Town of Trumbull

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AGENDA No. 700

I	CALL TO ORDER	DATE:	November 8, 2012
II	MOMENT OF SILENCE	TIME:	8:00 p.m.
III	PLEDGE OF ALLEGIANCE	PLACE:	Town Hall
IV	ROLL CALL		
V	BUSINESS		

NOTICE is hereby given that the Town Council, Board of Education and Board of Finance of the Town of Trumbull, Connecticut will hold a special Tri-Board meeting on Thursday, November 8, 2012 at 8:00 p.m. at the Trumbull Town Hall, for the following purpose:

PRESENTATION and DISCUSSION:

1. Town and Board of Education Operational Efficiencies Report Presentation by Gibson Consulting Group

VI ADJOURNMENT

Carl A. Massaro, Jr., Town Council Chairman
Elaine Hammers, Board of Finance Chairman
Steven Wright, Board of Finance Chairman

A Report of Opportunities for Operational Efficiencies and Shared Services

for the Town of Trumbull and the Trumbull Board of Education

A Report of Opportunities for Operational Efficiencies and Shared Services

Submitted By:

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Executive Summary

The Town of Trumbull (Town) engaged Gibson Consulting Group, Inc. (Gibson) to perform an analysis of operating and management systems of the Town and of Trumbull Public Schools (TPS), and to identify opportunities for efficiencies and shared services.

The project's methodology consisted of analyzing data, including staffing charts, staffing rosters, expenditure and budget reports, policies and procedures, Town Charter, and software and hardware inventories. In addition, peer comparisons of similar towns and school districts were conducted, including conducting a brief telephone survey of peer town financial directors. The review team conducted two site visits to interview Town and TPS staff and board members in order to gain an understanding of operations, obtain an understanding of data, and to listen to ideas and/or concerns regarding efficiencies and shared service opportunities.

Research shows that Connecticut is behind other states in the northeast with respect to shared services between municipalities and school systems, although there are examples of successful practices in the state. There is a lack of funding from the state, unlike other northeastern states, to encourage the sharing or consolidating of services. However, this should not prevent Trumbull from seeking efficiencies and cost savings through sharing or consolidation.

The Town of Trumbull and Trumbull Public Schools share some services now on an informal basis, and several other opportunities exist to formalize and expand such services. This report contains 26 recommendations that will result in improved efficiency, lower combined cost of operations, higher quality of service in the long-term, and improved internal control. This study recommends implementing shared administrative, operational, and technology services over the next several years.

Both the Town of Trumbull and TPS underutilize their information systems and still rely on time- and paper-intensive manual processes. TPS also maintains duplicate information systems that are unnecessary. The Town and TPS should maximize the use of the Enterprise Resources Planning (ERP) software, seek to consolidate the license agreements, and re-engineer processes to take advantage of software capabilities and other current technologies. Timekeeping, payroll, human resources management, position control, accounts payable, and collections are processes that could be streamlined.

The Town and TPS should negotiate with their bargaining units to consider consolidating their health insurance programs and join the state's new health insurance program, now open to municipalities and local boards of education. By being part of a large state pool, premiums net of employee contributions could be reduced by at least $1 million annually. The state plan, called CT Partnership Plan, appears to have benefits similar to those of the Town and TPS.

The Town and TPS should incorporate performance/efficiency measurement into the budget process to ensure long-term efficiency and effectiveness. This will also enhance the transparency of spending by

both organizations. Transparency will also be improved by the restructuring of TPS financial accounting codes and definitions to be mutually exclusive.

Many of the recommendations made in this report have no fiscal implications, though they may provide efficiencies or better practices for the Town and TPS. Recommendations for consolidating or sharing services depend on both the Town and TPS improving their uses of technology as well as looking at current processes before combining functions.

Once fully implemented, the recommendations contained in this report will result in cost savings of over $2.7 million per year for the Town and TPS combined.

Recommendations to combine operations for finance, information technology, and maintenance could result in annual savings of almost $175,000 annually. Outsourcing TPS's custodial function would result in savings of $700,000 annually beginning in 2014-15.

Reinstating TPS's policy establishing a one-mile walking radius for elementary school students can save the district $400,000 annually. Increasing staffing efficiencies and increasing student meal participation would allow the TPS food service operation to reimburse $135,000 annually to the General Fund for cafeteria operational expenditures not currently being allocated.

By sharing a single Enterprise Resource Planning system rather than maintaining two separate systems, the Town and TPS could save at least $92,000 in software maintenance and licensing fees annually.

Recommendations also include an estimate for needed investments in technology, including the purchase and implementation of an automated timekeeping system for both the Town and TPS. One-time expenditures related to timekeeping software installation and training amount to $213,000, with annual software maintenance fees estimated to be $20,000 annually. Also included is a one-time fiscal impact of $10,000 for an analysis of the Town's and TPS's ERP system to determine more efficient use of the technology.

Table 1 presents a list of all recommendations and the resulting fiscal implications over the next five years. This table indicates whether a recommendation requires the sharing or consolidation of services, or whether it results in efficiencies for either the Town or TPS, or both. See Attachment A for fiscal impacts for each year.

Table 1. Recommendations Summary

Recommendation	Shared or Consolidated Services	Efficiency		5-Year Fiscal Impact
		Town	TPS	
Administrative Services				
3.1 Consolidate the accounts payable and payroll functions of the school district into the Town of Trumbull's Finance Department.	✓			$191,505
3.2 Improve purchasing power by collaborating on bulk purchases and making better use of cooperative purchasing arrangements.		✓	✓	TBD
3.3 Ensure that both the Town and TPS have regular internal audits that are based on comprehensive risk assessments.	✓			($25,000)
3.4 Implement an automated timekeeping system for both the Town of Trumbull and for Trumbull Public Schools.		✓	✓	($293,000)
3.5 Implement a mandatory direct deposit policy for both the Town of Trumbull and Trumbull Public Schools.		✓	✓	TBD
3.6 Streamline the payroll process by moving to less frequent payrolls.		✓	✓	TBD
3.7 Incorporate efficiency measurement into the Town of Trumbull and the TPS budget development process to ensure efficiency in future years.		✓	✓	TBD
3.8 Improve financial transparency by overhauling the TPS chart of accounts.			✓	($15,000)
3.9 Conduct a detailed audit of the TPS payroll function, including employee leave reporting processes.			✓	($15,000)
Technology				
4.1 Investigate opportunities for consolidated or shared IT services between the Town and TPS and develop a consolidated IT plan.	✓			$276,000
4.2 Upgrade technology equipment and network infrastructure based on current and future needs.			✓	TBD
4.3 The Town of Trumbull and TPS need to fully implement Munis, and TPS needs to eliminate duplicate information systems.		✓	✓	($10,000)
Maintenance and Custodial Services				
5.1 Develop a cooperative maintenance and custodial function between TPS and the Town.	✓			$444,308
5.2 Conduct a comprehensive energy audit.		✓	✓	TBD
5.3 Over the next three years, convert up to 25 percent of the custodial work force from 260-day to 186-day schedules.			✓	$522,000
5.4 Consider outsourcing custodial services.			✓	$2,100,000
Food Services				
6.1 Implement a more efficient schedule to achieve an increase in Food Services staffing efficiencies.			✓	(1)

Recommendation	Shared or Consolidated Services	Efficiency		5-Year Fiscal Impact
		Town	TPS	
6.2 Increase student participation rates in TPS school cafeterias.			✓	(1)
6.3 Increase TPS school lunch prices.			✓	(1)
6.4 Allocate general fund expenditures incurred by Food Services to that operation.			✓	$675,000
Student Transportation				
7.1 Restructure the transportation contract upon its expiration in 2013.			✓	TBD
7.2 Return to former policy of enforcing a one-mile walking radius for elementary schools.			✓	$1,708,000
Employee Health Insurance				
8.1 Consider consolidating the Town and TPS health insurance programs and moving to the new State Health Insurance Program.	✓	✓	✓	$4,000,000
8.2 Phase out the payment in lieu of benefits for employees waiving participation in the health insurance program.		✓	✓	(2)
Tax Assessment and Collection				
9.1 Engage in dialog with neighboring Towns and the fire districts to form consolidated property assessment and tax collection efforts.	✓			TBD
9.2 Develop alternative payment mechanisms for the Town of Trumbull Tax Collection Office.			✓	TBD
Net Fiscal Impact over five years				**$9,588,813**

Table Notes:

(1) Savings associated with these recommendations will accrue to the Food Services Fund, not the General Fund. However, implementing these recommendations will allow the Food Service Fund to fully cover its share of expenditures now being incurred by the General Fund (Recommendation 6.4).

(2) Implementation of this recommendation will result in an annual savings estimated to be $100,000. However, this recommendation should be implemented to affect new employees, so the savings would be realized after five years.

Chapter 1 – Profile of Trumbull

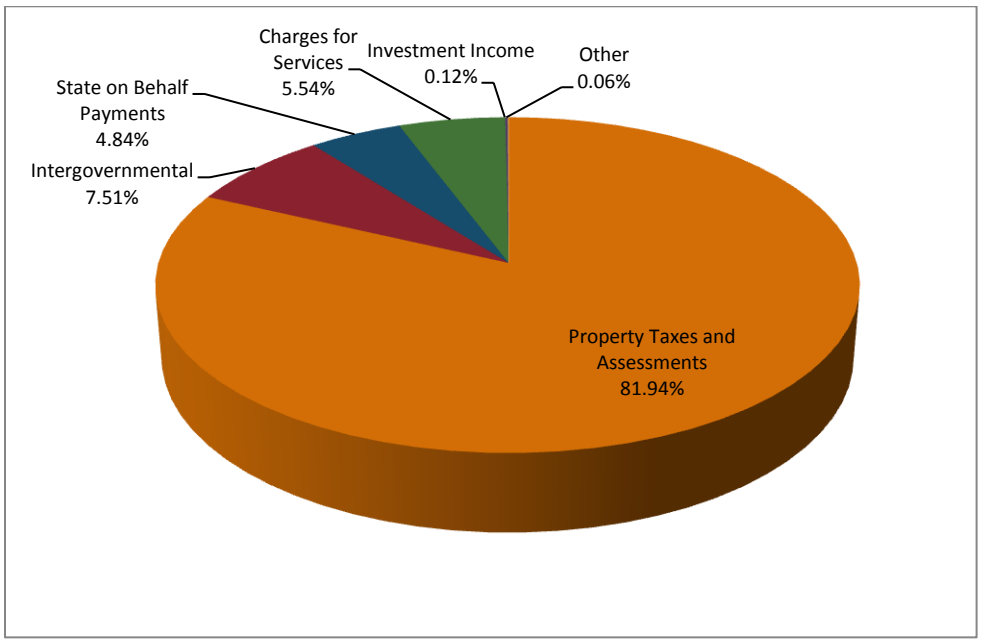
Town of Trumbull

The Town of Trumbull (Town) is located in southern Connecticut and has a population of 36,018 according to the 2010 census. The Town has recently received accolades for its quality of life. *Family Circle* magazine listed Trumbull as the 7th "Best Town for Families" in the US in July 2011, *U.S. News and World Report* magazine in June 2011 ranked the Town one of the best 15 places to retire in Connecticut, and RelocatedAmerica.com ranked Trumbull in their annual list of America's "Top 100 Places to Live.".

The median household income in Trumbull is $103,082 – 48.5 percent greater than the state average and 86.4 percent greater than the national average. Trumbull's per capital income ($46,307) is 28.1 percent greater than the Connecticut average and 68.7 percent greater than the national average. Trumbull has a low poverty level with 2.6 percent of the population classified as living below the poverty level. Trumbull also has a relatively low unemployment rate compared to national rates. The latest data available shows the Town's unemployment rate to be 7.4 percent, compared to the national rate of 9.1 percent.

The primary source of funding for the Town of Trumbull is through local property taxes, which totaled $127.7 million in fiscal year 2011 and represented 81.9 percent of total revenues ($153.3 million in fiscal year 2011). Figure 1.1 shows the sources of funds for the Town.

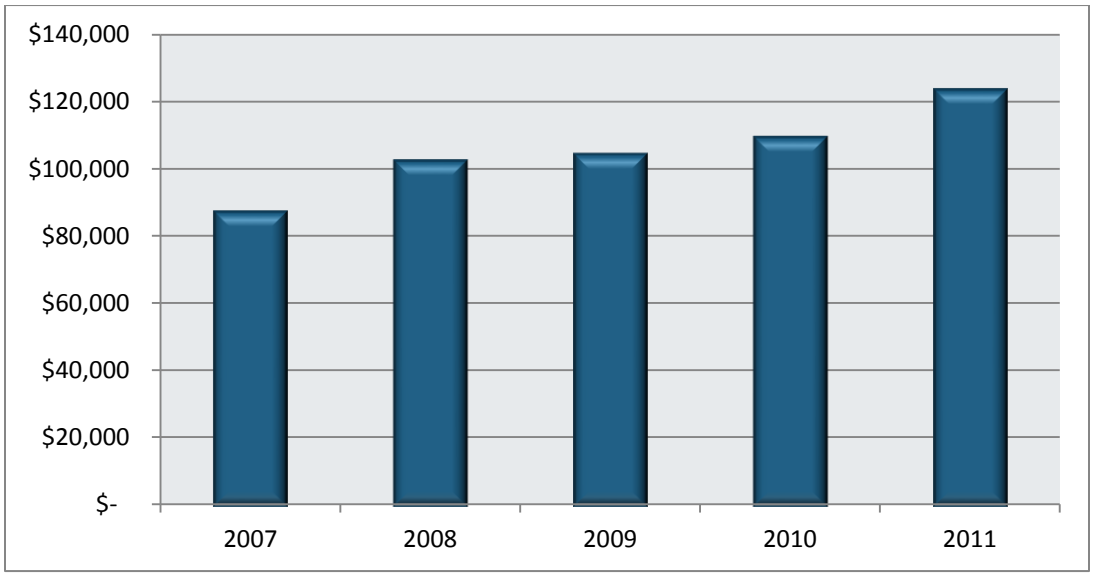
Figure 1.1. Town of Trumbull Sources of Revenue for Fiscal Year 2011



Source: GASB financial statements for 2010-11

In light of the economic difficulties faced by the state of Connecticut and the United States in general, Trumbull has managed to maintain growth in its fund balance. Figure 1.2 displays five-years of ending fund balances for the Town, which shows steady increases from year to year. Between fiscal year 2007 and fiscal year 2008, the fund balance increased by 17.3 percent due to a $24.2 million on-behalf of payment from the state for teacher retirement.

