manner that assures public access and accountability. The municipality has made a firm offer for merging

the volunteer and municipal EMS operations that includes a guaranteed contribution to the volunteer organization of up to \$27,500.

The two organizations should be formed into one unit. Although we recognize that the municipality is seeking to be cooperative and support the volunteer efforts, this additional financial commitment to the volunteer organization is not necessary. Appropriate support of this program can be accomplished through the municipal operating budget.

Integration of Volunteers and Paid Staff

There are issues governing the relationship between volunteer and paid EMS members that need to be addressed. One is similar to that in the fire service, but is recommended to be handled differently due to the difference in the efficiency and effectiveness of the EMS operations when compared to fire services. There are legal issues relating to paid staff working as volunteers and there are conflicts relating to lines of authority caused by paid staff serving as volunteer officers.

Forming one organization that defines the roles of volunteers and paid staff within that organization is a means of dealing with each conflict. The volunteer and the paid organization have the same goal and purpose. Working together they form a more impressive and potentially more powerful organization.

Within that context, to avoid overtime liability and to encourage unity, the borough should consider organizational changes be made that could:

- **prohibit full-time paid EMTs from working as volunteers while allowing them to retain membership, if they desire; and**
- **make it possible for all volunteers to be eligible for part-time work by calling them in on a rotating basis. That way, the borough has the advantage of a larger pool of trained EMTs and the EMTs have more opportunity to be paid for their work. This would require re-negotiation of provisions in the EMT contract.**

Mutual Aid

Pride in the quality of the service provided by both the volunteer and paid organization was a very consistent theme across all individuals interviewed. A unified organization that has taken the steps to define the roles of the volunteer and paid staff will have the ability to provide EMS service to neighboring communities on a contractual basis during the hours when volunteers cannot be secured.

Regionalization of EMS is occurring to some extent on a default basis without compensation to Glassboro. During 1994, the department handled 2,138 calls, 317 of which were mutual aid to Clayton, Elk, Pitman and Washington. In Clayton, the ambulance was dispatched 598 times and Glassboro responded on mutual aid to Clayton 163 of those 598 times; 161 of which were when the borough had paid crews on duty. LGBR routinely supports the regionalization of services, however, we believe it is appropriate to receive compensation for the service funded by taxpayers in one community to another community.

Mutual aid is a valuable and significant aspect of the delivery of emergency service in New Jersey, however, a line must be drawn between providing for unforeseeable circumstances and relying on a more regular basis on a service funded by taxpayers in another community. N.J.S.A. 40A:14-26 states that “in the event of an emergency...a municipality may call on another municipality to protect life and property outside of the normal jurisdiction.” However, it appears that Glassboro is being asked to provide more significant assistance than that which was intended by the statute, perhaps because the borough has available paid staff.

In 1996, the total mutual aid calls expected to have been provided by Glassboro was 306, versus 44 incoming to Glassboro. If the municipality were reimbursed for the full cost of the net number of calls, it would stand to receive at least \$31,621 in revenue based on the net cost per call under the third party billing. However, this rate would only apply to calls that did not fit the unforeseen, emergency nature of mutual aid responses. Legitimate mutual aid call reimbursement is covered under N.J.S.A. 40A:14-26, which provides for compensation at the rate of \$35 per piece of equipment used plus \$3 per member involved in mutual aid responses. The potential income this represents to the volunteer and paid squad is approximately \$10,000 based on the mutual aid data available and assuming one hour per call and that all calls qualified as mutual aid and not aid that may be better classified as an interlocal service for which greater compensation could theoretically be sought.

Glassboro should take steps to ensure collection of the mutual aid revenue for which it is eligible.

Revenue Enhancement: at least \$10,000

It is further recommended that Glassboro pursue a contract with neighboring municipalities to provide routine daytime coverage on a per call basis.

Revenue Enhancement: \$10,000 - \$25,000

Cost Saving Alternatives

Regionalization, shared services between departments and competitive contracting are each alternatives that either separately or in combination could produce the same or improved emergency medical service for the same or less tax dollars. The key is to analyze these alternatives in relation to the use of volunteers. Strong volunteer organizations are good for a community. Their value lessens when they operate in a fashion that focuses solely on the autonomy of the organization and less on optimizing all resources to assure the best and least expensive delivery of services to the community.

An issue raised consistently by those interviewed was that of supervision and accountability. It was fairly evident that there has not been a consistently enforced set of expectations and the lack of defined leadership has resulted in unproductive competition between personnel. Improved supervision and accountability can be accomplished by making EMS part of a larger service unit -- either within an existing municipal department or as part of a larger, regionalized organization. Regionalization would allow the agency to retain its autonomy as a function, but it is often more difficult to implement because of competing municipal interests. Given the number of calls in Pitman and Clayton, it may be feasible to merge the function in the three municipalities and

produce an organization large enough to be able to fiscally justify a supervisor and large enough to enjoy cost efficiencies through the economies of scale.

EMS could also function as part of one of the two emergency service departments in Glassboro -- either Police or Fire. Fire calls are currently dispatched by County 911, as are EMS calls. The current paid staff in the fire department are or can be certified either as first responders or as EMTs thus increasing the resources available in a given emergency. This would also provide the adequate supervision and accountability that is apparently lacking.

In Atlantic City, the EMS service was contracted out. In the most recent bid, the city had reduced the net cost per call using third party billing receipts as a foundation in calculating the costs to just \$.57 per call. In Glassboro, this would produce a cost savings of more than \$250,000.

Consideration of the following options is recommended. If the relationship between paid and volunteer EMS can be clarified and the borough can be assured of a commitment to the efficient delivery of service, it is recommended that regionalization and/or merging with either police or preferably fire be considered in order to establish an appropriate level of supervision and quality assurance. The second option, though the team acknowledges the positive impact volunteerism can have in a community, we suggest is that competitive contracting for EMS services be vigorously pursued for a possible savings of \$250,000. This savings represents the difference between current operating costs and contracted costs and is based on actual call volume. This option would not only eliminate the supervision and quality assurance concerns, but would obviously be of great financial benefit to the community.

Cost Savings: \$250,000

FINANCE

General

The borough is to be commended for hiring its first full-time chief financial officer ("CFO") in October of 1995. The past year of financial management in Glassboro is a case study of the positive impact of professionalism in municipal government. The improvements in financial management instituted within the past year are substantial and are described throughout this section.

We commend the finance officer for her considerable efforts.

Staffing

The finance department now consists of the CFO and two finance clerks/cashiers. The assistant treasurer retired in 1996 and a payroll clerk position was eliminated from the office during 1996. The CFO is responsible for: supervising all financial activities; advising the administrator, mayor and council on fiscal policies; cash flow management; budget management; debt administration;

preparation of financial reports; purchasing; payroll; data processing; and oversight of all cash collection activities. The 1994 audit had 19 comments. In the two month period that the CFO was with the borough in 1995, she prepared, filed and implemented a corrective action plan that reduced the findings to eight in 1995.

An internal control procedure was approved at the reorganization meeting of the Council in January 1996. This written procedure clearly states the responsibility and process relating to administrative and financial activities, indicating more support for the professional management of this community.

There is currently a separation of the lines of authority for finance, tax collection and tax assessment. In many communities, the CFO functions as the department head for all financial operations, including tax assessment and collection. This organizational structure lends consistency and clear direction for the financial management of the community and allows for appropriate cross-training and maximum utilization of staff.

It is recommended that the borough consider consolidating all financial operations, including tax assessment and tax collection, under the finance office with the chief financial officer responsible for direction and supervision of the total operation. This will allow for greater management authority and accountability in the borough's financial operations.

Budget

One of the most notable early accomplishments was to deliver the elected officials' promised five cent tax rate decrease in the 1996 budget, bringing the rate back to the 1994 rate of .87. This was done primarily with one-time savings/revenues such as review and utilization of excess reserves and using \$500,000, or 63% more of the surplus than had been the norm, along with a variety of other improvements in the fiscal management of the borough. The most significant reserve utilization measure was the application of the recycling trust fund reserve which was used to reimburse the municipality \$200,000 for recycling related expenses.

The borough administrator and CFO initiated a budget process that began with input from the department heads and resulted in budgets for which the department heads are held accountable. Department heads are given printouts of their budget expenditures at the monthly department head meetings. The CFO has made department heads responsible for part-time employee expenditures and overtime expenditures. Glassboro previously experienced overexpenditures in salary lines due to issues related to the control of salary expenditures. It is clear that making the department heads responsible and giving them the requisite information, combined with CFO oversight, will put the correct measures in place to prevent such overexpenditures from occurring again.

Cash Management

A cash management plan as required by N.J.S.A. 40A:5-14 was approved at the January 1996 reorganization meeting of the borough council. The plan establishes responsibilities and appropriate accountability for a full range of transactions. The plan authorizes participation in the

New Jersey Cash Management Fund and a later participation agreement authorizes participation in the MBIA CLASS investment program.

Financial services were bid and selected based on the best services for the lowest compensating balance. The depository requires a compensating balance of three million dollars. This balance includes all deposits with the bank. Interest income was estimated in the 1996 budget at \$125,000. Current projections based on year to date earnings at the time of our review indicated earnings of \$190,000, or 55% more than was earned in 1995. The CFO uses the bank's electronic financial management resources to conduct transactions and verify balances.

Other investment improvements made include use of a \$225,000 reserve for insurance purposes which was returned to the borough from the third party administrator and earned interest at 4.7%, instead of 2.2%; an investment of water and sewer utility bond proceeds which was projected to earn \$166,300.

Banking Relationships: Glassboro receives an excellent yield from its operating cash balances which are maintained in a bank and a reasonable yield from a separate investment program. The bank's interest rate and the way it calculates balances results in one of the highest yields on short term funds that the team has seen.

It is important to note that prior to the team's arrival, the CFO consolidated the borough's funds (some were in another bank and some were held by a third party administrator) and in May, 1996 placed them into an investment program. It is estimated that this consolidation increased annual interest earnings to the municipality by approximately \$58,000.

This high bank yield, however, was temporarily threatened by this transfer of funds. The result of this transfer of a portion of the bank balance to the separate investment program was a \$331,000 lower average daily balance in 1996 compared to 1995. The bank indicated the municipality was below the \$3 million required balance and next year it might lower the effective yield. The team then analyzed the yields from the bank and the investment program and recommended to the municipality that it should strive to maintain its current banking relationship. The municipality concurred and subsequently met with the bank which agreed to continue the current arrangements through 1997.

Because of interest rate and other possible bank changes, we suggest that the borough periodically meet with its bank and examine proposed changes in interest rates and balance calculations and weigh these against expected returns from other banks and, thereby, continually monitor its banking relationships to ensure the utmost benefit to the borough.

In addition, it is suggested that the borough strengthen its banking position by maintaining some smaller accounts with other banks. This will help to ensure that its current bank remains competitive in the future.