Figure 1.2. Trumbull Fund Balance – Fiscal Years 2007 through 2011 ($ in Thousands)

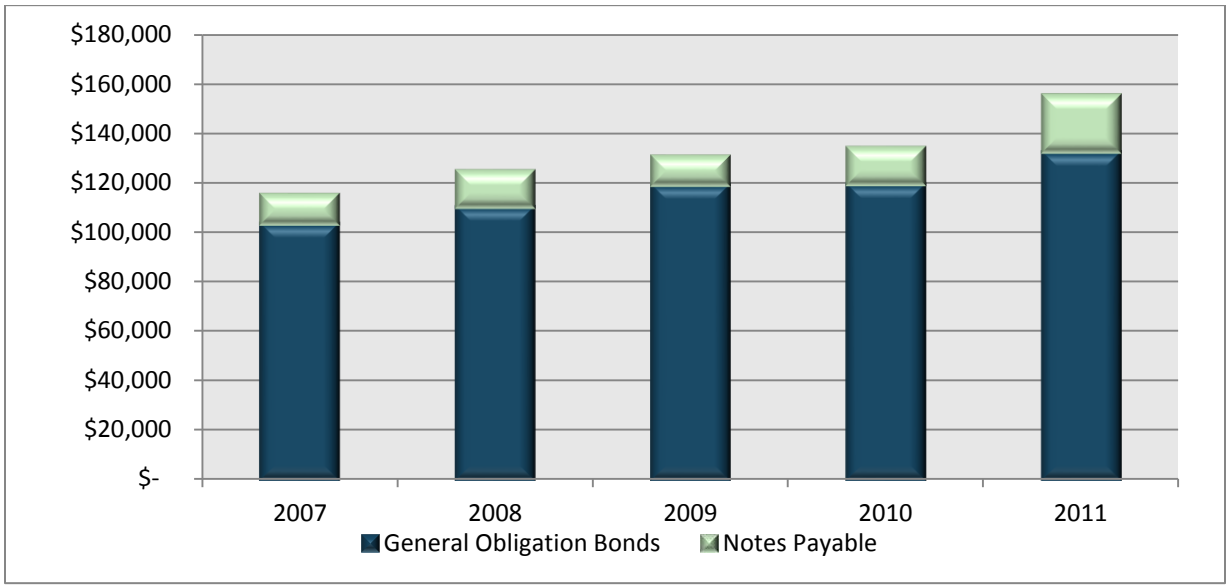


Source: GASB financial statements for the years indicated

However, counter to the increase in ending fund balance, the Town has also seen steady increases in its outstanding debt totals as shown in Figure 1.3. Total outstanding debt is primarily made up of general obligation bonds, with notes payable comprising the remainder. Trumbull's general obligation debt increased from fiscal year 2010 to 2011 by $22 million, or 15.7 percent. The increase is related to additional bond issuances for a sewer construction project ($12 million) and building renovations for Trumbull High School ($10 million).

State of Connecticut statutes limit local government entities' general obligation debt to seven times their annual tax collections. In 2011, Trumbull's limit was $899.8 million, significantly higher than its 2011 general obligation debt of $132.4 million.

Figure 1.3. Town of Trumbull Outstanding Debt – Fiscal Years 2007 through 2011 ($ in Thousands)



Source: GASB financial statements for the years indicated

Trumbull Public Schools

Trumbull Public Schools (TPS) students outperform the average of all Connecticut students on the Connecticut Mastery Test (CMT) in all grades tested (Grades 3 through 8) and in all subjects tested (Reading, Writing, and Mathematics). Table 1.1 shows the district's results of the Connecticut Academic Performance Test (CAPT) administered to all state Grade 10 students. In the 2010-11 school year, TPS's 10th grade students outperformed the average student in the state in reading, writing, mathematics, and science with the greatest percentage difference seen in science (26 percentage points).

Table 1.1. Percent TPS Students Meeting State Goals on CAPT with Comparison to State

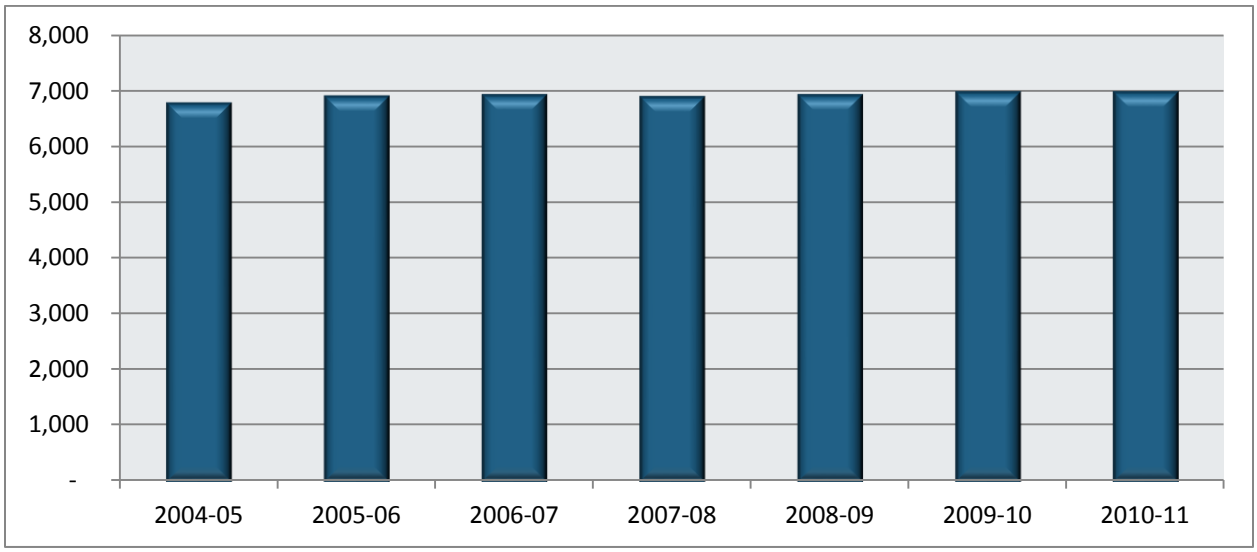
CAPT Subject Area	Percent TPS	Percent State	Percent of Districts in State with Equal or Lower Percent Meeting Goal
Reading Across the Disciplines	61.4	44.7	73.5
Writing Across the Disciplines	85.4	61.2	88.0
Mathematics	71.6	49.5	81.2
Science	73.0	47.0	89.5

Source: Strategic School Profile 2010-11, Connecticut Department of Education

TPS has a student enrollment of approximately 7,000 at its nine schools. Just over 6 percent of district students qualify for free or reduced lunch (FRP) prices – well below the state average of 34.1 percent – while 1.6 percent of students are considered not fluent in English, compared to 5.6 percent for the state average.

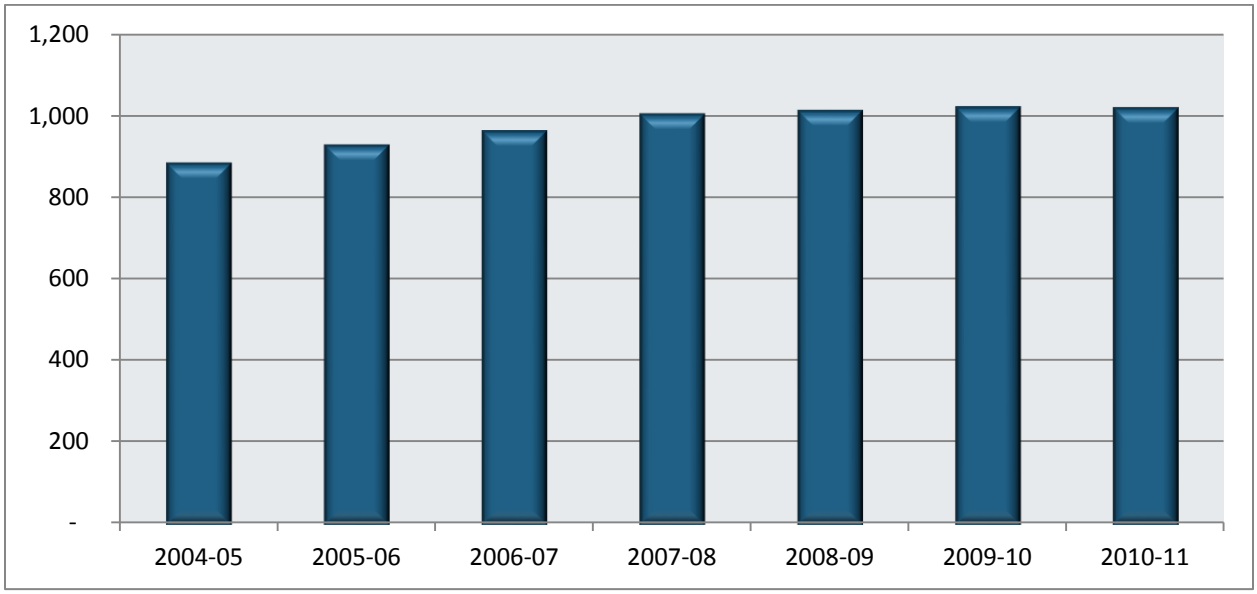
From 2004-05 through 2010-11, TPS staff growth (15 percent) outpaced enrollment growth (3 percent), with the most notable increases in staff between 2004-05 and 2007-08 (an increase of 119 staff). Figures 1.4 and 1.5 show TPS enrollment and staff growth since 2004-05.

Figure 1.4. TPS Student Enrollment – 2004-05 through 2010-11



Source: CEDaR 2002-2010

Figure 1.5. TPS Total FTEs – 2004-05 through 2010-11



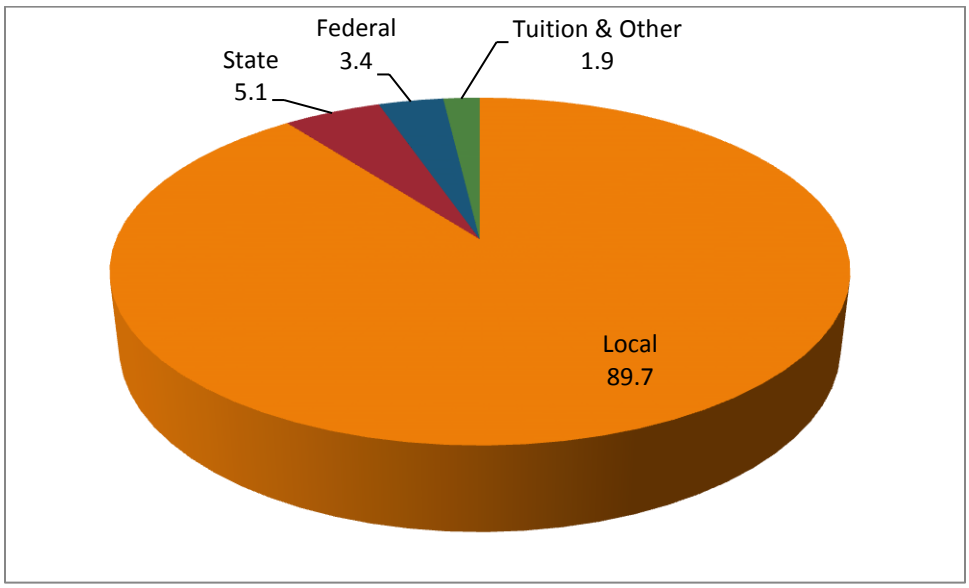
Source: CEDaR 2002-2010

The primary source of state funding aid provided to Connecticut schools is through the Education Cost Sharing (ECS) formula. The design of the formula attempts to equalize funding by taking a town's wealth and ability to raise property taxes to pay for education into account. Therefore, affluent towns like

Trumbull receive less aid per student than those towns that have fewer resources. ECS funding was frozen at the FY 09 level, and the state budget called for that level to continue through FY 13. However, Governor Malloy recently proposed ECS funding increases to most Connecticut towns. If approved, TPS is slated to receive an additional $163,344, or $24 per student, for FY 2012-13.

Trumbull Public Schools received $3,031,988 in state funding, which represents 5.1 percent of its total funding (Figure 1.6). The district's primary source of funding is through local taxes, which accounts for 89.7 percent of total revenues. Federal revenue (3.4 percent of total funding) and tuition and other fees (1.9 percent of revenues) account for the remainder.

Figure 1.6. TPS Sources of Revenue for FY 2010



Source: Strategic School Profile 2010-11, Connecticut Department of Education

Based on 2009-10 financial data (the most recent statewide data available), TPS spends less money per student compared to the District Reference Group (DRG) and compared to the state. DRGs are a classification of Connecticut school districts whose students' families are similar in education, income, occupation, and need and that have roughly similar enrollment. TPS spent a total of $12,952 per student, as compared to $13,518 for the DRG and $13,780 for the state. Per student expenditures for instructional staff and services in TPS amounted to $7,124 in 2009-10, while the DRG spent an average of $7,924 per student and all schools in the state spent an average of $8,237 in this expenditure category for this time period. Table 1.2 shows a comparison of TPS expenditures to DRG and State average expenditures for ten expenditure categories.

Table 1.2. District Expenditures for 2009-10, with Comparison to DRG and to State

Expenditures (Unaudited)	Total (in 1,000s)	Percent	Expenditures Per Pupil		
			TPS	DRG	State
Instructional Staff and Services	$49,964	55%	$7,124	$7,924	$8,237
Instructional Supplies and Equipment	2,063	2%	294	277	300
Improvement of Instruction and Educational Media Services	3,552	4%	506	512	463
Student Support Services	6,559	7%	935	936	872
Administration and Support Services	10,464	12%	1,492	1,373	1,459
Plant Operation and Maintenance	9,451	10%	1,347	1,384	1,410
Transportation	4,661	5%	646	623	692
Costs for Students Tuitioned Out	3,205	4%	N/A	N/A	N/A
Other	836	1%	119	162	159
Total	**$90,756**	**100%**	**$12,952**	**$13,518**	**$13,780**
Additional Expenditures					
Land, Buildings, and Debt Service	$7,992	N/A	$1,139	$1,178	$1,616

Source: Strategic School Profile 2010-11, Connecticut Department of Education

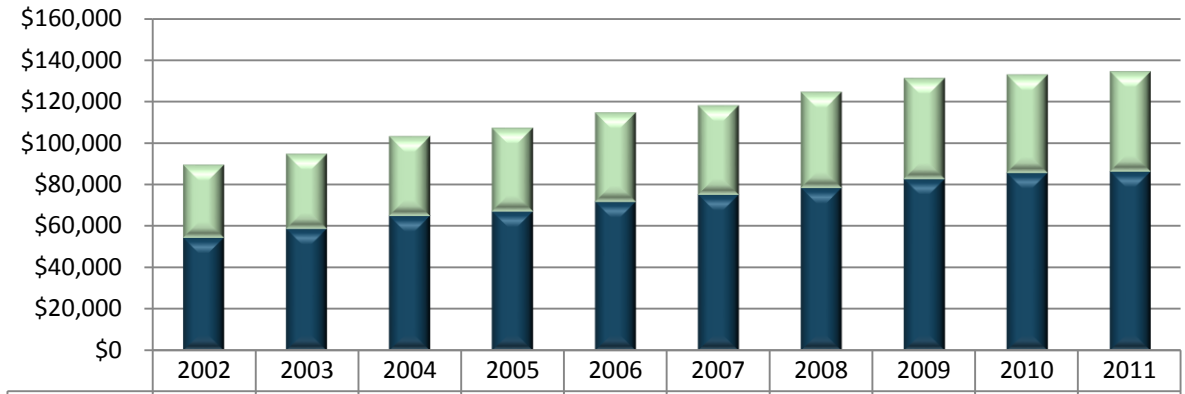
In January 2012, the district presented the Town Council with a budget amounting to $91.9 million for 2012-13, representing an increase of 5.1 percent from the prior year's allocation of the Town Council. The Town's First Selectman recommended, and the Board of Finance and Town Council approved, an increase in school funding for 2012-13 of 3.5 percent.

Town of Trumbull and Trumbull Public Schools Ten-Year Expenditure History

Figure 1.7 shows total Trumbull expenditures for the past ten years, broken down by education expenditures and all other functional expenditures[1]. TPS represents the largest portion of Trumbull's total budget, amounting to 64 percent in fiscal year 2010-11.

[1] All other functions include the operations of general government, public safety, public works, public health, social services, libraries, and parks and recreation.

Figure 1.7. 10-Year Expenditure History, Town of Trumbull – 2002-2011 ($ in Thousands)



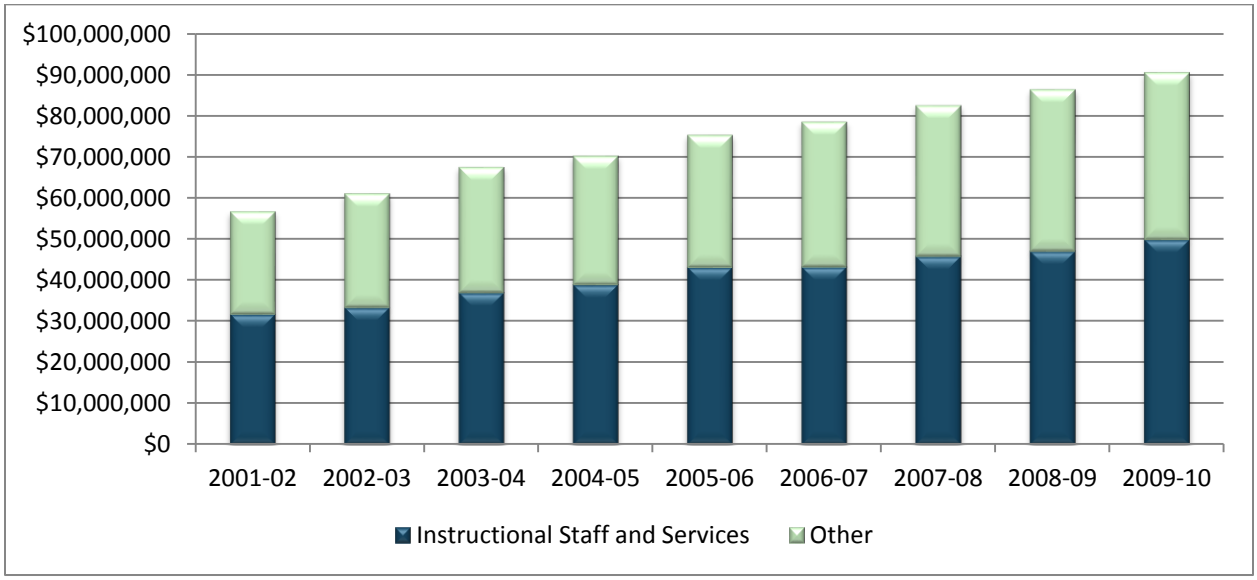
	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
Other	$35,224	$36,142	$38,525	$40,342	$43,111	$43,181	$46,257	$48,623	$47,441	$48,362
Education	$54,543	$58,839	$64,990	$67,115	$71,760	$75,161	$78,524	$82,821	$85,772	$86,389

Source: Town of Trumbull GASB Financial Statements, 2002-2011

Over the ten-year period, TPS expenditures increased at an average of 5 percent per year, while the Town's expenditures increased by an average of 4 percent annually. As a result, TPS has become a slightly larger percentage (3 percentage points) of the Town budget.

Figure 1.8 shows TPS's nine-year expenditure history broken down into instructional staff and services expenditures and all other expenditures. In 2009-10, the most recent data available from the Connecticut Education Data and Research state data base, instructional expenditures represented 55 percent of total TPS spending. The trend over this nine-year period shows other TPS expenditures increasing at a higher rate than instructional expenditures for some years. For instance, in 2002-03, when instructional expenditures increased by just over 5 percent, other expenditures increased by almost 11 percent. This also occurred in 2006-07 when other expenditures increased by almost 10 percent while instructional expenditures increased by 0.2 percent. Overall, instructional expenditures have increased over 56 percent from 2001-02 to 2009-10, compared to other expenditures increasing by 62 percent for this same time period.

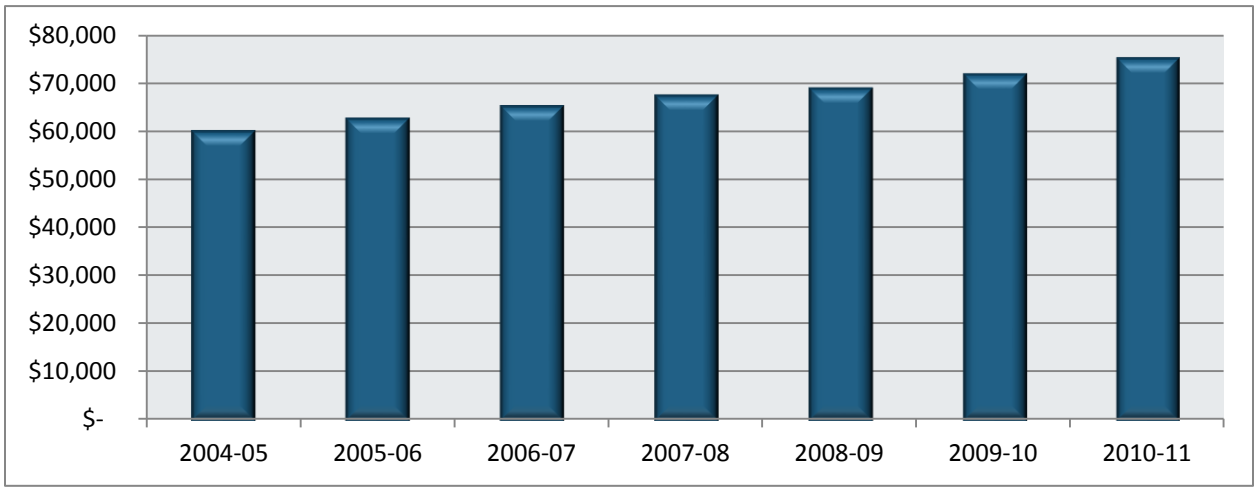
Figure 1.8. Trumbull Public Schools, Instructional Expenditures and Other Expenditures – 2002-2010 ($ in Thousands)



Source: CEDaR 2002-2010

Figure 1.9 shows average teacher salaries for TPS for 2004-05 through 2010-11. Teachers have seen an average salary increase of just over 4 percent each year, except in 2007-08 and 2008-09 when the increases amounted to approximately 3 percent and 2 percent, respectively.

Figure 1.9. TPS Teacher Salaries – 2004-05 through 2010-11



Source: CEDaR 2002-2010

Chapter 2 – Shared Services Introduction

With the downturn in economy and heightened emphasis on controlling costs through eliminating duplicative services, shared service arrangements are being implemented throughout government at all levels. Many states are encouraging the sharing of services by enacting legislation to allow municipal and other local governments to cooperatively conduct business. States such as New York and New Jersey are on the forefront of acknowledging the benefits of sharing services and provide grants and incentives to local governments for start-up or research costs for helping local governments to implement the sharing of services.

While the state of Connecticut has acknowledged the benefits of promoting the sharing of services at the local government level, the state does not have many incentives to encourage shared services. The sections presented below outline best practices present in other Northeastern states.

Shared Services in Northeastern States

New York State

The New York State Comptroller, Division of Local Government and School Accountability, issued a report in November 2009 detailing shared services best practices identified in the state. The study found that certain administrative or "back office" functions provide potential for savings because they are fairly easy to implement and the services provided are similar among entities.

Among the highlights of that report are that shared service arrangements in the state have identified savings of between 2 and 5 percent. Functions identified for shared services include:

- Administrative
  - Accounting functions (staff, payroll processing, software)
  - Procurement
  - Real Pty tax collection and assessment
  - Records management
- Health Insurance
- General Operations
  - Equipment sharing
  - Fuel facilities
- IT Functions
  - IT administration
  - IT asset management (procurement, maintenance, support)
  - IT security

While much of New York's shared service agreements between local government entities have been for public safety, public works projects, and justice courts, school business office functions have also been shared with a great degree of success. Payroll, technology, utility purchases, food delivery, and sports programs are some of the areas in which New York's school districts have been studying the possibility for consolidation.

One of the best practices identified in the Comptroller's report includes the Nassau County School and Municipal Savings Initiative, a joint project of county, school districts, and the Nassau Board of Cooperative Educational Services (BOCES), which are similar to Connecticut's Regional Education Service Centers (RESC), to reduce the cost of back office functions through shared services. The county and the BOCES are providing support to the 56 school districts in the county, including information technology, telecommunications, purchasing, audit services, debt issuance, and legal services for an estimated savings of $5 million annually. The joint effort was awarded a $1 million grant from the state to help streamline its administrative functions.

New Jersey

The state provides incentives to local governments to share services in order to lower costs and improve efficiency in government service provision. Some of the successes in the state include consolidations of policing units and creating local government positions to oversee shared services efforts.

New Jersey's Local Unit Alignment Reorganization and Consolidation Commission (LUARC) was created in March 2007. LUARC studies cost structures, optimal service levels and best practices and recommends specific consolidations and shared services for specific municipalities. Local voters ultimately decide on consolidations and shared services recommendations.

Some of the best practices related to school/town sharing identified in New Jersey include:

- Shared Public Works Maintenance
  - Fanwood Borough is sharing maintenance facilities with Scotch Plains Township.
- Information Technology Services & Support
  - Millville City and the Millville Board of Education are sharing information technology and network facilities.
- Vehicle Maintenance
  - Red Bank Borough is sharing with Red Bank Board of Education on cooperative maintenance.
- Recreational Fields and Facilities
  - Holmdel Township and Holmdel School District are sharing recreation services.
- Computer and Technology Laboratories

  - Woodbine Borough and the Woodbine School District are sharing school technology laboratory and a community library.
- Library and Reference Collections
  - Fanwood Borough and Scotch Plains Township are sharing library collections, data bases and reference services.
- Gasoline and Vehicle Fueling Services
  - Township of Manalapan is sharing with the Borough of Englishtown and the Manalapan/Englishtown School District on joint fuel facilities.

Shared Services in Connecticut

Though several boards and commissions at the state level have researched the sharing of services in Connecticut, little documentation exists that shows significant accomplishments for shared services at the state level. Perhaps the most widely-used form of sharing or consolidating services is through the regional councils of governments allowed under Connecticut law.

The state is divided into 15 Regional Planning Organizations (RPO), and municipalities within each of the regions have voluntarily created, through local ordinance, one of three types of RPOs to carry out a variety of regional planning and other activities: Regional Council of Elected Officials, Regional Council of Governments, or Regional Planning Agencies. The state of Connecticut provides limited funding to the RPOs with only $90,000 appropriated in 2011. The Town of Trumbull belongs to the Greater Bridgeport Regional Council, the focus of which is transportation, land use/regional growth, economic development, environment/sustainability, and public safety.

Other RPOs such as the Capitol Region Council of Governments (CRCOG) assist local governments with sharing services such as solid waste management, animal control services, purchasing councils, mobile data communications systems for police organizations, and supply of electricity services. Some RPOs lobby on behalf of their municipal members on issues concerning revenue options for local governments, transportation, solid waste management, and funding for education.

Successful shared services efforts on the part of CRCOG include its purchasing council for member local governments to consolidate their bidding and purchasing efforts, a pilot program for towns to share an online building permits application and tracking system, as well as information technology application sharing and development. The CRCOG also provides grant funds to municipalities wishing to implement certain shared services.