Analysis of Rates: Glassboro's bank considers the New Jersey Cash Management Fund (NJCMF) to be its competitor for government accounts. Our review indicates that the bank is, in fact, very competitive. In 1995, the bank paid Glassboro \$192,074 in interest, based on an average daily balance of \$3,673,767, for an annual yield of 5.26%. In the first eleven months of 1996, the bank paid \$143,316 in interest, based on an average daily balance of \$3,341,773 for an annual yield of 4.71%. The amount of interest earned in 1996 was lower than 1995 because the average daily balance was \$331,994 lower due to the transfer of funds into an investment program and interest rates that were about one half of one percent lower. The return from the new investment program is discussed later in this section.

Glassboro does not pay its bank directly for the services provided; instead, the bank lowers the interest rate it applies to the borough's average daily balance (as noted, the bank requires a \$3 million average daily balance). The bank uses the 91 day T-Bill rate and lowers it by 1/4 of 1%. The reduction is designed to pay the costs of the services provided by the bank, such as checks and check processing. The bank sets its rate based on the actual costs of the services provided in the prior year.

The bank also counts the borough's balances in at least two unique ways that increase the yield, i.e., the amount of interest actually received. First, the bank applies its interest rate to the "ledger balance." This is the amount deposited but not yet available for investment because the check has not been cleared by the issuing bank. This balance is slightly higher than the "collected balance" which shows the amounts available for investment because the check has cleared. Second, the bank applies its rate to the entire balance. Most banks apply their rate only to the compensating balance and apply a reduced rate to the remaining balance. This requires a municipality to look for separate investment instruments such as CDs or the NJCMF for its longer term funds.

A comparison was made of the interest rate the bank paid to the municipality in 1995 and 1996 (through November) with the interest paid by the New Jersey Cash Management Fund (NJCMF). Normally, the NJCMF rate is compared to the rate the municipality receives on its longer term funds which are available for investment after immediate cash needs are identified. Investing in longer term funds requires the municipality to monitor cash flow and wire funds into and out of longer term instruments such as CDs. Since Glassboro receives the full rate on its total balance, the NJCMF rate was used on that full balance as a comparison.

Glassboro's yield was slightly (approximately one-third to one-half of a percentage point) below the rate paid by NJCMF. The dollar value of this difference was \$13,368 and \$17,880 for 1995 and 1996, respectively. However, NJCMF does not provide the services that the borough's bank provides such as check printing and processing. Moreover, the slightly lower yield paid by the bank is more than compensated for by the combination of applying the rate to the higher "collected" versus the lower "ledger" balance and the increased administrative time that would be required for the municipality to monitor cash flow and pay the additional costs of wiring money in and out of longer term instruments (it is estimated that spending one hour per day would cost approximately \$8,000 per year). It should be noted that this administrative time is normally well worth it for most municipalities which do not enjoy the positive banking relationship that

Glassboro does, since the NJCMF, in those cases, often yields a much higher rate of interest than that which is gained through other banking relationships.

The team analyzed the yield received from the borough's investment program. From May 1996 through November 1996, the program paid \$87,632 in interest, based on an average daily balance of \$2,964,586, for an annual equivalent yield of 5.06%. This is slightly below (15 basis points) the 5.21% average interest rate paid by NJCMF in the same six month period. The projected annual dollar value of this difference is \$4,636; however, the monthly differences range from a low of \$169 to a high of \$514.

While the rate paid by the banking program is slightly below NJCMF, many other factors must be weighed in valuing this return; for example, the types and quality of services offered by each program, charges for wiring funds into and out of the program, expected future return, etc. Given these factors, the return from its current program is reasonable. However, we suggest that the municipality periodically receive proposals for investing its longer term funds from its current program and competitors, including the NJCMF, to decide which offers the best combination of services, fees, and interest rates.

Payroll

In 1995, one full-time staff member was responsible for payroll. The 1994 audit contained three specific findings related to payroll. There were issues relating to unemployment, social security, and other deductions. The payroll account was not reconciled and there was a general loss of control of expenditures from the payroll account as indicated by overexpenditures in the current fund and the appropriation reserves. The CFO changed to an outside contractor for the payroll system and automatically improved the quality, accuracy and control related to payroll, and experienced a net savings of \$20,000 in the first year. There were no payroll related findings in the 1995 audit.

Specific payroll operation recommendations have been made under the personnel section of this report.

Purchasing

A purchasing policy and procedure was approved at the reorganization meeting of the council in January 1996. Training and enforcement occurred throughout the year so that it is apparent that departments are following the procedures and that all expenditures are made with the appropriate series of authorizations. In addition, all professional service contracts are now written with a not to exceed amount that the CFO enforces.

Purchases made outside the process are now scrutinized. Previously, for example, the police department was able to purchase vehicles through the Gloucester County Improvement Authority without obtaining approvals through appropriate oversight channels. The CFO does not allow purchases to be made without a requisition approved by the administrator and herself. They

expect to transition to more centralized purchasing once the automated integrated financial package is in operation.

According to 1995 purchase orders, the borough purchased \$14,753 worth of copier and fax related services from no less than seven different vendors. \$5,378 was spent on pager services from five vendors for a total of approximately 30 separate pagers. Mobile phone expenses were evident for at least three departments, though it was not clear from the records how many actual phones were in use. The related expense in 1995 was at least \$1,616, though records reviewed did not include payment for all twelve months.

As an addition to the tremendous improvements already instituted in purchasing procedures, the borough should review all copier, fax, pager and mobile phone expenses to determine the appropriate need for such equipment as well as the possibility for savings through public bidding of these services and/or consolidation of vendors.

Debt Administration/Capital Improvements

Numerous BANs were replaced with permanent financing in March 1996, which provided more favorable debt conditions for the borough. Funded Improvement Authorizations were consolidated and re-appropriated for the purchase of a paver required by the highway department. This action streamlined the authorizations and improved the financing of this equipment purchase.

Fixed Asset Reporting

The fixed asset inventory has been brought up-to-date and is being maintained. The new integrated financial system will enable the CFO to keep an automated inventory.

REVENUE COLLECTION

Staffing

As of early 1997, department staff includes the tax collector and two clerks. They handle 5,000 sewer bills and 5,653 tax lines. Using a benchmark from a previous Local Government Budget Review report, an efficient workload should equal about 3,300 items per person. This would indicate that the department could be appropriately staffed by 3.2 people. The payroll, accounts payable and revenue collection staff are all cross-trained and back up the various functions. In addition, the office was automated as of January 1997 and they are still adjusting to major organizational changes.

As of January 1, 1996, utility payments and tax collections were consolidated under one operation under the supervision of the tax collector, and all collection activities were moved to the municipal building. The specific benefits of this consolidation included:

- The reduction of staff by one position;
- The provision of more convenient service to the residents;
- Increased efficiency due to the fact that there are more people available to address peaks in the work flow;

- In combination with the new automated finance system, the ability of clerks to check both tax and water/sewer bills when a resident comes in to pay and thus remind them to pay both; and
- Better management and oversight of cash collection generally.

We concur with the borough's decision to combine the utility payment and tax collection operations and support the appropriate, conservative staffing level now in place.

Collection Rates

The appointment of a full-time CFO has enabled the tax collector, who previously served as CFO/Tax Collector, to concentrate on and work with the new CFO to improve both current and delinquent tax collections. With a significant push at the end of 1995, the results in each area were excellent. In 1995, the collection rate increased by .34% bringing them close to the state average collection rate of 95%. In 1993, the collection rate was 92.3%. Current taxes collected exceeded that anticipated by \$366,000, or 7% of the anticipated amount in 1995.

Delinquent collections were significantly increased in 1995 because tax sales were held and staff followed up on delinquencies with phone calls and mailings. The result of this additional attention was a delinquent collection rate that was 50% higher and yielded \$412,654 more than the \$815,000 anticipated. \$425,897 of \$432,671 in liens were sold in 1995.

We commend the staff for their successful efforts.

Housing Authority Pilot

The current municipal ordinance requires that the housing authority pay the lesser of the amount established by state law or 10% of the shelter rent charged to tenants each year. Over the past several years, the housing authority in Glassboro has requested and received forgiveness of a substantial portion of its liability. In the most recent request, the authority states the payment of more than \$70,000 for extra police services on the property over the previous three years as one of the reasons the PILOT payments should be forgiven. The authority also mentions an operating deficit that has increased over two years. PILOT payments help defray the financial burden borne by the locality's taxpayers for having tax exempt property in the community. In Glassboro's case, this tax exempt property benefits a very limited clientele, but demands considerable services. The assessed value of the housing authority property is \$7,907,700. Its 1995 tax liability would be \$72,751. The PILOT amount due for 1994 and 1995 is \$22,352 and is \$10,000 for 1996.

It is strongly suggested that the borough not forgive the PILOT payments by the housing authority unless and until borough officials are completely aware of the management, financial and operating practices in place at the housing authority. This would ensure that the borough has the ability to determine whether or not the operating deficits are a result of occurrences outside the control of the authority and that there are no other alternatives available to the authority.

Revenue Enhancement: \$32,352

TAX ASSESSMENT

Staffing

In 1995, the assessor's office was responsible for 5,653 tax lines and was involved in 50 tax appeals. The assessor and a contract agency perform approximately 800 inspections per year. The staff consists of one full-time secretary, and a part-time assessor who works two days per week. The total direct 1995 expenditures of the office were \$85,740.

According to the standards of the International Association of Assessing Officers, a community with up to 5,800 line items should have an assessor for 15 - 35 hours and other assistance for 10 - 30 hours. The assessor works 14 hours per week and the secretary works 35. They also have a \$23,000 contract with an outside company for inspections, the processing of all added and omitted assessments and the processing of all 1997 value adjustments.

The assessor works approximately 728 hours per year and it is estimated that the contract company spends approximately 280 hours per year on Glassboro services. This is the equivalent of 1,008 hours per year, or 19 hours per week.

Prior to 1996 the office also used two part-time assessors. The municipality reduced the staffing and it now appears consistent with industry standards. The cost of the certified assessor components, however, is high. The assessor is paid \$34,000, plus benefits for a total compensation estimate of \$46,312 and the contract company is paid \$23,000. Because the assessor works less than full-time and is employed by several other communities, providing benefits does not appear appropriate.

Though no reflection on the quality of the service provided, the borough should work towards a more cost efficient configuration for the office. This could be accomplished in at least one of two different ways. First, a full-time assessor could be recruited at a potential cost of \$52,000 including benefits. This full-time individual could provide the same level of service that the part-time assessor and the contracted agency does for approximately \$17,312 less than the current arrangement, plus there would be a 54% productivity enhancement if this position was full-time.

Cost Savings: \$17,312

The second option would be to retain the part-time assessor without benefits and the contract company at a lesser rate of \$6,000 which would reflect fieldwork services, but would rely on the assessor and secretary to do a greater amount of paperwork than is currently being handled.

Cost Savings: \$16,342 if all benefits for the part-time assessor are eliminated and the contract company is used at a lesser rate

Tax Appeals

There were tax appeals in 1995 amounting to a value loss of \$422,700 and a tax revenue loss of \$12,385. The number of appeals were lower in the preceding two years, but the tax loss was higher at \$33,493 in 1994 and \$49,030 in 1993.

Revaluations

The equalization ratio for Glassboro is greater than 100% but this has been decreasing and is attributed to a revaluation in 1989 when there was a great deal of growth and homes were selling at high levels. The market has since settled and many of the same homes are selling for considerably less. The office re-assessed eight developments encompassing 600 homes in 1995 and three more developments are slated for reassessment in 1997. The assessor works to settle disputes prior to appeal if data supports the change.

We are supportive of the proactive approach this office has taken in adjusting assessments to reflect market changes and in working diligently to try to settle disputes prior to appeal.

New Dwellings

In the recent past, new homes had been missed in the assessment process. This situation is being addressed by having all properties with outstanding permits inspected during the year. This is a practice that can assure improved accuracy for any community.

The office is commended for the implementation of this improvement.

LIBRARY

Staffing

The library currently has two full-time and six part-time staff members. This is a reduction of four from the staffing level prior to the county merger. Two employees retired and two were laid off. The lay-offs were of the business manager and a page who were not residents of Glassboro; the county accepted the rest. Glassboro went from 1.5 to one librarian. They no longer require a bookkeeper and cleaning is provided by the municipality.

Organization

Merging the Glassboro Public library with the Gloucester county library System is an excellent example of the best practice of regionalization. library service often carries extremely strong local identification that prevents an objective examination of the costs and benefits of regionalization. The Gloucester County/Glassboro experience provides a concrete example of the benefits of such collaboration.

Financially, the merger made sense, because after negotiating staffing and supplemental payments to the county, the borough cut its contributions to the library from \$125,000 to \$61,640, which consists of a direct payment to the county of \$28,640 for Glassboro staff that has been retained and the \$33,000 cost of providing for the maintenance of the library building. Thus, the savings in

1996 are \$63,360. In 1997, the savings will be \$74,831 and in 1998 the savings will be approximately \$88,000 through the eventual elimination of the borough's payment for staff.

The county library director believes that the success of this arrangement was the result of the staff and the board supporting it -- that if a library director does not support it, it will fail. In an association library, library cardholders elect the board and after several years of considering the idea of joining the county library system, the cardholders elected a board that would do just that -- support the merger with the county system. The new library board replaced the director that opposed the merger and resumed talks and collaboration with the county library. Communities with municipal libraries do not have as direct control over such decisions and, thus, it is even more difficult for them to implement regionalization.

The elected officials and the borough administrator were committed to merging the Glassboro library with the county system because it would result in significant cost savings as well as vitally needed improvements in service. In most instances, that an individual library in a town that is not very large and/or does not have a very strong tax base will not be able to afford automation and the other technology investments that are vital to maintaining its position as the place the community goes to find information.

The county library director identified the following benefits of merger to Glassboro library patrons:

1. Automation -- patrons now have direct access to more than 200,000 volumes through the catalogs of the seven automated county library branches and members.
2. Books are transported between the member and branch libraries three times per week.
3. Expanded children's services.
4. Weekend and evening programming was initiated.
5. Canned, streamlined programs are available for use in story times from the county library headquarters.
6. Space utilization in the facility was examined and improved and a meeting room was created for use by local organizations.
7. Public relations and publications are prepared by county central office staff.
8. Processing, cataloging and selection are all done at the county library headquarters.
9. There is an economizing on space requirements. For example, back issues of periodicals are maintained at the county library headquarters and thus do not need to be maintained in Glassboro.
10. All business services, such as payroll, purchasing, etc. occur through the central county library business office.
11. The county library headquarters offers full professional reference staff coverage and longer operating hours.
12. They are acquiring a full text periodical service on-line from information access.
13. The county library emphasizes and is large enough to truly provide career opportunities, training and professional development.
14. The county library currently has Internet access for staff and will provide public access to the Internet through one workstation in the Glassboro Public Library branch as soon as possible.

15. The county library has a thoroughly ingrained customer service orientation which has been implemented in the Glassboro Public Library branch and is visible when one enters the library.
16. Remaining borough staff with one year or more of service were hired as county library staff with permanency under civil service and they received considerable salary increases.
17. County acquisitions has access to the national library cataloging utility (OCLC) and staff is scheduled for off-peak hours to maximize availability and minimize cost.
18. The county library has systems support staff.
19. The county library headquarters has a staffed periodicals section.
20. Written policies exist for the county library System and now have been adapted and implemented in Glassboro.
21. An extension librarian writes grant applications for the entire county system.
22. There is a 6:1 holds ratio, which was previously a hit or miss on best sellers. Given the two week circulation period, this is an excellent ratio, as it means that people should wait less than three months for a best seller.
23. Retrospective conversion was required for becoming automated as part of the county library system. It was accomplished in-house using all county library staff, community service students and other volunteers.

Benefits were not one way to Glassboro. Gloucester County reviewed and evaluated Glassboro's fees for popular videos policy and incorporated it into its system-wide policies. In addition, the Glassboro location gives Elk, Clayton, Mantua and Pitman more convenient county library service.

Service

Statistics maintained by the library show that circulation has actually decreased from 1995 to 1996 by 2%, though there is some concern that numbers were previously inflated. The decrease is from 91,302 to an estimated 89,054 circulations in 1996 (this number has been adjusted to account for closures and are projected based on ten months' experience). At this point there is no cause for concern. Improvements in collection development which will accrue through a centralized system and the ability to select holdings electronically from other branches at the Glassboro Public Library will assuredly lead to increased circulation in 1997.

The Gloucester County Library has a policy of soliciting, reviewing, and responding to comments from patrons. In the most recent batch, Glassboro received 32 forms. Four of the 32 forms were from people living outside Glassboro, two patrons made some reference to needing better materials on a subject and a third patron was dissatisfied with an experience related to printing a document. All the rest were very pleased by the building, staff and selection of materials. The comments are reviewed by the branch librarian, the library director and a member of the library board. Actions required are outlined by the branch librarian and reviewed by the director.

In conclusion, Glassboro is to be congratulated for its accomplishment of the merger of the Glassboro library with the county library system. The result will be continual cost savings and, from all indications, continuous improvement in services. We are certain that the 1997 figures will reflect significant improvement in the use of the Glassboro library.

HEALTH and HOUSING

Staffing

The department is staffed by the secretary for health and housing/registrar of vital statistics, an assistant secretary/computer clerk/alternate deputy registrar of vital statistics, a principal sanitary inspector/chief housing inspector/deputy registrar of vital statistics/noise control officer and a public health nurse.

Organization

The health function is overseen by the board of health. The department is involved in providing the following services:

Health and Vital Statistics:

Vital statistics, baby clinics, home visits, blood pressure monitoring, food establishment inspections, complaints.

Housing:

Rental unit inspections.

Financial

1995 health and vital statistics revenue was \$12,225.75 from licensing fees in 1995. Housing revenue in 1995 was \$52,980 from housing licensing fees.

The salary and wage and benefit cost of this operation was \$189,637 in 1995 and the other expense cost was \$14,292. The capital, debt service and maintenance cost for two vehicles was \$9,992. The total cost of departmental operations was, therefore, \$213,921.

Reorganization

In 1995, this department provided baby clinics, home nursing visits, blood pressure monitoring, office visits, vital statistics services, sanitary inspections, housing inspections and responses to complaints. With the exception of home nursing visits, all of these services are provided by the county health department, and/or could be effectively reorganized under other borough departments.

There were 323 annual home nursing visits conducted in 1995, or 1.24 visits per working day, at a total cost of \$56,845. This equates to almost \$176 per visit. The home nursing visits could be privately contracted for at a rate of approximately \$80 per visit, for a total cost of \$25,840. This could save the borough approximately \$31,000.

Two personnel are expected to retire in the near future, thus presenting the municipality with an opportunity to reorganize this operation with minimum disruption. If the municipality took advantage of the services already provided by the county, the remaining two personnel and the services they provide could be reorganized under the construction code department and the clerk's office. The vital statistics function averages 4.24 transactions per day. The same computer clerk/secretary currently serves both housing and health functions. There is no reason to change this dual role, especially if the municipality did its record keeping through a networked

computer data base. The remaining aggregate cost to provide these services is \$87,151, which includes the full cost of two staff members and one vehicle.

All clinics county-wide have shown steady decline in attendance over the past five years. Recently, this decline in clientele for many of these services is reportedly directly related to a 1994 New Jersey State Department of Human Services waiver from the Health Care Finance Administration that allows the state to require Medicaid eligible recipients of these services to be enrolled in an HMO and receive the services through that organization. Gloucester County now has 95% of its Medicaid eligible recipients enrolled in an HMO. With the exception of home visits, it appears that other health services provided by the municipality can be obtained from the county or an HMO. These wellness services are scheduled in advance so those requiring transportation can arrange with the Gloucester County Department of Human Services Special Transportation Service for transport. To continue to operate on as small a scale as Glassboro is attempting to do could never be as cost effective as larger scale operations. The county already operates four times as many baby clinics per month as does Glassboro.

Sanitary inspections of food establishments is a service provided by the county. The housing function assigned to the Health and Housing Department is organized and operated under the construction code official in many communities. Vital statistics and licensing could be dedicated functions in the clerk's office, especially if the municipality were to operate a computerized networked database for all departments, particularly those engaged in the collection of revenue.

With the decline in the need for many of these programs due to alternative resources (HMOs) being made available, the borough has an opportunity to re-organize the health operation which we believe should be pursued. We suggest that those services which are already provided and paid for at the county level should be taken advantage of; that those functions that are more appropriately organized under other borough departments be so organized; and that the municipality search for a more cost effective delivery system for home nursing services. This re-organization, which would include the contracting out of home nursing services and the reassignment of other department staff, would result in a savings of approximately \$100,000, which is the difference between current departmental costs of \$213,921 and remaining aggregate service costs of \$113,997.

Cost Savings: \$100,000

CONSTRUCTION CODE

Staffing

In 1995, this office was staffed by the construction code official, who also serves as the building subcode official, a part-time assistant to the construction official for housing re-sale inspections, a full-time clerk, a part-time clerk, and three part-time inspectors for electrical, plumbing and fire. In 1996, the assistant to the construction official retired and the construction official now handles housing re-sale inspections.

Financial

The construction code office is located in the American Legion building, which is leased by the borough for one dollar per year. The borough is also responsible for all utilities and maintenance for this facility. Unfortunately, the facility currently used to house this office is inadequate in its present configuration and there is no space to adequately store files.