Another area of sharing or consolidating services that seems to be effective in the state is that of providing health services to communities. Under Chapter 368f of the Connecticut General Statutes – District Departments of Health – towns and municipalities who form health districts rather than maintain their own health department can receive additional state funding for health services. The state currently has 74 health departments serving its 169 towns and cities; 50 of these departments are full-

time and 24 are part-time. Of the 50 part-time departments, 29 are municipally operated and 21 are operated through districts.

Chapter 170 – Boards of Education – Section 10-239k of the Connecticut General Statutes states:

> Any two or more boards of education may, in writing, agree to establish shared service agreements between such boards of education or between such boards of education and the municipalities in which such boards of education are located.

This legislation, effective October 1, 2010, also provided additional grant funding for school districts that consolidated transportation efforts with a neighboring district or districts in fiscal year 2011.

Connecticut also has established Regional Educational Service Centers (RESC) throughout the state to provide school districts with quality, cost-effective collaborative programs and initiatives. There are six RESCs throughout the state, and the Cooperative Educational Services (CES) RESC, located in the Town of Trumbull, serves Trumbull Public Schools as well as 15 other districts in lower Fairfield County.

Shared Services in Trumbull

The Town of Trumbull and Trumbull Public Schools have several shared services, although they are primarily informal in nature with no interlocal agreements or memorandums of understanding (MOU) in place setting forth the terms of the shared services.

Services that the Town provides to TPS for which they charge include property, casualty, liability, and workers' compensation insurance, joint purchases of fuel, and construction management. The Town and school district use the same employee health insurance provided – Anthem – but each entity maintains and pays for its own plans.

The Towns of Trumbull and Monroe combined their individual health departments in 2004. The Trumbull Monroe Health District (TMHD) serves the residents of the two towns, and receives funding through an allocation of $6.79 per resident from each town as well as funding from the state Department of Public Health.

TMHD has 15 full-time and three part-time nurses on staff. The full-time nurses are stationed at TPS school sites, one part-time position services senior citizens, and two part-time positions serve the general public. The Town charged TPS $719,859 in fiscal year 2011 for the nurses staffed at the schools.

The Town provides several services to the school district for which they do not charge including:

- Police – the Town provides one full-time officer to patrol the schools, while all security guards are paid for by TPS
- Bond program accounting, reporting, and purchasing
- Some purchasing services
- Recreational field maintenance

- Recreational facilities and pools
- Telephone system
- Crossing guards

The Town and the school district also use the same software vendor for their enterprise resource planning (ERP) system, but maintain separate agreements and licensing fees.

The RESC located in Trumbull, Cooperative Educational Services, provides several services to lower-Fairfield County school districts including:

- Executive searches
- Professional development for teachers, administrators
- Technology services including email, internet access, data storage, and printing
- Special Education transportation services
- Special Education programs and services
- Magnet school program

TPS takes reasonable advantage of the services offered by CES, including curriculum development, professional development of various types, Special Education programs and Special Education transportation. In addition, TPS has a strong presence in its PK-8 Six to Six Magnet School as well as its Regional Center for the Arts program for high school students.

Trumbull Compared to its Peers

Gibson conducted a peer telephone survey to determine how Trumbull's shared services compares to similar towns in Connecticut. The survey attempted to derive information regarding each town's level of shared services, including general shared service opportunities and agreements between the town and school system, combined insurance procurement, shared services with other organizations, participation in cooperative purchasing arrangements, and participation in the state health insurance plan.

There are 19 districts comprising District Reference Group B to which TPS belongs. Four districts and towns from the DRG were selected for comparison, as well as two districts and towns outside of the DRG. The towns/school districts within DRG B selected for comparison were Cheshire, Glastonbury, Monroe, and Newtown. Shelton and Westport are the comparison towns/districts from outside DRG B. One of the peer towns – Monroe – did not respond to the peer survey. The survey was conducted by contacting the Finance director in each town and soliciting answers to a set of questions.

Table 2.1 presents an overview of Trumbull and the peer towns selected for comparison.

Table 2.1. Demographics for Town of Trumbull and its Peers

Town/City	Form of Govt.	Pop-ulation	Land Sq. Mi.	Median Household Income	Un-employment Rate	Mill Rate	New Housing Authori-zations (Total Units)	TANF Receipts
Trumbull	Selectman/Council	36,062	23.29	$103k	7.2%	24.07	5	0.1%
Cheshire	Council/ Manager	29,260	32.91	$80k	7.1%	26.05	39	0.1%
Glastonbury	Council/ Manager	34,467	51.37	$58k	6.5%	29.05	48	0.2%
Monroe	Selectman/ Town Meeting	19,466	26.13	$85k	7.5%	29.5	6	0.1%
Newtown	Selectman/ Town Meeting	27,605	57.76	$90k	6.7%	23.43	14	0.2%
Shelton (city)	Mayor/ Council	39,580	30.57	$67k	8.1%	18.61	31	0.3%
Westport	Selectman/ Representative Town Meeting	26,393	20.01	$147k	6.1%	14.41	63	0.0%

Source: *Municipal Fiscal Indicators*, November 2011 published by the Connecticut Office of Policy and Management.

Table 2.2 shows how Trumbull compares to the peer town for selected financial indicators. Trumbull falls in the middle of the peer group in terms of per capita expenditures of $3,853. The Town of Newtown has the lowest per capital spending of $2,789 while Westport has the highest at $6,662. Despite Trumbull's $22-million bond issue in fiscal year 2011, Trumbull maintains the second-lowest per capita debt of $2,145, with the city of Shelton having the lowest at $1,602. The Town of Westport carries the highest per capita debt of the peer group of $6,437.

"Grand list" amounts represent the total appraised value of property in a jurisdiction. Equalized net grand list (ENGL) figures represent total appraised property adjusted for exemptions and market value. Of the peer group, Trumbull has the third-highest ENGL amount of $6.5 billion, behind the city of Shelton ($6.8 billion) and the Town of Westport ($14.7 billion). Trumbull's grand list growth has been less than 1 percent for each of the last three years.

The ratio of debt to ENGL represents the relative ability of a jurisdiction to pay off its debt using property tax revenue. With a debt-to-ENGL ratio of 1.1 percent, Trumbull is second lowest of the peer group, behind the city of Shelton's debt-to-ENGL ratio of 0.9 percent.

Table 2.2. Financial Indicators for Town of Trumbull and its Peers

Town/City	Moody's Bond Rating	Total Expenditures	Expenditures per Resident	Debt per Capita	Equalized Net Grand List ($ in Millions)	Ratio of Debt to Equalized Net Grand List
Trumbull	Aa2	$138,959,997	$3,853	$2,145	$6,491	1.1%
Cheshire	Aa1	$96,899,377	$3,312	$2,170	$4,133	1.6%
Glastonbury	Aaa	$138,708,507	$4,024	$2,404	$5,803	1.4%
Monroe	Aa2	$74,819,797	$3,844	$2,261	$3,278	1.2%
Newtown	Aa1	$106,501,309	$3,858	$2,700	$4,780	1.5%
Shelton (city)	Aa2	$110,391,982	$2,789	$1,602	$6,818	0.9%
Westport	Aaa	$175,554,068	$6,662	$6,437	$14,736	1.2%

Source: *Municipal Fiscal Indicators*, November 2011 published by the Connecticut Office of Policy and Management.

Trumbull's peers vary in their use of shared services. Table 2.3 presents the results of the peer survey regarding different types of shared services and cooperative arrangements. The questions asked during surveys appear across the top of the table chart, with each town listed in the location column. Each town's response falls below the corresponding question.

Table 2.3. Results of Peer Survey

Location	Shared Service Agreements with School Districts?	Jointly Purchase Insurance?	Shared Service Agreements with Other Entities?	Cooperative Purchasing Arrangements?	Medical Insurance Through CT Partnership Plan?
Trumbull	Informal sharing of services for some insurance, school nurses, some purchasing, school resource officers and school crossing guards, recreational and field maintenance, telephone system.	Yes for property, casualty, and liability insurance. Town and school have same employee health ins provider, but separate policies.	Member of a health district with Town of Monroe.	Can purchase off state contracts.	No.
Cheshire	No - use same accounting system but each pay our own way. Same town attorney but everyone pays their own way.	Yes – all types.	Member of a health district with three other towns.	Yes – a few. Capital Regional Council of Governments, and Central Nagataouk Valley Council of Governments.	No.
Glastonbury	No.	Town makes arrangements for insurance and then education pays their portion and the town pays their portion.	Shared building permit system with CRCOG along with eight other entities. Went out for competitive bid and was customized to fit their needs. It's a shared application in the cloud. They do not need a formal sharing arrangement because each entity has a relationship with the regional planning agency that manages it.	CRCOG. Towns pay a member fee to participate with them on many levels - cooperative purchasing only one level. They solicit many things, including fuel, tires and tubes, and fire hose testing.	No.
Monroe	Non-responsive.				

Location	Shared Service Agreements with School Districts?	Jointly Purchase Insurance?	Shared Service Agreements with Other Entities?	Cooperative Purchasing Arrangements?	Medical Insurance Through CT Partnership Plan?
Newtown	Cooperate on building maintenance. Board of Ed helps us - plumbers, electricians, if we need a building fixed they fix it. Informal relationship. We maintain their fields (grounds). We are now in the same building with the board of Ed which makes it easier. No agreements, just budgeted that way. No charge backs. IT departments now located in the same area in the same building so can cooperate informally. Will be combining financial systems (based on results of a recent study that was just conducted)	Yes, self-insurance fund - both have same administrator for insurance. Both participate with Connecticut Interlocal Risk Management Agency. Share in worker's comp and general liability.	Public Works has informal arrangements with board of Ed and with other towns - they assist each other, borrow equipment etc. No contracts.	Yes. Joint purchasing of heating oil through a regional consortium (couldn't remember the name of it). Are trying to catch up with the school district on their electrical period so that they can share with that also.	No.
Shelton	No. They are autonomous. They have separate purchasing departments but will go out to bid together through town centralized purchasing. Nothing formal.	Used to jointly purchase worker’s comp, but it is separated now.	No.	No. Can participate in a state contract, but they have always found that they save money if they do it themselves.	No.
Westport	The town manages the union that the board of Ed's people are in - the custodians and such. We manage their retirement accounts.	We share all insurance EXCEPT for employee medical. That used to be shared, but the school district went out on their own.	Participate in a health district with Westin.	The board of Ed and the town share purchasing on electricity, fuel, oil, and certain other items like paper, phones, IT equipment, etc.	No.

As local governments face the challenges of closing budget deficits now and in the foreseeable future, shared service opportunities should be closely examined, particularly where service duplication can be eliminated without risking a decline in the level or quality of public services that citizens demand. Shared service discussions can get sidetracked by concerns over local identity, loss of jobs, diminished control and quality of service. The review team noted Town and TPS examples of concerns surrounding how current operations would change with sharing services. It is important to recognize that efficiencies and cost savings can materialize for both TPS and the Town, and that each entity should work to develop and promote opportunities for sharing and collaboration.

For shared services to succeed in Trumbull, there are several key elements in the planning and implementation stages that local officials should consider. Some of the most critical include:

- **Establish shared services planning committee**. During 2012-13, the Town and TPS should form a shared services committee to begin planning shared service implementation. Topics that should be addressed include:
  - Decision-making framework for shared service decisions, ensuring that priorities of the Town and TPS are both addressed.
  - The need for staff resources dedicated exclusively to either Town or TPS needs.
  - Position and staff migration planning
  - Methods to monitor and report results of shared service in terms of efficiency and effectiveness.
- **Identify realistic opportunities.** First and foremost, TPS and the Town should begin by identifying opportunities to share services in areas where there is a realistic chance that the initiative will be supported and implemented. Successful collaboration is built on trust between participating entities. Therefore, attempting a small project initially may be more prudent than approaching a neighboring local government about consolidating a major function.
- **Establish clear goals and objectives.** The service to be shared should be well described, the responsibilities of each participating local government clearly defined and expectations about cost savings or service delivery improvements clearly communicated.
- **Educate stakeholders**. It is vital that Trumbull citizens as well as Town and TPS employees are properly informed on the benefits of the shared services initiatives (e.g., savings that will result for citizens as property taxpayers and as employees) and assured that the quality of services will be maintained.
- **Look for "striking moments".** TPS and Town officials should also watch for opportunities such as retirements or attrition of key personnel that make proposals for shared service arrangements involving personnel more feasible.

- **Plan for roadblocks.** TPS and Town officials should remain open-minded and flexible in dealing with obstacles along the way. Expect that turf issues, personality conflicts, and other implementation issues will arise.

- **Improve process efficiency before implementing shared services**. The remainder of this report outlines several opportunities to improve the efficiency of operations for both the Town and TPS – separate from sharing services. These efficiencies, obtained through re-engineering of processes and maximizing the use of technology, should be implemented before the services are shared or consolidated.

- **Document shared services and costs in contractual agreements.** The Town and TPS should avoid informal arrangements and instead document each shared service arrangement through a formal agreement. The agreement should provide estimates of the cost of services provided to TPS, and these amounts should be included in the TPS annual budget. This will allow TPS to verify that the shared services are actually resulting in cost savings. The contractual agreements should also outline service expectations and where applicable, service goals or targets.

In the following chapters, organized by functional area, several recommendations are made for the Town of Trumbull and TPS to share services. Recommendations should not be implemented in a vacuum, however, as other recommendations will directly influence the success of the shared service opportunities. The Town and TPS should use the 2012-13 year to implement other recommendations related to information systems and processes and to plan for the transition to sharing services. Implementation of shared services should begin in 2013-14.