The construction code enforcement office is financed through the use of a budget dedication and is intended to be a self-supporting entity. This office also maintains the developers' escrow records for planning and zoning board of adjustment reviews.

The chart below shows that over the past four years, the construction code operation has generated a total of \$163,119 in surplus revenue. The 1995 decline in revenue is due to a reduction in the fee structure to bring Glassboro in line with neighboring communities. The deficit is a result of a decline in construction activity and a change in the basis on which the department's chargeable costs are determined and calculated. For instance, the borough charges back to the department 100% of salary, wage and benefit costs, even though approximately 20% of the office activity involves zoning matters. Also, between 1993 and 1995 there was more than a 34% increase in what the municipality charged back for operating expenses.

	Revenue Realized	Revenue Anticipated	S & W	O/E	Total Expenditure	Difference Rev./Exp.
1992	\$215,860	\$125,000	\$132,281.78	\$56,368.51	\$188,650.29	+\$27,210
1993	\$285,504	\$198,500	\$139,263.50	\$53,680.28	\$192,942.78	+\$92,560
1994	\$287,818	\$238,845	\$136,020.25	\$78,172.53	\$214,192.78	+\$73,625
1995	\$193,474	\$254,255	\$139,592.66	\$84,157.66	\$223,750.32	-\$30,276

The following is an itemization of the benefits the borough charged back to the construction code office in 1995:

Benefits

Unemployment	\$ 1,000
Social Security	\$ 8,800
PERS	\$ 8,800
Hospitalization	<u>\$26,500</u>
Total Charged	\$45,100

Based on our calculations, the actual cost of benefits is \$31,415, however, the borough charged back to this office a total benefit amount of \$45,100, for a difference of \$13,685. In addition, the following chart shows other amounts charged back to the department that appear to be overstated.

	O/E Charged by Borough	Actual Cost	Overage
Electric	\$ 7,500	\$1,836.13	\$5,663.87
Heat	\$ 6,600	\$ 999.46	\$5,600.54
Telephone	\$ 8,500	\$1,792.57	\$6,707.43
Building Maintenance	\$ 8,800	\$1,005.20	\$7,794.80
	\$39,250	\$5,633.36	\$25,766.64

The amount charged back to the department for operating expenses and benefits costs was approximately \$39,452 over the actual costs attributable to the department. If the actual expenses had been charged back and applied towards the \$30,276 deficit in 1995, there would have actually been a surplus of \$9,176 for the department. These figures, however, do not include departmental expenses as mobile phone use, long distance phone charges and applicable building insurance premiums.

The audit shows the following other expenses, as well as salary and wage expenses.

O/E	Modified Budget	Expended	Encumbered	Total Spent	Reserved
1992	\$ 62,000	\$56,268.51	\$ 3,491.50	\$59,860.01	\$ 2,139.99
1993	\$ 58,500	\$41,640.02	\$12,040.28	\$53,680.28	\$ 4,819.70
1994	\$ 92,875	\$70,434.80	\$ 7,737.73	\$78,172.53	\$14,702.47
1995	\$112,643	\$79,443.99	\$ 4,713.67	\$84,157.66	\$28,485.34

S & W

1992	\$136,500	\$132,281.78	\$0	\$132,281.78	\$4,217.57
1993	\$139,300	\$139,263.50	\$0	\$139,263.50	\$ 36.50
1994	\$144,346	\$136,020.25	\$0	\$136,020.25	\$8,324.57
1995	\$142,285	\$139,592.66	\$0	\$139,592.66	\$2,692.34

Facility concerns should be addressed as part of the overall discussions with the school district that we recommend in the Shared Services section of the report.

There are some discrepancies between the audit numbers and the numbers generated by the office that have not been reconciled. The borough should more accurately account for overhead attributed to this function.

Construction in Glassboro has been in a cyclical trough for 1995. This is expected to change when construction begins on the new senior citizens' center and the Old Orchard Project. The proposed transfer of the housing inspection function for one and two unit rental properties and complaints from the health department will add an inspector and a secretary, as well as non-code revenue, to this office. It is our belief that combining these functions under this office will add economies of scale to both operations.

WATER and SEWER

Staffing

The organizational structure of the water and sewer department calls for a superintendent, assistant superintendent (open), administrative assistant, secretary, senior billing clerk, billing clerk/secretary (open), bill collector (open), draftsman, foreman, and eight laborers, to include a meter reader laborer. Though the senior billing clerk and administrative assistant are both appropriately budgeted for under this department, the senior billing clerk is physically operating out of the finance office on a full-time basis and the administrative assistant is also in finance on a half-time basis working with water and sewer billing and in water and sewer on a half-time basis doing clerical work. The supervisory staff currently functioning in this department include the superintendent, administrative assistant and three foremen. This is a span of control of five:eleven, or one supervisory employee for every 2.2 workers. With this in mind, we question the need for filling the upper management positions and the necessity of the current span of control.

In 1995, the water and sewer operation employed seventeen personnel with a salary and wage and benefit cost of \$669,119.

The municipality should explore the optimum management to employee ratio for this operation. The borough could make more efficient use of supervisory personnel by increasing the span of control of its supervisors. This could be resolved through the reorganization of this and other public works types of operations under one department of public works.

Infrastructure

Glassboro operates five wells; four draw water from the Raritan aquifer and one draws water from the Mt. Laurel aquifer. The state has mandated that less water be drawn from the Raritan aquifer, so Glassboro is constructing three new wells that draw water from the Cohonry Aquifer. Water drawn from this aquifer, however, usually needs treatment. A new treatment plant and a two million gallon water tank are being built for that purpose.

The sewer system is approximately 70% clay pipe. Information concerning infiltration was not available, however, the water and sewer personnel stated that infiltration was not a problem, except during heavy rains. Flow information does not indicate an infiltration problem.

Overtime

In 1995, this department spent as much as \$84,153 on overtime pay. The call-out report accounts for \$50,976 of these expenditures. Another \$15,804 was spent for office personnel, which was primarily due to the relocation of the office during the year. The assistant superintendent was paid \$13,288 in overtime, ostensibly for call-out activities, though this activity does not appear on the call-out reports. The remaining 4,000+ dollars were paid to the former superintendent. Structural overtime, or that which is regularly scheduled into the normal work week, is worked by two employees on Saturdays and one employee on Sundays. The employees who work this schedule are the same employees who are on-call for week-night after hours sewer calls. This weekend and after hours work is one of the primary cost drivers of overtime.

An examination was made of the call history for 1995 using police and water and sewer department records. The accuracy of these records is questionable due to numerous inconsistencies and omissions. The call history obtained from the police dispatch computer records for the thirteen months beginning 06/01/95 and ending 06/30/96, raises questions as to the accuracy of its compilation. Of the 125 calls received by the police department in the aforementioned thirteen months, 53 or 42.4% were on Sunday. The call-out window (hours outside the normal work day, plus weekends and holidays) is 128 hours per week. The 24 hours that comprise Sunday represents 18.75% of the time in the call-out window. The fact that 42.4% of the call out activity fell in 18.75% of the time seems unusual. Of the 125 calls received by the police dispatchers, the calling phone number was recorded on only 52, or 41.6% of the reports, and of this 52, only four, or 7.6%, were Sunday calls.

Apparently, the water and sewer department does not keep comprehensive records of sewer call-outs, as the records requested by the team had to be compiled before we received them and appear to have been compiled from partially complete after action reports that are not standardized. The call-out history, as per the water and sewer records for the same thirteen months depicted in the police records, indicates that there were 105 personnel call outs. More than one employee was called out for nine of these incidents, which leaves a total of 96 separate call out incidents. Of the 96 call-outs, only 40, or 41.66% occurred on the same day as the police records indicate. Twenty-four call outs, or 25% of these calls were on Sunday. Twelve of the incidents on this list were for snow removal, leaving 84 for actual water and sewer calls. The time required for these snow removal calls was 94.63 hours, or 27.46% of the total call out hours. Three calls appear to have occurred during regular work hours and eight had no designation as to a.m. or p.m.. Times indicated on the department report appear to be blocks of time worked for pay purposes and not actual hours worked. Apparently, there is no standard policy or procedure followed for record keeping.

The municipality should eliminate all structural overtime by having those employees scheduled on the weekends work a staggered shift to cover weekend days at regular pay. The elimination of structural overtime is estimated to save the municipality \$27,822 in overtime pay. Further, the borough should ensure that all work or monitoring that can be scheduled during normal working hours is, in fact, scheduled that way.

Cost Savings: \$27,822

All calls to the dispatcher for water and sewer emergencies should be accurately recorded and a record kept of all caller phone numbers. The water and sewer department records should be computerized, incorporate more detail and be standardized as to date, time, place, type of repair, actual hours/minutes worked, and blocks of time worked for pay purposes. Positive control of overtime will require a police department and water and sewer department combined system of call-out control after normal work hours. This will eliminate the possibility of any gamesmanship for the purpose of obtaining overtime pay for tasks that can be included in the normal schedule. Records of past activity can only be used as effective management tools if they are comprehensive and accurate.

Construction

The water and sewer department is capable of and equipped to repair, replace, or construct water mains. The department's supervisory staff reported that the work crews install approximately 2,000 foot of new pipe per year. The department is currently engaged in a 12 inch pipe construction project. The estimated salary and wage and benefit cost related to this in-house pipe laying operation is approximately \$2,470. The capital cost of the equipment needed plus debt service and maintenance is approximately \$340 for the time spent thus far on this project. The cost of pipe is \$13,350. The total cost for this project is \$16,104, or \$16.16 per foot. Based on the cost information regarding this latest pipe installation, the in-house operation saves the municipality between 8.29% and 35.60% over contracted costs for this type of work. A Pipeline Installation Cost Estimate Guide for South Jersey indicates the following:

Pipe Size in Inches	Avg. Cost	Avg. Cost
	per Foot in Paved Areas	per Foot Unpaved Areas
16	\$180	\$100
12	\$ 85	\$ 25
8	\$ 49	\$ 11
6	\$ 37	\$ 28

1. Note: actual cost may vary +/- 30% based on conditions.
2. For 16" & 12" projects under 1000 ft. in length, add 50%.

Billing

Water and sewer billing has gone through several changes as to structure and method in the past several years. In the current billing operation, the billing clerks work in the finance/tax operation and are paid from the water and sewer department budget. Currently, one clerk works full-time and one works half-time on billing. Bills are mailed twice per year and paid quarterly. The salary and wage and benefit cost for this work is \$55,211, plus overtime of \$9,932 in 1995. Other expenses were estimated at \$4,200 for a total departmental expenditure of \$69,343. With 5,000 billing line items, the cost per customer is \$13.86. The method employed until October 1996 was four billings per year with one third of the bills being sent each month. The current method saves half the effort and other expenses associated with sending the bills out, such as an estimated \$4,200 on stamps, envelopes and bills. The incorporation of the sewer billing personnel into the finance office has allowed for more productive use of these employees. Computerization of this function should further reduce the per customer cost significantly.

The cost of private utility billing operations is approximately \$.60 - \$.80 per bill sent out and \$.10 - \$.15 per payment received and posted. The current scenario in Glassboro of two billings and four payments per year would cost a maximum of \$2.20 per customer for the one and one half staff members involved, or a total of \$11,000 per year for the entire billing operation utilizing the

billing rates of private industry. If this level of efficiency could be reached by in-house staff, particularly with the addition of adequate computerization, the savings could be approximately \$58,343.

Two personnel are involved in meter reading. One fourth of each employee's time is spent reading meters for a cost of \$20,569. This is a cost of \$4.11 per billing line item. One employee spends the remainder of his time on other meter functions, such as repair and replacement, at a cost of \$38,364. This is a cost of \$7.67 per billing line item. The meter reading function requires approximately 61.5 days for each employee, or a total of 123 staff days per year. There are five thousand meter readings twice per year for a total of ten thousand per year, or 81 meters per day.

Private industry meter readers can read approximately 300 meters per day. The Glassboro meter reading operation, therefore, functions at about 27% of private industry standards. If the Borough could approach the efficiency of private industry, the estimated productivity enhancement would be \$15,015.

The borough should either seek to increase the efficiency of the in-house billing operation to the point of its private industry counterparts, or seek competitive contracts for this service.

Productivity Enhancement: \$58,343

Increasing the Borough's productivity in meter reading to the private industry standard should provide for a productivity enhancement of \$15,015.

Productivity Enhancement: \$15,015

PUBLIC WORKS

New Department

Though each separate operation is operating at various levels of effectiveness and efficiency, some at relatively high levels, the borough could realize greater cost efficiencies through the economies of scale if it created a Glassboro Department of Public Works. This new department would include highway, sewer and water, custodial and parks maintenance operations and all of the associated staff and equipment. This would enable the borough to better plan for projects and more effectively utilize equipment and avoid duplication, thereby increasing productivity and enhancing cost efficiencies.

We strongly recommend that the borough council consider the consolidation of the above mentioned operations into one complete department of public works. Appendix D shows how this reorganization might look.

Specifically as it relates to the parks maintenance function, this reorganization and the concurrent competitive contracting of the shade tree function could result in the elimination of one parks maintenance staff position. The cost savings associated with this combination of actions is relatively minimal, an estimated \$1,566, however, there would

also be productivity enhancements valued at \$18,000 based on a comparison of current shade tree function costs because staff members currently involved in shade tree operations would now be available for other public works functions.

Cost Savings: \$1,556

Productivity Enhancements: \$18,000

PARKS and RECREATION

Organization and Staffing

The department is headed by a 12 member volunteer commission which sets policy and oversees recreation programs and revenues and expenditures. The commission decides what programs are implemented and addresses issues concerning shade trees within the borough.

The commission utilizes a nine member full-time paid staff, as well as 53 paid part-time staff and 250 to 300 volunteers. The paid and volunteer staff fall into three basic categories: administration and maintenance, recreation programs and senior citizen programs.

The administration and maintenance staff are based in a lower level office in borough hall. All staff are under the leadership of the parks and recreation director who is responsible for planning, organizing, directing and evaluating recreation programs, maintenance and shade tree operations. The director has a full-time secretary who serves as an administrative assistant and does bookkeeping, program registrations, employee timekeeping, and coordination of publications and meetings. This employee also takes complaints from the public and prepares requisitions for equipment and supplies for all activities. The maintenance staff consists of a four person crew which is made up of an arborist and three laborers who are responsible for maintenance and custodial care of the athletic fields, the senior citizen center and code enforcement offices. Further, the crew is also responsible for maintaining all shade trees, snow removal for all municipal lots and small repairs at the senior center. The Arborist is the lead person for all shade tree activities and there is also a lead person for field maintenance and grass cutting. While it was clear that the four person crew was working daily, we could not determine actual work project schedules because no work records are maintained. A number of part-time instructors are retained by the department to conduct clinics, referee sporting events and/or provide supervision of recreation programs.

There are two full-time coordinators who run the senior citizen center along with several part-time instructors who provide instruction for various activities at the center, one full-time bus driver and one part-time bus driver who run the jitney service for seniors and provide transportation for out of town events. Occasionally, one of the maintenance crew members fills in as a bus driver. This reportedly happens only when all other alternatives for a bus driver have been exhausted.

An estimated 250 to 300 volunteer staff are used to operate the various athletic programs throughout the year. These volunteers serve as coaches, concession stand workers, aides in the

senior citizen center and a variety of other functions. At least one of the concession stands is operated by a paid staff person.

The borough council should give serious consideration to changing the recreation commission to a recreation committee. In general, we believe that the autonomy of a commission may create a conflict between appointed and elected officials in communities. The change to a recreation committee would provide the borough's elected officials with direct accountability and responsibility.

We suggest that three of the four maintenance crew positions be reallocated into the proposed new Department of Public Works and that the remaining position be eliminated.

Financial

The parks and recreation department spent \$451,267 in 1996, which was an increase of more than ten percent over 1995. The detailed breakdown of expenditures from 1994 through 1996 is depicted in the following table:

Summary of Costs 1994 thru 1996

Category	1994	1995	1996	Change 1994 to 1996
<i>Parks & Playgrounds</i>				
- Salaries & Wages	\$181,350	\$181,840	\$200,798	\$ 19,448
- Benefits	54,881	55,493	59,370	4,489
- Other Expenses	40,967	48,104	49,625	8,658
Subtotal	\$277,198	\$285,437	\$309,793	\$ 32,595
<i>Senior Transportation</i>				
- Salaries & Wages	\$41,900	\$34,842	\$39,267	(2,633)
- Benefits	11,059	11,700	12,119	1,060
- Other Expenses	3,000	1,433	0	(3,000)
Subtotal	\$55,959	\$47,975	\$51,386	\$(4,573)
<i>Senior Citizens Center</i>				
- Salaries & Wages	\$35,513	\$35,158	\$50,100	\$14,587
- Benefits	15,387	15,966	16,538	1,151
- Other Expenses	8,881	10,075	9,250	369
Subtotal	\$59,781	\$61,199	\$75,888	\$16,107
<i>Public Events</i>				
- Christmas Lighting	0	27	5,000	5,000
- Memorial Day	9,435	9,200	9,200	(235)
Subtotal	\$9,435	\$9,227	\$14,200	\$
Total Costs	\$402,373	\$403,838	\$451,267	\$ 48,894
Total Revenue	\$ 23,349	\$ 26,090	\$ 28,081	\$ 4,732
Difference	\$379,024	\$377,748	\$423,186	\$ 44,162

Additional revenue is realized from the county office on aging which provides an annual grant of \$10,000 to offset the cost of the senior citizen center. Additional grants amounting to \$95,000 are provided to the housing authority and a non-profit day care agency for senior citizen services. The amount of revenue for the current year covers revenue collected through September 30, 1996. Updated revenue figures through year-end were not available.

The table reveals significant increases in salary costs within the past three years. The parks and playground salary budget has increased by more than ten percent, despite the loss of one full-time maintenance person. Salary costs for the senior center have increased by more than 40 percent during this period. The other expenses categories appear to be fluctuating from year to year. For instance, it appears that other expenses for Parks and Playgrounds have increased by almost 20 percent between 1994 and 1996, while other expenses for the senior citizen center are up slightly in 1995 from 1994 levels, but down in 1996.

For purposes of our analysis, we have separated the cost of the shade tree operation from that of playground and parks. Reducing the playgrounds and parks expenditures by \$32,612 yields a total cost of playgrounds and parks of \$277,181 for 1996.

The borough should work closely with the housing authority and the non-profit day care agency to coordinate their senior citizen services to ensure that they are provided in a non-duplicative cost effective and productive manner.

Fees

It is estimated that only 10.31 percent of the playgrounds and parks costs are being offset by revenue. This is based on 1995 expenditures in the parks and playground section, minus the cost of the shade tree operation. However, when we add in the senior citizen program and public event costs, the revenue offset drops to only six percent of total departmental expenditures. This compares to a variety of revenue offsets in other communities reviewed by Local Government Budget Review, such as 12.5 percent in Bloomfield Township, a difference of 6.5 percent.

The borough has increased its fees for all of its recreation programs within the past 18 months in an effort to help offset rising costs. Fees have generally been increased from \$15 to \$25 for most programs during this period. These increases were determined based on rising costs and the perceived ability of residents to pay. The department is very sensitive to increasing fees to a point where programs become exclusive to certain socio-economic groups within the borough. Staff felt that if fees were increased more than the most recent amounts that certain residents would no longer be able to afford to participate. Current records show revenue has increased by almost \$5,000 since higher fees were approved in 1994. However, it is noted that neither the borough council or the recreation commission has established a policy for determining when and how fees should be adjusted in relation to costs.

Understanding the philosophical differences surrounding fee based and non-fee based programs, it is recommended that the borough develop a policy regarding the amount of fee subsidy that the borough deems appropriate for recreation activities. We normally suggest that an average 50% rate of subsidy might be a reasonable goal, however, we do

not necessarily recommend a similar increase in fees in Glassboro because of the socio-economic characteristics of this population. We do suggest strongly that the borough council and recreation commission explore this issue and develop an appropriate policy. If a policy related to the appropriate level of taxpayer subsidy for recreation programs were adopted, it could represent a 14 percent increase in current fees, or \$56,535 per year in additional revenue. This figure is for illustrative purposes only to provide the borough with an estimate of the magnitude of the potential revenue, depending upon the borough's final policy consideration.

Revenue Enhancement: \$56,535

Trust Funds

All fees collected for recreation and senior citizen programs are deposited into one of three dedicated trust funds which are maintained by the recreation department in cooperation with the finance department. The trust funds are governed by N.J.S.A. 40:12-8. Under this statute, the board of recreation Commissioners is "authorized to raise money necessary to pay for lands purchased or condemned for playgrounds and recreation places and equipping the same."

As of a February 21, 1997 printout provided by the finance office, the aggregate value of all three accounts was \$130,995. The recreation department apparently had no plans for the use of most of these funds, and was not even aware of the existence of all three. Based on the team's inquiry, the department is currently developing plans to use these balances for replacement and repairs of equipment and/or providing matching funds for Green Acres' acquisitions.

Money received is paid over to the finance department and is authorized to be used by the recreation commission only for defraying the expenses of improving, maintaining or policing the playgrounds and recreation places and for the other expenses of the board. Current spending patterns suggest that all the revenue is spent for other expenses of the board, such as reimbursement to staff for supplies (both office, concession stand and program), payment of referees and payment for special events, such as senior citizen trips or borough sponsored tournaments. Referees are not paid directly, however. The trust pays a staff person who in turn pays the referees in cash. Currently the department has no way of reconciling the monthly bank statements.