The following sections present findings and recommendations for efficiency and shared services opportunities for the Town and TPS. Fiscal implications and how they were estimated are presented with each recommendation. Recommendations are made in the following chapters:

- Administrative Services
- Technology
- Maintenance and Custodial Services
- Food Services (TPS)
- Transportation (TPS)
- Employee Health Insurance
- Tax Assessment and Collection

Each remaining chapter contains:

- A brief background of the area under review
- Shared services opportunities
- Efficiency opportunities affecting both the Town and TPS, if any
- Efficiency opportunities affecting the Town only, if any
- Efficiency opportunities affecting TPS only, if any

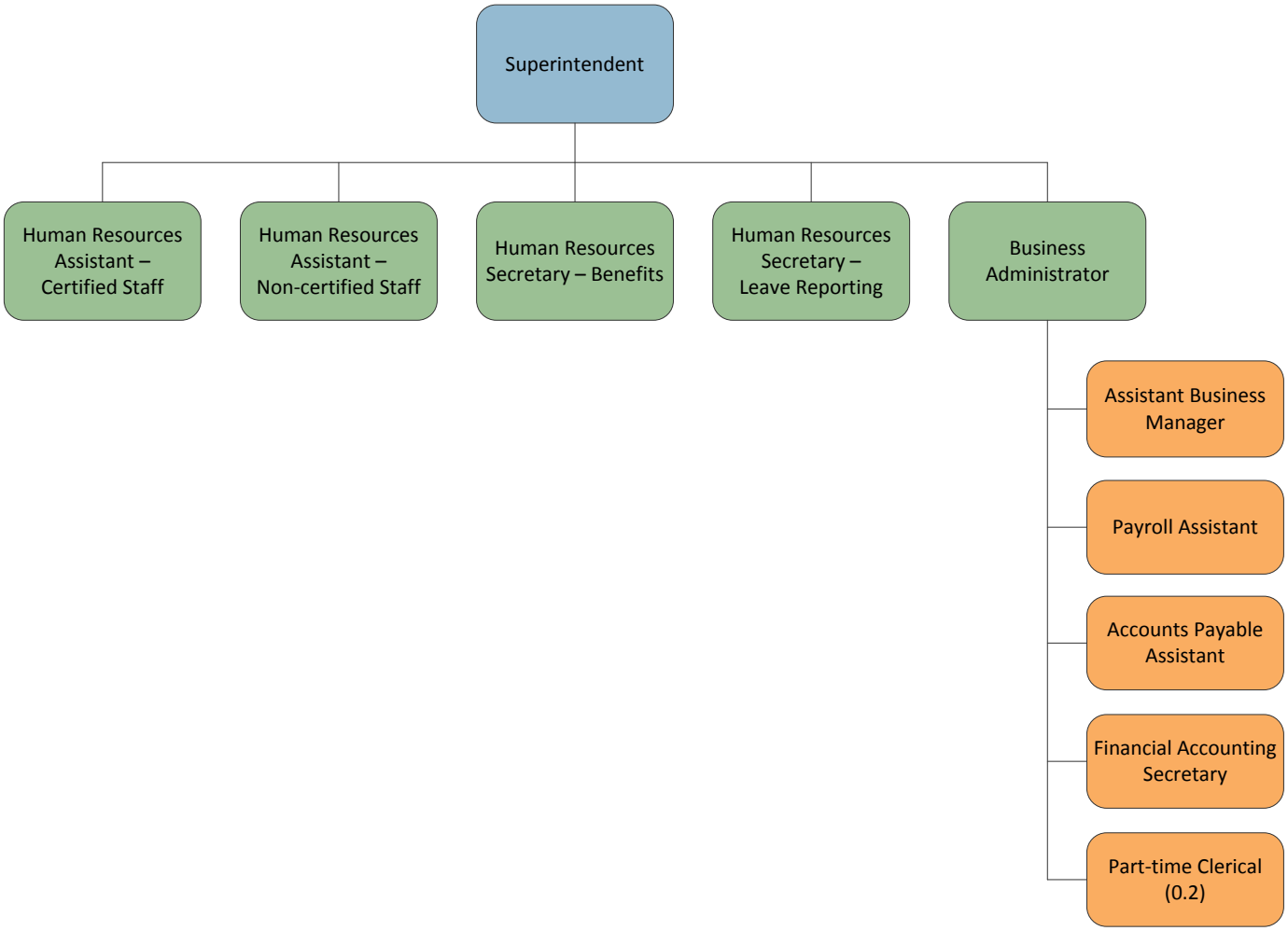
Administrative services, technology, maintenance and employee health insurance represent the prime opportunities for shared services at this time.

Chapter 3 – Administrative Services

The Town of Trumbull and Trumbull Public Schools each maintain separate administrative service functions including general accounting, accounts payable, payroll, and human resources. Although each entity engages in some coordinated procurement, the purchasing functions are primarily handled separately by each entity. The Town has a Purchasing agent to oversee procurement functions, while TPS has a largely decentralized procurement function without a designated position to oversee it. However, TPS often takes advantage of established Town purchasing arrangements.

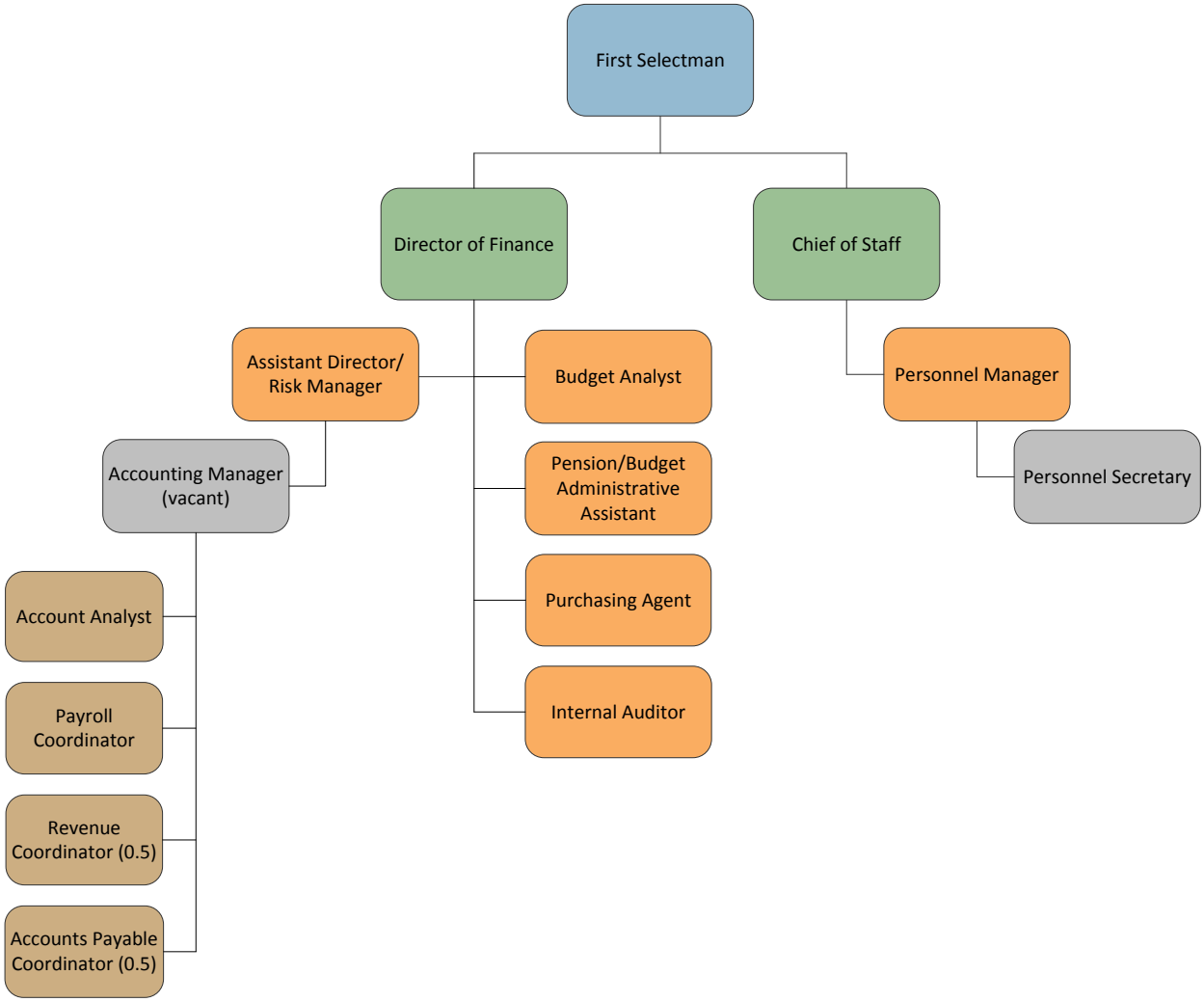
The organization of the Town and TPS's administrative services areas is depicted in Figures 3.1 and 3.2.

Figure 3.1. Organization of Administrative Service Function, TPS



Source: TPS organizational chart, 2011

Figure 3.2 Organization of Administrative Service Function, Town of Trumbull



Source: Town of Trumbull organizational chart, 2011

The TPS financial functions are headed by a Business administrator, a position that until recently was vacant. Reporting to the TPS Business administrator position are the following: assistant Business manager, payroll assistant, accounts payable assistant, and a financial accounting secretary. The Business office also receives part-time help one day per week, or 0.2 full-time equivalent (FTE) employee, on loan from the district's Technology Operations unit. TPS's Business administrator oversees the transportation and food services operations for the district (not reflected on organization chart above).

TPS's Human Resources (HR) functions are handled by four employees who report directly to the superintendent. The HR functions handled by the district include all the typical functions of an HR department, including recruitment, hiring – including hiring of substitute teachers – and benefits administration. The district's HR Department is also responsible for recording, tracking, and reporting all employee leave.

The administrative services functions of the Town fall under two individuals who each report to the First Selectman: the director of Finance oversees the purchasing, accounts payable, and payroll functions as shown in Figure 3.2. In addition, the director of Finance oversees technology, tax collections, and tax assessments (not depicted in the organization chart). The Town's chief of staff oversees the HR functions as well as the Library, Senior and Social Services, Nurses, and Recreation.

The Town's Finance Department has 5.5 FTEs to handle accounting, budget, grants, payroll, and accounts payable functions although the Accounting manager position is vacant. The accounts payable and payroll responsibilities are shared, with approximately 1.0 FTE to carry out accounts payable functions and 1.5 FTE for conducting payroll functions. One Purchasing agent oversees the Town's procurement function and assists with some procurement at TPS. The Town also has an internal auditor position.

The Town's HR functions are performed by the Personnel manager and one secretary who are responsible for recruitment, hiring, benefits administration, and all civil service testing. The Personnel manager also serves as the clerk of the Town's Civil Service Board.

Shared Services Recommendations

***Recommendation 3.1: Consolidate the accounts payable and payroll functions of the school district into the Town's Finance Department*.**

Many of the processes involved in the accounts payable, payroll, HR, and purchasing functions are similar for each entity and are prime candidates for establishing a shared services arrangement, with payroll and HR functions in TPS being more complex due to different regulations, pay calendars, unique recruiting needs, and other factors.

There are four major reasons for sharing administrative services:

1. Lower cost due to fewer supervisory positions – in finance, there are leadership positions over each unit that are highly credentialed (director of Finance for the Town and Business administrator for TPS). If the Town and TPS were a single organization, its size would not dictate two senior finance positions. While both organizations have separate financial reporting responsibilities, these should be able to be addressed by mid-level managers.

2. More even distribution of work – workload data for fiscal year 2011-12 accounts payable, purchasing, human resources, and payroll functions are presented in Table 3.1. Each line represents a workload measure in relation to FTE staff for Town and TPS administrative services. While the workload (per Admin FTE) measures are consistent between the Town and TPS for HR and accounts payable, there are wide differences in the payroll function (as noted in the shaded boxes). Sharing services would help spread the volume of work more evenly.

Table 3.1. FY 2012 Workload Data for Town of Trumbull and TPS Administrative Functions

Workload Measure	Town			TPS			Workload Measure Town and TPS Combined
	Total	Admin FTE	Per Admin FTE	Total	Admin FTE	Per Admin FTE	
Number of Employees Served – HR	354	1.5	236	836	4	209	1,190
Number of Accounts Payable Checks Issued	6,293	1	6,293	6,194	1	6,194	12,487
Number of Payroll Checks Issued	7,224	1.5	4,816	8,852	1	8,852	16,076
Number of Payroll Direct Deposit Vouchers Issued	15,135	1.5	10,090	27,630	1	27,630	42,765
Number of Employees Served – PR	354	1.5	236	836	1	836	1,190

Source: Survey of TPS and Town financial staff

3. Improved internal control – sharing services will support improved internal control in two ways. First, by combining functions and staffs it will be easier to support segregation of duties. Segregation of duties is an important element of internal control in that it limits access to assets and business records by the same position. Second, with a combined staff, there are more opportunities for cross-training and back-up if one employee becomes ill or unable to work. TPS currently has one position that is responsible for its payroll function – without a back-up option. This places the organization at risk should the individual in this position be unable to perform the duties for any reason.