We suggest that current purchasing practices of the department be reviewed by the chief financial officer and that certain practices and procedures be improved. Particularly current procedures for compensating referees in cash through another employee should be discontinued. All purchases should be done in accordance with the standard purchasing procedures of the borough.

It was also found that recordkeeping for the trust fund needs to be improved and that all revenue and expenditures should be closely monitored and managed. Automation of this function, as well as other recreation department recordkeeping functions would be of significant benefit to the borough.

Shade Tree

Since the department has the responsibility of maintaining shade trees, some portion of the expenditures represented in playgrounds and parks can be attributed to this function. The department estimates that two men are allocated to this function for six months out of the year. Based on an average salary and benefits cost for two employees of \$27,612, and an estimated \$5,000 for expenses, we estimate an amount of \$32,612 for this purpose.

There are no records maintained by the department which show the number of trees that are trimmed or removed in the borough. The most recent records which show requests, indicate that a total of 30 trees are scheduled to be removed and only 18 trees are scheduled to be trimmed. Based on an average contract cost of removing a tree of \$391 and the average contract cost of trimming a tree of \$121 contained in a 1995 contract for services with the City of Perth Amboy, we estimate that the department should be able to remove 50 trees and trim more than 90 trees for the same amount it is currently spending on this operation. However, based on the actual current requests of 30 removals and 18 trims, we estimate that the contracting out of these services could be satisfied at a total cost of \$14,299, or \$18,313 less than the borough is currently spending.

The borough should seek proposals from private contractors for the maintenance and/or removal of shade trees and compare these to the operational costs developed by the LBGR team. Fundamental to this action would be improved recordkeeping that documents the number of trees being maintained and removed. We estimate a potential savings of more than \$18,000 for the service itself. However, the effect of this change is identified more clearly under the previous section of this report related to the creation of a public works department.

Programs

The borough has a very active recreation program which provides a variety of activities for all ages year round which include rhythm and movement classes for preschoolers, gymnastics, crafts, basketball, wrestling, track and field, soccer and tee-ball for grade school children and swimming, volleyball and softball leagues for adults. In addition, the borough sponsored senior citizen center provides a variety of activities for senior citizens.

The borough pays league fees for independent organizations for wrestling, track, soccer and basketball. These fees totaled \$5,623 in 1996, but are subject to increase or decrease depending on the number of teams and/or participants. In addition, independent organizations exist for both midget football and little league baseball, but the borough does not contribute to the operations of these non-profit organizations. The borough also pays electric bills for field lights, lines the fields for home games, provides bleachers, trash cans and bus transportation. These cost are estimated to be \$4,136 per year. In addition, a variety of one day events and/or classes are offered to residents throughout the year. Participation in recreation programs has increased by one third over 1994 levels, from 900 to 1,200 through September 1996. Major increases have been recorded in soccer, which has grown to more than 400 participants (30 teams) and tee-ball, which is reportedly growing in popularity.

The department administers a shuttle bus service for seniors and handicapped residents. The service operates four times per day, Monday through Friday between the hours of 8:30 a.m. and 3:30 p.m. The service does not operate on holidays. Ridership for 1996 was estimated to be 10,905 passengers. Based on an actual 230 day work year, this adds up to 47.5 passengers per day, or almost 12 passengers per trip. Based on ridership numbers and budget amounts, we estimate that each trip cost the borough \$52.14, or \$4.40 per passenger. The service has 22 stops which provide access to major shopping areas as well as government offices and health care facilities.

The senior citizen center has a daily schedule of activities which include aerobics, bingo, chorus, crafts, physical fitness and square dancing, as well as special events. The center serves lunch five days a week under a grant provided by the Gloucester County Office on Aging. The lunch program, which is totally underwritten by a county grant and staffed by a paid county employee and volunteers, is open to Gloucester County residents. More recently, County Office on Aging grants have been provided to the local housing authority and the Guardian Day Care Center, which is a non-profit organization operating within the borough. The housing authority is funded to provide information/referral, outreach and emergency assistance services and the Guardian Day Care Center is funded to provide adult day care and transportation services to Glassboro residents.

Enrollment records show that bingo is clearly the most popular activity with a 1996 enrollment of 56 seniors. However, the majority of these participants are out of town residents. We found that 33 seniors, or 59 percent of those participating in bingo were out of town residents. In fact, overall enrollment showed that a majority (53%) of those participating in all borough sponsored senior activities were out of town residents. This percentage amounts to \$32,435 of the 1995 program expenditures and \$40,221 of the 1996 budget. The center does not maintain records on the actual places of residence of these out town participants. While a significant number of out of town residents participate in senior special events (trips to various places), Glassboro residents clearly dominate the total number of these participants.

While it is not the team's intent to inhibit the positive, cooperative arrangements that exist, we suggest that the borough attorney be requested to review statutory rules and regulations regarding the private use of public facilities and services and the provision of public funds for private, albeit non-profit enterprises. We believe that formal agreements should be developed between the agencies and the borough to ensure documentation and implementation of the public benefit derived from such agreements. In addition, agencies should be required to provide evidence of adequate insurance for their activities which name the borough as "additional insured."

We suggest that the department attempt to determine where non-residents are coming from for senior programs and seek some relief from these municipalities for these costs, as appropriate. An exception would be the costs for non-residents at the County lunch program, since that program is open to all county residents. Using 1995 estimates for program expenditures for out of town residents, the borough could realize approximately \$32,000 in revenue.

Revenue Enhancement: \$32,000

Further, it is recommended that the borough initiate coordination of programs with the Glassboro Housing Authority and the Guardian Day Care Center, which in some cases appear to be duplicative of services already being provided by the borough.

Facilities

There are two active recreation fields, four passive recreation facilities and a Senior Citizen Center which is co-located with the library. One of its active fields is actually partially owned by the Owens-Illinois corporation, which has shut down plant operations and is offering the property for sale. When this property is sold, the borough stands to lose part of the space it currently uses for outdoor activities. More specifically, it would lose parking capability at this site. The portion of the field owned by the Owens-Illinois corporation is currently used as parking space for outdoor activities. Given the recent increases in participation levels, the borough can ill afford to lose this space. In fact, the borough is temporarily utilizing a field in nearby Pitman to satisfy the current demand for additional outdoor active recreation space. Staff are encouraging the recreation commission and borough council to purchase that portion of the Owens-Illinois property outright and have also identified at least three additional sites that could be purchased and used to expand existing recreational open space. These sites are identified in an application being developed for state Green Acres' Program funding.

School facilities are also used for many recreational programs. In fact, scheduling of any activity which will use school facilities is reportedly done through the parks and recreation department. Major outdoor fields are located at the Glassboro High School and Bowe School, but these fields are heavily used by school athletic teams. The midget and little leagues also have outdoor fields which are potentially usable for borough purposes if properly scheduled. The borough also has an agreement with Rowan College to use its swimming pool for recreational activities for the cost of lifeguard coverage, which was \$480 in 1995.

The borough should evaluate the potential for expanding the use of the Little League and Midget League fields, Rowan College facilities and school property, as well as continue to seek funding for purchase of additional recreational open space sites.

PLANNING

Staffing

Glassboro contracts with a consultant planner for professional planning services. There are two part-time borough staff members, a coordinator and clerk/typist, who support this function. The cost of the consultant in 1995 was \$12,895 and the staff salary and wage cost was \$27,756.

Council on Affordable Housing (COAH)

Under its development fee ordinance, the Borough of Glassboro had collected \$185,400 (as of January 17, 1995) and anticipates collecting \$197,500, for a total of \$381,900 for all applicable units. This revenue represents the total of a \$200 per unit voluntary fee paid in relation to 15 developments in return for various development design waivers. These funds will be used to support the borough's affordable housing rehabilitation program. Glassboro will enter into an Inter-Local Services Agreement with the county so the program can be administered by the Gloucester County Department of Community Resources Division of Housing and Community Development.

ZONING

Staffing

The zoning function is staffed part-time by the construction code official (CCO) and a part-time clerical employee. Approximately twenty percent, or eight hours of the CCO's time is spent on zoning each week.

Financial

In 1995, the salary and wage expense related to these services was \$8,269, though all of the construction code official's salary is charged to the construction code budget. The other expense cost was \$4,300 in 1995; the 1994 other expense cost was \$450. This increase of 89% is due to zoning ordinance revisions in 1994 that require increased enforcement.

The revenue from zoning activity was \$11,978 for 1995 and \$12,815.00 for 1996.

Workload

The total number of permits issued in 1994 was 630; in 1995 was 495; and in 1996 was 443. The department issued three summonses in 1995 and was involved in two court cases.

FACILITIES

Borough facilities include: the municipal building/police station/court, the library/senior center, the highway department facility, and the water and sewer department facility. The municipality leases the American Legion building to house the construction code office.

There are a number of obvious facility shortcomings, which include leaking roofs in the municipal building/police station/court and the library/senior center. The municipal building/police station/court is extremely overcrowded and the heating system in the police section of the building is marginal. The senior citizen program has outgrown the space available. The American Legion Building used for the construction code function is overcrowded and has inadequate filing storage space.

Two departments, however, have adequate facilities that are in good condition. The highway department facility is a recent acquisition and is adequate for current needs. The water and sewer

department facility is adequate and functional. This facility, however, will be vacated by the department upon completion of the new water treatment plant, which will include office space.

The board of education apparently shares similar problems concerning the inadequacy of its facilities.

It is recommended that the borough and the board of education explore the facilities issue together as both could benefit from this cooperation. One of the current proposals for school renovations and or new construction leaves the facility that currently houses the Intermediate School vacant. There is a nostalgic attachment by some in the community to this structure, therefore, demolition does not appear to be a popular option. Though this building is in need of considerable repairs and upgrades, use of it could solve the overcrowding problem for the municipality. The board of education, on the other hand, could make use of the soon to be vacant water and sewer office building and surrounding property. The taxpayers will benefit from any cooperative effort that meets the needs of both entities and requires less aggregate capital spending and, therefore, it is recommended that both entities seriously consider these possibilities.

ROWAN COLLEGE

General

Historically, there has been a sense of pride in the community of being a “college town” and an enjoyment of that sense of identity. This feeling peaked in 1968 when then President of the United States Lyndon Johnson and Soviet Premier Aleksey Nikolayevich Kosygin held their famous summit talks at Holly Bush, the college president’s on-campus home. This sense of pride has deteriorated dramatically in recent years. This is attributable in part, according to residents and officials, to the name change from Glassboro State College to Rowan College causing a loss of community identity. However, it is attributable even more to a perception projected by the college that they are a regional institution and that of community and school officials that the college is more of a drain on community resources than an asset. Fall 1996 enrollment records reflect a full-time undergraduate student population of approximately 5,731 and a part-time population of 1,869. The full-time graduate population estimate was 168 and the part-time estimate was 1,445. In addition to the student population total of 9,213, was an estimated faculty member population of 410; non-faculty employee population estimates were not available. This additional population, though not daily nor for a full year, represents no less than 55% of the borough’s resident population of 17,384.

Team leaders for both the municipal and school reviews met with a key official of Rowan College to discuss the impact that the college has on the community and the types of shared services that may be possible between the college, borough and school district. It was clear from that conversation that, although there is recently a more concerted effort between officials of these three entities to discuss possible agreements, there is still a great deal more that could be done.

Property Tax Impact

The 1995 assessed value of tax exempt property affiliated with Rowan College is \$112,617,100, representing 20% of the total valuation of the borough, or 32% of the total land area. The estimated 1995 tax revenue loss on college affiliated property that is tax exempt is more than one million dollars. The 1995 anticipated Payment In Lieu Of Taxes (“PILOT”) funding amount was \$242,839. The actual PILOT money was incorporated into the Consolidated Municipal Property Tax Relief Act (“CMPTRA”) payment.

All state tax exempt property is treated equally, despite the difference in service demands placed on individual communities related to the use of such State property. For instance, communities hosting a state prison with comparatively smaller service demands are provided with the equivalent funding of those communities such as Glassboro which support a tremendous service burden because of the college’s presence.

Since the property tax impact is driven by state PILOT funding issues, applicable recommendations have been made in the Statutory and Regulatory section of this report.

Service Impact

Rowan College places considerable service demands on the Borough of Glassboro that in the vast majority of other “college towns” is not required because the colleges accept at least some portion of the service burden. The Borough of Glassboro provides Rowan College with considerable fire, EMS and police services. As a point of comparison depicting the commitment that another institution has made to its own provision of at least part of the required services, one of the largest state universities spends in excess of \$4,750,000 on fire, EMS and police services. Rowan College employs no fire service personnel so all calls are handled by borough resources. Rowan College does provide EMS services to some extent, though the borough is still called upon in many instances. The borough’s EMS provides emergency service on a first call basis from mid-May through the end of August, major holidays, winter and spring breaks, and whenever the college squad has no one available or the college’s ambulance is out of service. The borough also backs up the college squad during the school year when a second or third ambulance is needed at the same time. The demand on the borough for police services is by far the most significant. This is certainly clear based on the team’s analysis of other communities in which state affiliated colleges are located. Appendix C depicts the vast differences between Rowan College and other state colleges and universities in terms of the police service demands placed on the applicable municipalities. This information is based on the 1995 Uniform Crime Report.

The small state affiliated colleges examined routinely have one half to two-thirds of their security force as certified, sworn officers. Rowan College only has two out of 34 security officers who are certified. In addition, the average number of students per certified officer for the other institutions is 481; Rowan’s is 4,389. The average crime per certified officer is five for the others and 105 for Rowan College. Even more disturbing is the fact that Rowan’s violent crime rate is two and one-half that of the other colleges and universities reviewed. The adjusted Rowan College figures reflect the number of certified officers Rowan College would need in order to have the equivalent ratio of certified officers to students that the other institutions have.

Not only does the college place tremendous service demands on the borough for on-campus service needs, but it also creates significant service demands related to off-campus incidents. Rowan College, however, takes the stance that these off-campus students are adults and residents of the community and are therefore not the responsibility of the college. While it is possible to attribute off-campus service demands to those similar to any community incident, and not specifically related to the college itself, the fact is that were it not for the college, the volume of certain services would not be needed. This is particularly true had the property on which the college sits been commercially developed. This commercial development would have also contributed to the economic viability of the community, but would realistically not demand the same level of service on its property and would certainly not create the service demands as do off-campus, college student related incidents.

It is strongly recommended that borough officials along with school officials work together with Rowan College officials to establish configurations of service that better share the service burden associated with the college and that compliment each other and mitigate costs now borne by the taxpayer. These discussions should involve all emergency service operations as well as shared service arrangements that include the use of each others' facilities, joint purchasing and joint contracting. To support this effort, it is important for the borough to completely document the service demand related to Rowan College so that services can be appropriately quantified.

Community/College Relations

As was mentioned earlier, there is a relatively new effort now being undertaken by borough, school and college officials to discuss possible shared service arrangements between and among these entities to attempt to gain cost efficiencies in applicable areas. The mayor initiated a liaison committee with Rowan College and the borough administrator has been actively pursuing a dialogue with school district and college officials to discuss issues in which joint cooperation would be beneficial to the community. The Rowan College Institute for Urban and Public Policy has recently provided the Glassboro Economic Development Corporation with an \$80,000 grant for downtown business area improvements. However, it was clear to the team leaders in their discussions with officials of various universities that there are numerous opportunities available for shared services that must still be explored. Positive attitudes were espoused by other university officials who believe that the universities have an obligation to work cooperatively with the communities in which its facilities are located to provide necessary services and resolve conflicts. This positive attitude is evidenced by the existence of a community relations committee established by the larger state university which includes their assembly members and representatives of neighboring communities, along with university officials and community officials from the municipalities in which the university's facilities are located. This committee strives to provide an open dialogue for the discussion of all relevant matters that affect the university and the municipal communities. The university's commitment to this end is also evidenced by the positive, active efforts of its Community Affairs Office which is responsible for coordinating and assisting with community needs affecting the university's services and/or facilities.

We commend the college and local officials for their efforts thus far at improving community and college relations. However, the team strongly encourages the college to accept a much greater role in this community, despite the college's regional perspective. If the region itself was forced to bear the service and related financial burden that the Borough of Glassboro is due to the location of the college, then the regional perspective would be more appropriate. However, because the borough's taxpayers bear the most significant burden of all, we believe that Rowan College should accept a much greater service and/or financial role in this community. To this end, it is recommended that borough officials work along with school officials to foster a more positive and mutually beneficial relationship with Rowan College. This may include the establishment of a community relations committee similar to the one mentioned earlier and we encourage officials of each entity to contact the university's community affairs office to learn more about their successful efforts.

SHARED SERVICES

There are opportunities for savings within the community through shared services between the municipality, school district and Rowan College. Since the employment of the full-time borough administrator, discussions have taken place between the school district, municipality and Rowan College. However, further discussions are warranted.

In the course of analyzing school and municipal operations, it became apparent that some were operating on a scale that was too small to be cost efficient. By increasing size through the combination of efforts of both the municipal and district governments and perhaps those of the college, taxpayer dollars could be saved. The details for individual entities and the collective arena of cooperation are matters for negotiations between the participants. The district and municipality already cooperate informally in several areas including sharing use of some of each others' equipment and in the use of a section of the borough garage for district bus and vehicle maintenance. They cooperate formally in the purchase of vehicle fuel and the use of athletic facilities.

The borough highway department purchases the fuel for all Glassboro vehicles. The district fuels its vehicles at borough pumps and is billed by the borough for its usage. The highway department fuel computer logs the quantity of fuel used by the board of education and then bills the board by transferring actual fuel bills equaling the amount consumed by the district to them for payment. Although this is a shared cost savings initiative, the process of accounting and billing is cumbersome.

A more efficient system to complete this transaction would be to provide sufficient funds based upon prior year consumption in the borough's operating budget, including a corresponding anticipated revenue amount, and then to bill the school district accordingly, perhaps on a quarterly basis. The highway department could still provide the district with monthly fuel use records for monitoring purposes, while saving considerable time over the current method of billing.

Other areas where savings would result from cooperation between the borough and the school district are suggested as follows.

Facilities

The board of education and borough have similar problems relative to the inadequacy of their facilities. A significant amount of taxpayer money could be saved by having both governing bodies look at facility needs of the entire community together and negotiate a cooperative agreement on how current and future facility needs can be met with the smallest expenditure of capital.

We recommend that the board and municipality explore solutions to current needs jointly. Both could benefit. One of the district proposals for bonding for school renovations and replacement is abandoning the Intermediate School as they did with the Academy Street School. There is a nostalgic attachment by many in the community to this structure, therefore, demolition of the Intermediate School, if this is an option, does not seem viable. The building is in need of repair and upgrades. The level of these upgrades would not be nearly as great for the borough as for the school district due to educational code and program requirements. The use of this building could apparently solve the overcrowding problem experienced by the municipality. The board needs land for a new replacement school and could make use of the soon to be vacant water and sewer department office building and surrounding property. The board and mayor and council could negotiate an exchange and the details of costs. The taxpayers would benefit from this cooperative effort to meet the needs of both entities through utilization of properties already in existence and for less expense.

Building Maintenance

The board has two in-house maintenance personnel while the municipality has no one dedicated exclusively to building repair maintenance. The size and scale of this operation could be enhanced if all local government buildings in Glassboro were maintained by a single unit. The board has a more comprehensive building maintenance operation than does the borough. To organize both under one joint department should result in an economy of scale.

It is recommended that the municipality and the district organize a single building maintenance operation for all local government buildings.

Grounds Maintenance

The board of education grounds maintenance operation and municipal parks operation each maintain their own properties. Each also owns their own equipment and vehicles to do the same functions. The district has two personnel to do its grounds work while the borough has four employees doing its grounds maintenance. The following is a listing of vehicles and major equipment owned by each body:

Borough Parks Dept.
1 station wagon

Board of Education
2 trucks

4 trucks	2 tractors
2 mowers	2 mowers
1 tractor mower	1 aerator
2 trailers	1 seeder
	2 mower decks
	4 snow plows

In addition to the parks and recreation department’s lawn care equipment, the highway department has mowers and other equipment for grass cutting along roadways, as well as an extensive listing of other heavy equipment. Further, the borough’s water and sewer department has its own trucks and equipment.

It is the team’s recommendation that all of these operations come under one proposed public works department and that the board of education’s grounds operation be included. This would provide a larger more manageable scale of operation and allow for more efficient use of equipment and personnel without duplication.

Vehicle Maintenance

The school district vehicle maintenance function is an expensive operation. This is primarily due to its small scale. It costs the district on average \$1,022 more per vehicle to maintain its vehicles than it costs the municipality.

It is recommended that the board negotiate a vehicle maintenance agreement with the municipality and eliminate its vehicle maintenance operation. This would result in a savings to the board of education of \$39,858.

Other Shared Service Opportunities

It is recommended that the borough administrator and school business administrator continue to explore opportunities for shared services and joint savings. Areas discussed such as purchasing of paper supplies and fuel energy, as well as other areas should be pursued vigorously. The business administrator of Rowan College should be included in these investigations and in the suggestions above for additional savings possibilities.

STATUTORY and REGULATORY REFORM

It is common for local officials to blame tax increases on “State mandates.” Each local budget review team is charged with the responsibility of identifying regulatory or statutory mandates that have an adverse impact on the cost of local government. The findings summarized below will be reviewed by the appropriate state agency for the purpose of initiating constructive change at the state level.