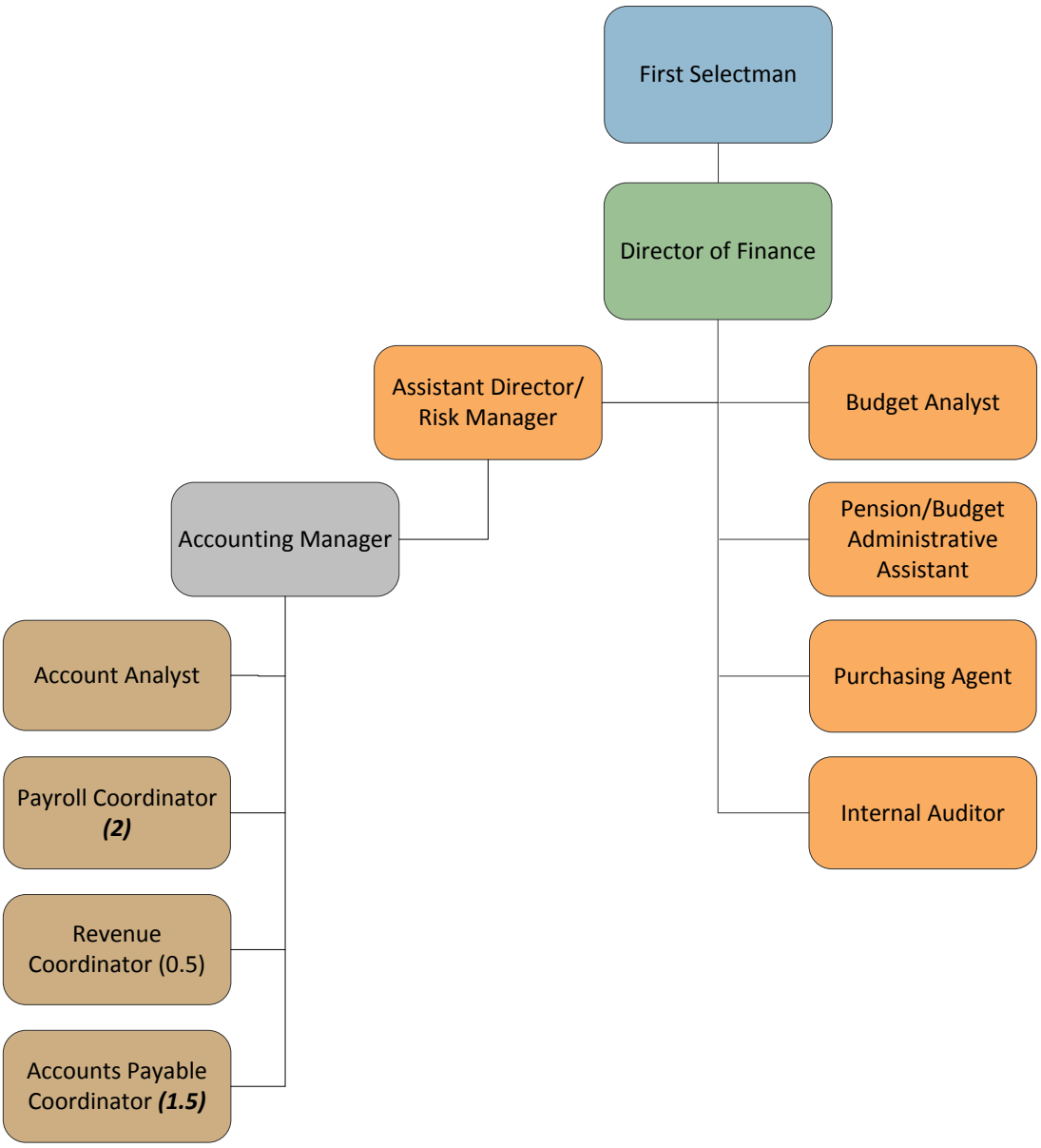
4. Lower cost – the combined effect of sharing administrative services will reduce the cost of operations. Establishing shared services for administrative functions will provide better management of these functions, will provide cross training opportunities, and can help to eliminate some costs for the Town and for TPS.

By consolidating the administrative functions of accounts payable and payroll, and transferring them into existing Town departments, one TPS position can be eliminated once the transition is fully implemented. The position proposed for elimination is the financial accounting secretary position. The positions proposed for transfer to the Town include the payroll assistant and the accounts payable assistant.

We propose that TPS and the Town move forward with planning for the consolidation and transition of accounts payable and payroll to the Town. These functions are transaction-based and are good candidates for a pilot consolidation test. After these achieve successful implementations, other administrative areas could be considered for increased collaboration and/or shared services.

Figure 3.3 shows a proposed organizational structure for the Town following a consolidation of administrative functions. The changes to the existing structure are in bold italics.

Figure 3.3. Proposed Organization of Town of Trumbull Consolidated Administrative Service Functions



Source: Gibson Consulting Group, Inc.

The TPS Business administrator should provide all financial reports to senior leadership and the board, and support to the superintendent, TPS department heads, and school principals in budget and finance issues. The TPS Business administrator's role should also include serving as liaison between the Board of Education and the Town's director of Finance. This position should report directly to the superintendent.

Fiscal Impact

The proposed consolidation of TPS's payroll and accounts payable functions with Town functions result in an annual net savings of $63,835 including salaries and benefits. This fiscal impact includes the elimination of the TPS financial accounting secretary position.

Effective implementation of this recommendation will require a significant planning effort during 2012-13, including negotiating with the collective bargaining units affected by a transition. Further, shared administrative services should not be implemented until administrative processes are re-engineered and information system use is maximized (see separate recommendation in Chapter 4 – Technology of this report).

Recommendation 3.2: Improve purchasing power by increasing collaboration on bulk purchases and increased use of cooperative purchasing arrangements.

TPS and the Town do not always collaborate on making purchases of bulk items such as paper and office supplies. This lack of collaboration could be costing Trumbull in terms of lost purchasing power. In addition, many of these items are simply purchased without obtaining competitive bids.

Chapter III, Section 6.G. of the Town Charter states "…All supplies, materials, equipment and other commodities required by any department, office, agency, board or commission of the town, including the Board of Education, shall be purchased by the purchasing authority in accordance with the purchasing policy as most recently adopted by the Town Council…"

As the Board of Education does not currently have a centralized purchasing department, the Town's Purchasing agent should absorb the purchasing function for TPS.

Trumbull also has several options for making purchases through bidding cooperatives such as its Regional Council of Government and The Cooperative Purchasing Network. These cooperatives usually charge small participation fees to vendors and allow towns and school districts to participate at no charge.

Fiscal Impact

By consolidating Purchasing functions, TPS and the Town can achieve better performance from vendors, greater purchasing power, and obtain better prices through more bidding or use of purchasing cooperatives. Though this is expected to result in savings for each entity, a fiscal impact cannot be estimated at this time.

Recommendation 3.3: Ensure that both the Town and TPS have regular internal audits that are based on comprehensive risk assessments.

Chapter VII, Section 1.C. of the Town Charter states that, "The Board of Finance shall appoint an internal finance and operations Auditor. Upon the direction of the Board of Finance, the Auditor shall have the authority to audit the finances and operations of any Trumbull Government entity, included but not limited to, the Town, the Board of Education, Enterprise Funds, Special Agency Accounts and any other government entity receiving and/or spending use charges and any other income. The Auditor shall present his/her reports to the Board of Finance."

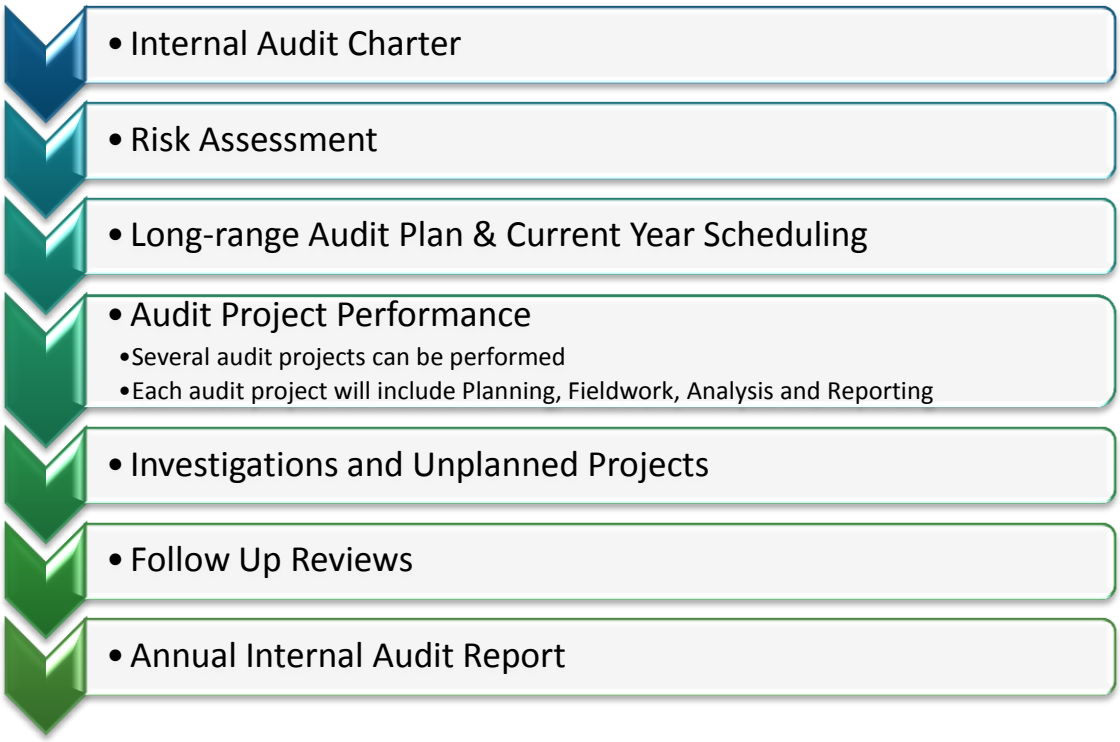
The Board of Education believes that the Town Charter is in conflict with state statute and that the Town does not have the authority to audit the school district. This matter is being clarified by Trumbull legal staff, but the issue of TPS needing to undergo routine audits remains a critical one.

The scope of the Town's internal audit function does not include TPS, even though TPS expenditures represent 64 percent of the Town's annual operating budget. Accordingly, the Board of Education should arrange for the audit of its functions, whether through the Town's internal auditor or through a contracted auditor.

The Town of Trumbull audits are conducted on an as needed basis. Recent audits completed include the Town's Leaf Program, Emergency Medical Services, Trumbull Senior Center, and the Town's Time and Attendance Reporting processes. A formal risk assessment has not been conducted in recent years. A risk assessment ensures that internal audit efforts are dedicated towards the highest risks for an organization. Such an assessment should be conducted every five to seven years.

A risk assessment informs the internal auditor as well as governing authorities of an entity's high-risk areas, which should receive immediate attention. Lower risk areas can then be subject to internal audits on a cyclical basis. Audits of specific programs or functional areas should be mapped against a five-year calendar in the development of a long-term audit program plan. Special projects or investigations may occur outside this plan based on specific needs identified by the governing body. Figure 3.4 presents the key components of an internal audit function.

Figure 3.4. Internal Audit Function – Major Steps



Source: Gibson Consulting Group, Inc.

Fiscal Impact

The Town and TPS should consider hiring an outside firm to conduct an independent risk assessment and develop an annual audit plan for both entities. Any arrangement with an outside auditor should include a transfer of knowledge so that an internal auditor can perform these functions in future years. Hiring an outside auditor would cost approximately $25,000. No other additional audit resources should be needed. The full-time position that exists now should be sufficient to carry out the new responsibilities. However, the focus of the internal auditor's efforts may change based on the risk assessment.

Having the Town's internal auditor include TPS in its audit scope is the most cost effective way to accomplish this recommendation. If this option is pursued, the Board of Education should have input as to the selection of the Town's auditor.

Efficiency Recommendations – Town of Trumbull and TPS

Recommendation 3.4: Implement an automated timekeeping system for both the Town of Trumbull and for Trumbull Public Schools.

The Town of Trumbull relies on a manual and paper-intensive time reporting process. Town employees fill out manual timesheets which also must be manually entered, reviewed, and approved. Town Human Resources staff compare the data entered to paper timesheets for accuracy.

An April 2012 internal audit of the Town's time and attendance reporting was critical of the process and identified weaknesses and risks associated with Town processes. That report recommended the implementation of a timekeeping system.

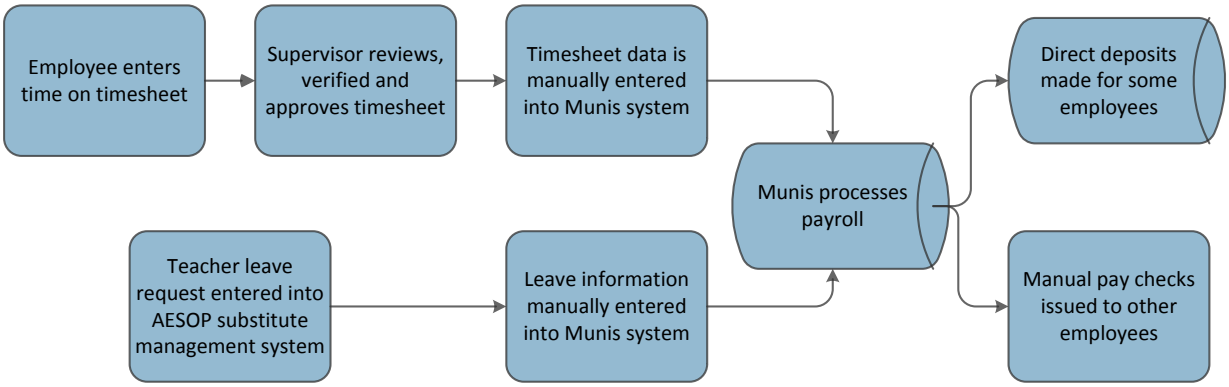
TPS previously purchased an automated timekeeping system, but abandoned it before full implementation. In 2003, TPS purchased KRONOS, an automated timekeeping system commonly used by municipalities and school systems. KRONOS allows for time entry through a variety of methods including swipe cards and logging into a computer. One of the significant benefits of such a system is that individual employee timesheet data can be uploaded automatically into the payroll system, eliminating the need for manual data entry. Employee time records can also be routed electronically to supervisors for review and approval, eliminating or reducing the need for paper documents.

Although the KRONOS system was installed with swipe stations throughout the district, it was never fully implemented and those using the system – hourly staff which included paraprofessionals and custodians – were required to use KRONOS in addition to the former punch time clock system.

Current TPS business office staff members are not aware of the reasons for the system not having been fully implemented, nor the reasoning behind ultimately terminating its use. However, turnover in the Business administrator position was likely a key reason for the implementation having not been completed. In addition, business processes were not re-engineered before implementation. This likely contributed to the abandonment of the system.

The lack of an automated timekeeping system contributes to a paper-intensive and time consuming process. Figure 3.5 presents a process map of the current timekeeping and payroll process. The blue boxes indicate a manual process; the red boxes indicate an automated process.