Court Costs Related to EMT Training

Court costs collected include 50 cents on every motor vehicle ticket and no agreement has been reached on how to distribute it. It is earmarked for training.

It is recommended that the mechanism for distributing the money to EMS squads be established to defray EMT training costs borne by the municipalities.

PILOT Funding

As discussed at length in the Rowan College section of this report, the Borough of Glassboro bears an unfair burden for the provision of services, particularly emergency services for Rowan College, a small state college. Though Glassboro is treated similarly to other applicable towns in terms of the PILOT funding calculations, the borough ends up bearing a much greater burden because other communities are not forced to provide a proportionately similar level of service to their colleges or universities because those institutions take it upon themselves to share in the obligation of providing these services to their respective populations.

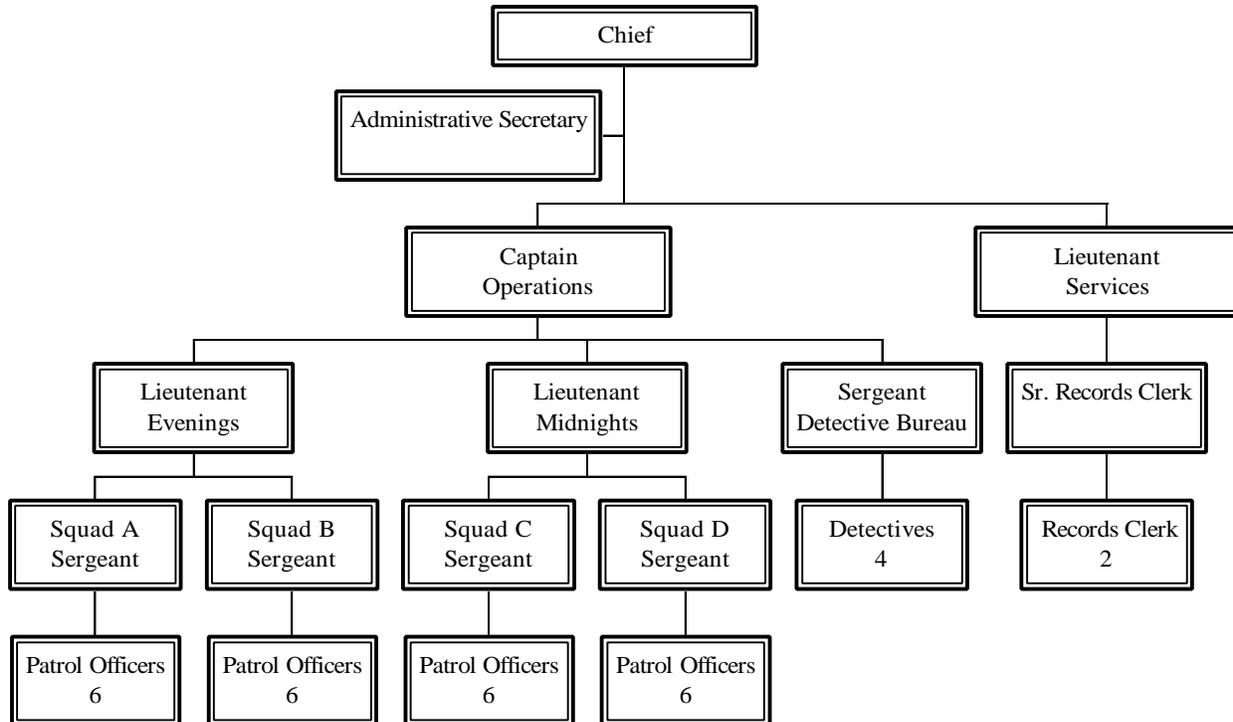
We suggest that PILOT funding calculations be modified to reflect the nature of the state tax exempt property in each community to more appropriately compensate those communities which bear a greater financial and service burden because of the use of the property. For instance, high service demand uses, such as colleges and universities should generate greater compensation levels than low service demand uses, such as state prisons.

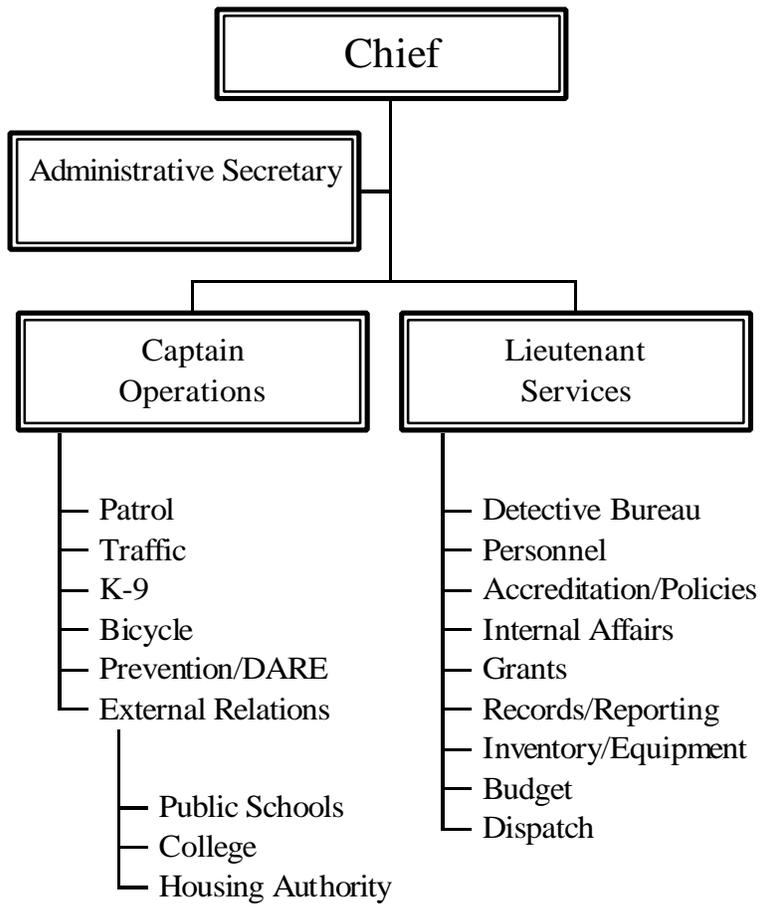
Mutual Aid Compensation

As noted in the Emergency Management Services section of this report, N.J.S.A. 40A:14-26 provides for compensation for the deliverance of mutual aid services at the rate of \$35 per piece of equipment used plus \$3 per member involved in responses. This statute was last amended in 1977. If these rates were increased by 50% to account for increased costs over the past 10 years, the Borough of Glassboro could possibly realize a total of \$15,000 if it charged for these services. This would be a \$5,000 increase over what the team estimates could be realized based on current permissible charges.

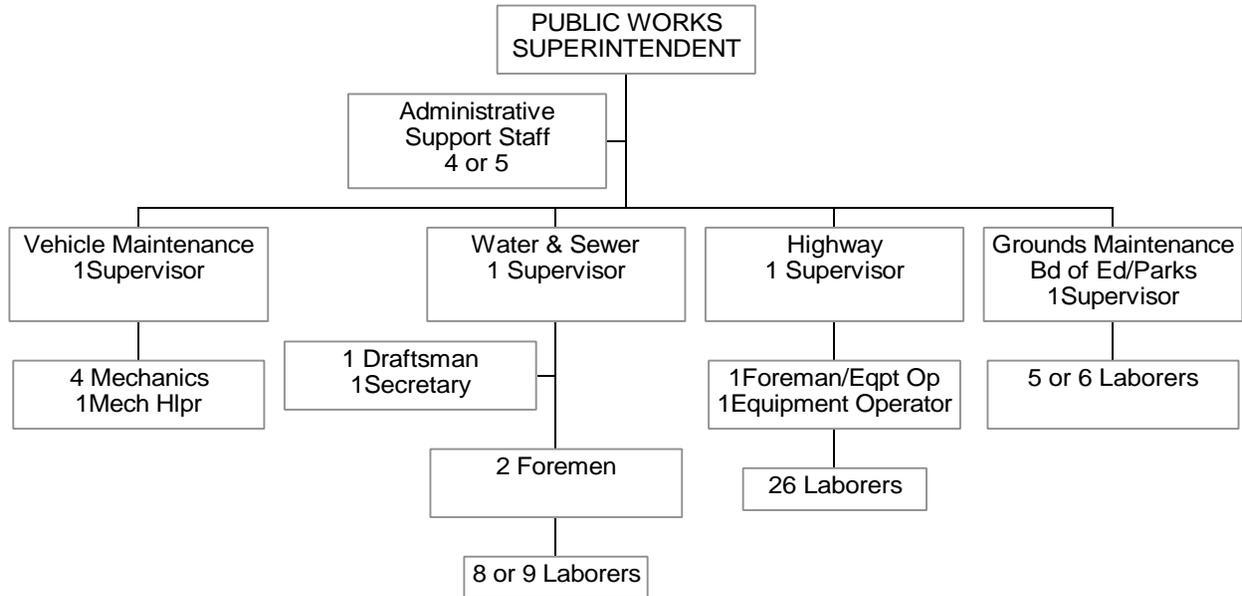
Though we realize that the statute is not intended to allow for a money making operation for obvious reasons, we suggest that consideration be given to amending this statute to increase the allowable charges approximately 50%.

**PROPOSED TABLE OF ORGANIZATION
POLICE DEPARTMENT**





PROPOSED DEPARTMENT OF PUBLIC WORKS



STATE COLLEGE POLICE SERVICES COMPARISON

	Student Population	Campus Police Force			Students Per		Total Crime	Campus Crime			Crime/Personnel	
		Certified	Civilian	Total	Certified	Total	On Campus	Violent	Nonviolent	Certified	Total	
NJIT	9786	22	31	53	445	185	100	2	98	5	2	
Stockton	5627	17	4	21	331	268	111	5	106	7	5	
Trenton State	6837	18	6	24	380	285	140	3	137	8	6	
William Paterson	9306	25	7	32	372	291	134	2	132	5	4	
Average	7889	21	12	33	382	257	121	3	118	6	4	
Rowan	8778	2	32	34	4,389	258	210	10	200	105	6	
Rowan Adjusted	8778	20	14	34	439	258	210	10	200	11	6	

LOCAL GOVERNMENT BUDGET REVIEW

Brian W. Clymer, State Treasurer
Louis C. Goetting, Assistant State Treasurer

Jane M. Kenny, Commissioner, Department of Community Affairs
Beth Gates, Director, Division of Local Government Services

REVIEW TEAM

Meredith L. Stengel, Team Leader
Department of the Treasury
Local Government Budget Review

Jennifer Petrino
Richard Thompson
Eugene McCarthy
Lawrence McCormick
James Smith
Sidney