Figure 3.5. Current Timekeeping and Payroll Process Map



Source: Based on interviews with TPS and Town staff

TPS also uses a separate software product called AESOP to manage substitutes and report leave time. Regular teachers call in or log in to the system to report when they are going to be absent, and the system posts job assignments to a website for substitute teachers to check. In addition, the AESOP system is used by all district employees for reporting their absences. The AESOP system is not integrated with the Munis payroll system, so all TPS payroll data are entered manually by various people throughout the district.

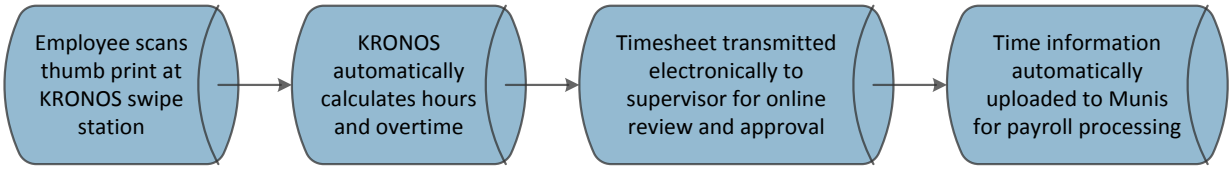
The district uses manual time clocks for hourly employees such as custodians and food service workers. An employee in the Plant Maintenance Department enters regular and overtime hours worked by custodial staff into the Munis system, while a Food Services Department employee enters the time worked for cafeteria employees. The time for these employees is manually calculated, and then entered directly into the Munis payroll system by these respective departments.

The payroll assistant in the Business office is responsible for entering employee time information into the Munis system for paraprofessional substitutes, tutors, and teacher extra time. On a weekly basis, the payroll assistant enters anywhere from 250 to 500 manual timesheets.

The district has a 10-month employee in the HR Department responsible for tracking and reporting all employee leave. Because the person in this position does not work during the summer months, all employee leave taken during the summer is entered to the system upon the employee's return in the fall.

The Town should purchase KRONOS for use by the Town and TPS, and integrate it with Munis. This will eliminate virtually all the manual forms currently used, and streamline processing through automatic calculations, verifications and online approvals. Further, many Munis customers have this interface, so the Town will not have to incur the cost of a customized integration effort. Every step in the process after full implementation of this recommendation will involve automation, as depicted in Figure 3.6.

Figure 3.6. Timekeeping process after KRONOS implementation and integration



Source: Gibson Consulting Group, Inc.

Fiscal Impact

To determine cost estimate for this recommendation, Gibson obtained pricing information from the KRONOS company. Separate pricing information was gathered for TPS's and the Town's time systems, but the assumption was made that the applications could use a shared server, thus allowing for a degree of savings. Since lost swipe cards were an issue with the first attempt made to convert to KRONOS, a price quote for biometric time clocks was also requested which allows employees to scan a thumb print to clock in. The licensing and implementation/integration cost for the Town will cost be between $63,000 and $82,000, while the cost for TPS ranges from $89,000 to $116,000.

These fiscal impacts are conservative in that they represent the higher range of what this would cost to implement. For instance, using swipe cards stations instead of biometric stations would be more cost effective. In addition, consolidating and having a single time keeping system rather than dual systems would also be more cost effective.

TPS and the Town should also consider having KRONOS conduct employee training upon implementation. Training would range between $10,000 and $15,000. Annual maintenance fees will cost approximately $20,000 after implementation.

Numerous efficiency and internal control improvements will result from the use the automated system, reducing work demands of a consolidated timekeeping and payroll process.

Recommendation 3.5: Implement a mandatory direct deposit policy for both the Town and TPS.

While each entity makes some use of direct deposit for paychecks, a large portion of both Town and TPS employees continue to receive paper checks.

School districts and other entities requiring mandatory direct deposit experience a greater level of efficiency and lower costs in the payroll process. In addition to the savings associated with issuing fewer checks, such policies reduce the amount of time required to sort, distribute, and protect paychecks, and reduce time required to handle lost paychecks. Direct deposit allows employees to have quicker and more convenient access to their funds. Employees who do not have bank accounts can have access to their net pay through agreements with local banks or credit unions, allowing employees to use debit-like cards to access to pay.

Another advantage to direct deposit is that the banking institution is responsible for abandoned property, so the state reporting and submission of un-cashed employee paychecks is no longer the responsibility of the Town or of TPS.

Fiscal Impact

There are no separate cost savings associated with this recommendation, but its implementation will increase efficiency in the payroll process, further reducing the work demands of a consolidated payroll function.

Recommendation 3.6: Streamline the payroll process by moving to less frequent payrolls.

Payroll for each entity is made overly cumbersome by too-frequent pay periods. Town employees, for example, are paid every week. Some TPS employees are paid weekly, others every two weeks. Each payroll involves a series of processes and the issuance of checks, resulting in a large number of transactions. By reducing the number of payrolls – to monthly, bi-weekly or a combination thereof – less processing time will be required for fewer paycheck transactions.

Fiscal Impact

This recommendation will require that timekeeping processes be reviewed and simplified prior to implementing an automated timekeeping system. There is no separate fiscal impact associated with this recommendation, but it will result in more efficient and effective operations, further reducing the work demands of a consolidated payroll function.

Recommendation 3.7: Incorporate efficiency measurement into the Town's and TPS's budget development processes to ensure efficiency in future years.

In part, this study was conducted to answer questions about efficiencies, including but not limited to shared service opportunities between the Town and TPS. While this study takes a snapshot of efficiency at this point in time, future measurement can only be supported by the incorporation of efficiency measures into the budget process. This will shed more light as to what is going on behind the numbers, and provide board members, Town Council members and other stakeholders with the transparency needed to answer the question – are we efficient?

Attached to this report (Attachment B) is a list of recommended efficiency measures for TPS and the Town to track on an ongoing basis. Measures should be tracked centrally through a controlled data collection process, and reported on annually in conjunction with the budget process.

Fiscal Impact

This recommendation will require an initial invest of time to develop efficiency measures. The Town and TPS can begin by having each department develop three to five measures for which they think they

should be evaluated. The Town's director of Finance and the TPS Business administrator should review the measures and provide feedback to each department head.

Over time, the measures can be expanded upon and fine-tuned as necessary.

Efficiency Opportunity – TPS

Recommendation 3.8: Improve financial transparency by overhauling the TPS chart of accounts.

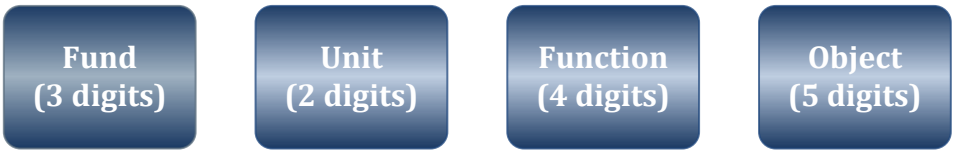
There were several factors identified during this review that were found to significantly limit the transparency of spending at TPS. These need to be addressed regardless of what shared services or other efficiencies are implemented.

The chart of accounts is a listing of account names that explain the purpose of a financial transaction and to segregate expenditures, revenues, assets, and liabilities. Salaries, supplies, travel, and professional fees are examples of expenditure account names listed in a chart of accounts. The account code structure and code definitions are extremely important in providing the necessary transparency of spending.

In school systems the chart of accounts is more complex than other organizations, with multiple sub-structures to support different departments, locations/schools, programs, functions, funds and types or object of expenditure.

The Town and TPS use the same financial system – Munis – to support its financial transactions, although each maintains its own separate Munis system and chart of accounts. This system is a commonly used software product for both municipalities and school systems around the U.S. and provides a flexible account code structure that can meet reporting needs. The Town's account code structure is less complicated and account names are clearly defined and distinguishable from other codes. This is not the case with the TPS chart of accounts.

The following elements represent the account code structure for TPS:



Source: Trumbull Public Schools

- Fund (3 digits) – represents the funding source for an expenditure, such as the general fund or a grant program fund.
- Unit (2 digits) – used to represent a function, such as technology or maintenance. Also used to represent a location (school name) or program (regular instruction, special education).

- Function (4 digits) – may represent a sub-program or sub-function (Mathematics, Guidance Counselors), as well as a category or object of expenditure (utilities).
- Object (5 digits) – generally used to describe the type of expenditure (for example, 51xxx accounts are reserved for salary expenditures; 52xxx account are for employee benefits expenditures); some object codes also reference school names or department names.

This structure does not provide for separate delineation of TPS expenditures needed to provide a clear view of spending. Within this structure, several items appear to be miscoded, overstating or understating the cost of a particular department or function. For example, custodial "supplies" expenditures for 2011-12 were $1,002,173; however, only $151,000 represents actual custodial supplies. The remaining $850,000 was for district-wide utilities. All utilities costs are charged to a custodial services unit code instead of a plant operations code.

The following mutually exclusive categories of expenditure should be used to track TPS spending:

- Fund – no change.
- Function – this should represent functions only, such as direct instruction, human resources, transportation, and technology.
- Program – this should represent identified programs only, such as regular education, special education.
- Organization / location – this should represent only the location of the expenditure, regardless of the department or responsibility center.
- Department / responsibility center – this should represent only the budget responsibility for the expenditure. In some cases this may mirror the function or program code, but in many cases it will not.
- Object – this should present the type of expenditure only, without reference to a function, program, organization or department

While many states prescribe a standard chart of accounts for school systems, Connecticut does not. However, the topic has been discussed recently and language has been attached to Senate Bill 24 this year. Advocates contend that "particularly in light of the proposed increase in foundational funding, a statewide standard chart of accounts is needed to improve the transparency and public accountability for state education dollars and to ensure that current and additional education dollars are spent on effective initiatives and programs." Upon review of the state's legislative website, it appears that this bill has been tabled in the Senate (as of April 2012).

Fiscal Impact

TPS should implement these account code changes for application in the 2013-14 school year. This will require an investment in outside consulting services ($15,000) to assist in the account code definition and conversion of prior account numbers to new account numbers.

Recommendation 3.9: Conduct a detailed audit of the TPS payroll function, including employee leave reporting processes.

TPS has a single payroll assistant position responsible for processing employee pay, with no other position trained as backup. The assistant works overtime, and has remote system access to work from home in order to complete the district's payroll. Having a sole individual responsible for an entire process places the district at risk if for any reason the payroll assistant is unable to work (e.g., illness). In addition, it is an internal control weakness to have only one individual in charge of a process without checks and balances in place. Accordingly, a payroll audit should be performed before the end of 2012. The Board of Education can request an audit from the Town's internal auditor or hire an outside internal auditor.

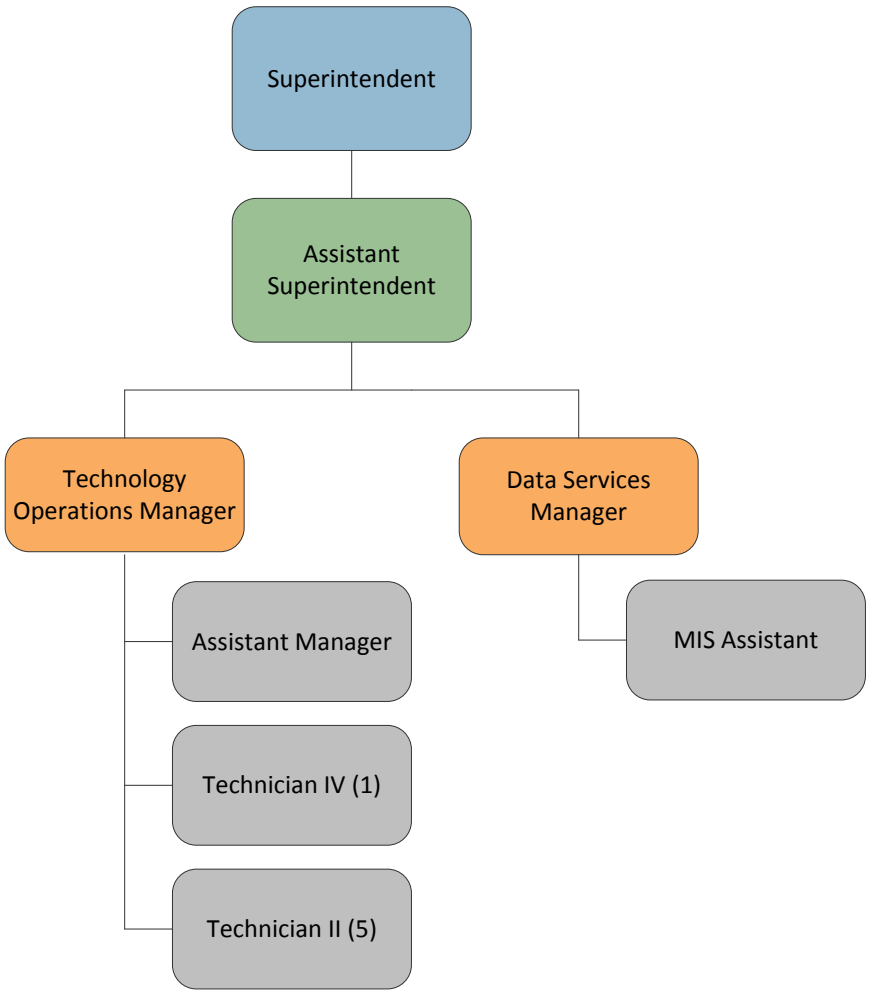
Fiscal Impact

If an audit is conducted by the Town's internal auditor, there would be no fiscal impact associated with this recommendation. However, should be Board of Education choose to outsource a payroll audit, the cost would be approximately $10,000 to $15,000.

Chapter 4 – Technology

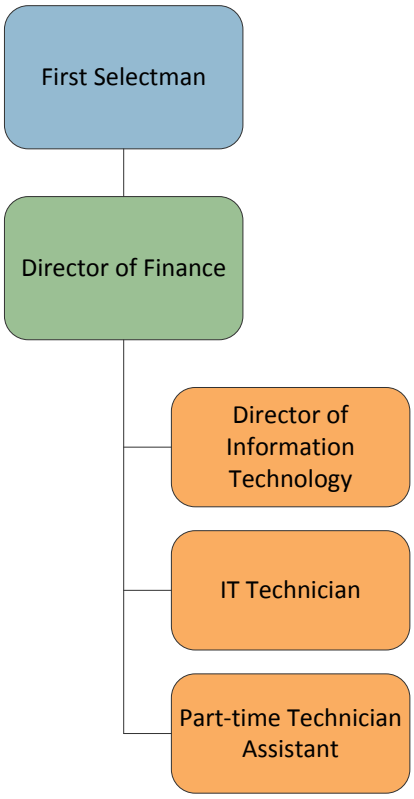
The Town of Trumbull and TPS each maintain their own technology departments and infrastructure. Figures 4.1 and 4.2 show the organization of the respective technology functions.

Figure 4.1. Information Technology Organizational Structure, TPS



Source: TPS organization chart, 2011

Figure 4.2. Information Technology Organizational Structure, Town of Trumbull



Source: Town of Trumbull organization chart, 2011

TPS's Technology Operations unit is responsible for procuring, installing, and maintaining the district's computer hardware and software. The Technology Operations manager, who is responsible for developing policy, evaluating user needs, technology planning and budgeting, oversees a staff of six technicians. Technicians are assigned maintenance and service responsibilities for the district's networks, copiers, telephones, and computer equipment. The Data Services unit of TPS is staffed with a Data Services manager and a Management Information Systems assistant who are primarily responsible for maintaining the district's Student, Finance, and Human Resources information systems (often referred to as the Enterprise Resource Planning or ERP systems).

The Town of Trumbull's technology functions report to the director of Finance, with day-to-day oversight provided by the director of Information Technology. In addition to the 2.5 employees in the Technology Department, the Town has two full-time technology positions housed in the Police Department and the Library Department to maintain the operating systems of those departments.

Shared Services Opportunities

Recommendation 4.1: Investigate opportunities for consolidated or shared information technology (IT) services between the Town and TPS and develop a consolidated IT plan.

There are opportunities for consolidated or shared technology operations that could result in better service, greater efficiencies, and cost savings. However, while services could be shared, any decisions regarding consolidation of Town and TPS technology functions should not be made until the district decides on a technology plan the organizations are willing to fund.

The areas for shared services or increased collaborations of services include the following:

- Munis and other applications
- Technical support
- Disaster recovery plan and activities
- Network broadband consolidation and joint negotiation for services
- Wireless services including cell phones

Perhaps the greatest opportunity for sharing of IT services is the migration to a single ERP system. TPS and the Town currently both use the same system, but they maintain separate licenses and maintenance fees as well as each hosting the systems on separate servers. According to Tyler Technologies, the company that developed the ERP system used by the Town and TPS, migrating to a single system while maintaining the functions that TPS and the Town need is a viable option for Trumbull. The single Munis system can be customized to meet each entity's operating needs. Currently, the city of Bridgeport and Bridgeport Public Schools use a single Munis system, and the Town of Newtown and Newtown Public Schools are in the process of consolidating their systems.

Another area that could provide efficiencies is that of combined technical and helpdesk support. TPS and the Town each maintain their own technical support functions, yet applications support for Munis and email as well as hardware troubleshooting could be performed by either a TPS or Town technician. This will not result in cost savings, but would make each area more efficient through a better distribution of the workload.

Neither TPS nor the Town has adequate disaster recovery plans for its technology, exposing both organizations to unacceptable levels of risk in the event of a flood or fire. This area represents another opportunity for sharing efforts. TPS should collaborate with the Town on developing a consolidated disaster recovery plan that identifies alternative operating locations in case of a local disaster. TPS and the Town should also work jointly to test their plan.

Some IT services are generic enough in nature to allow for shared services opportunities. Examples of this include network broadband service and wireless cell phone service. If TPS and the Town consolidated their broadband and/or cell phone providers, they could achieve greater negotiating

power. Actual savings are likely but cannot be determined until the vendors are contacted by the Town's Purchasing agent.

Fiscal Impact

While it is clear that there is cost savings potential in sharing these types of IT services, developing a fiscal impact is difficult because of the complexities of pricing structures for IT services. However, as an example of the potential saving available, if the Town and TPS were to consolidate its ERP systems into a single shared system, approximately $92,000 in licensing and maintenance fees savings could be realized.

Efficiency Opportunities – Town and TPS

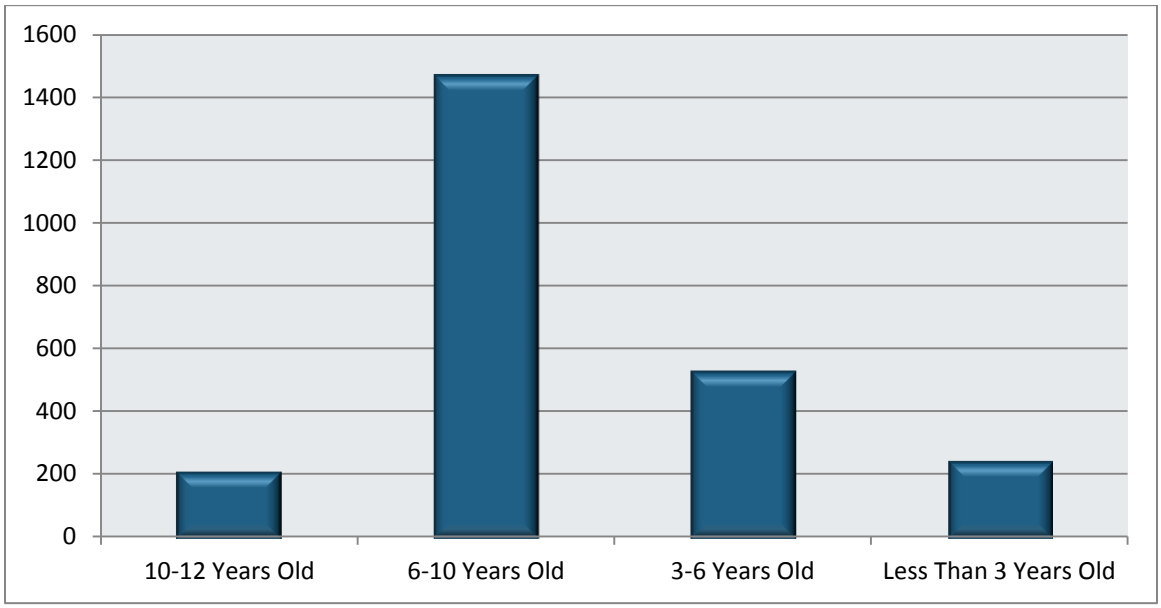
Separate from opportunities to share technology services there are specific areas that need to be addressed by both the Town and TPS to improve their collective ability to support efficient operations through the expanded use of technology. The two primary areas are (1) needed investments in computer equipment and network infrastructure, and (2) expanded use of administrative software to support more efficient work processes.

Recommendation 4.2 Upgrade technology equipment and network infrastructure based on current and future needs.

TPS's technology supporting administrative and instructional functions is outdated. The average computer is more than six years old, and some schools do not have WiFi connectivity. These limitations affect the ability of TPS to maximize its use of technology to support efficient practices.

Figure 4.3 presents the age of computers used by TPS in 2011-12, by range. Out of 2,488 computers, 1,675 or 67 percent are more than six years old and 8 percent are more than 10 years old. All computer equipment purchases are made through the Town's bidding process, and all computers have energy saving software that powers down the computer after a period of being idle.

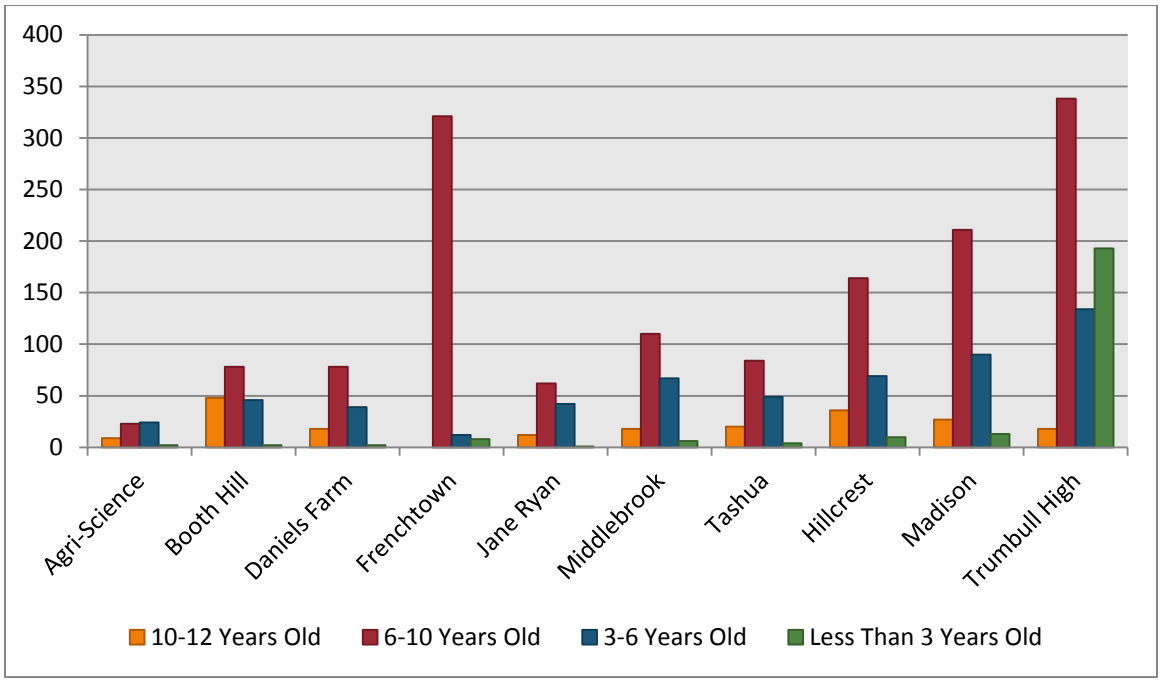
Figure 4.3. Trumbull Public Schools Age of Computers – 2011-12



Source: Trumbull Public Schools, summer 2012

The distribution of old equipment is not isolated to specific schools. As indicated in Figure 4.4, only the high school has noticeable inventory of computer equipment less than three years old. Older equipment must be run by older operating systems, which in turn may or may not be able to run current application software. Older equipment also has slower processing speeds, which can adversely affect teaching, learning, and administrative efficiency.

Figure 4.4. Trumbull Public Schools Age of Computers, by Location – 2011-12



Source: Trumbull Public Schools, summer 2012

Currently, only one school has wireless connectivity and in this school the access is limited. Wireless connectivity will be available at the high school once renovations are complete. This restricts the ability of schools to use current technologies such as tablet computers to provide a more efficient learning environment.

The Trumbull Town Hall does not have WiFi connectivity either, but the Board of Finance recently approved funding to establish wireless capabilities.

The district's long-range technology plan reflects these and other shortcomings and identifies action items to address them. However, the investment in technology has not been a high priority in either TPS or the Town's budgets, and as a result these plans have gone largely unfunded. The 2012-13 TPS budget includes funding for some computer equipment upgrades, but this level of investment will not sufficiently address the equipment and networking needs.

Equipment purchasing alone will not address the Town's or TPS's technology needs, and the purchasing of desktop or laptop computers may not reflect the wisest investment. The Town and TPS should evaluate successful practices by other school systems and towns to become more effective and efficient through use of current technologies. For instance, "cloud" computing (the use of hardware and software computing devices that are delivered as a service over the internet) is proving to be a feasible solution that allows for significant cost savings potential.

In one best practice example, Tyler Independent School District, a Texas school system with over 18,000 students, is using "desktop as a service" which is a cloud-based system to virtualize student and teacher computers. District users' unique computer content is saved in large storage servers and served to users over the broadband internet connection wherever they are and whichever device they use to access it. Another significant benefit comes from reduced support needs. Most of the operating system and application-originated support issues can be fixed because the working copy of each desktop lives as an image on servers and can be reinstated instantaneously without touching the user's hardware.

In addition to potential hardware savings, cloud computing allows for efficiencies in applications hosting. That is, the hardware used to house and maintain software is eliminated. Cloud computing offers excellent potential for sharing opportunities between the Town and TPS, for both administrative and academic purposes.

Another concept being piloted by many schools are "bring your own device" policies. This is working well in districts such as Trumbull where many students may already own personal computing devices such as tablet computers and laptops. Students are encouraged to bring their own units to class where they will be set up with the appropriate software and internet filters. These kinds of polices allow school systems to more cost effectively transition to "electronic" textbooks. In addition, students typically charge their devices at home, saving the district in utility costs.

Fiscal Impact

The fiscal impact of upgrading technology at the Town and TPS will depend on the strategy pursued.

Recommendation 4.3: The Town of Trumbull and TPS need to fully implement Munis, and TPS needs to eliminate duplicate information systems.

The Town of Trumbull and Trumbull Public Schools each use the Munis ERP system for finance, budget, payroll, and human resources. Though Munis is a robust and powerful system, neither entity is using the system to its fullest capabilities. In addition to consolidation of licenses, both organizations need to enhance their use of Munis to gain efficiency advantages.

While both the Town of Trumbull and TPS use the Munis human resources module, neither uses the "position management" application. Position management supports the tracking of budgeted positions, filled and unfilled, for full and part-time staff and is essential for budgetary control. Both the Town and TPS struggled to provide requested staffing information because this module was not being used.

At TPS, Munis does not appear to have been configured at installation (almost a decade ago) to meet the reporting requirements of the school system. As a result, another separate *Filemaker Pro* data system (similar to but not an actual database software application) was developed and in recent years has been used as the primary source for human resources information. It is also used to support the district's financial and budget data. This dual system requires double entry of data and the upkeep and maintenance for the database system has prevented TPS staff from fully learning and using the Munis system, resulting in limited productivity and meaningful data analysis. In addition, schools and departments are provided semi-monthly budget reports from the database system which they must reconcile with their own departmental system – usually detailed expenditures tracked in spreadsheet format – as well as the Munis system. The database system provides users with a snapshot of their budget, expenditure, and staffing data; that is, the data are only current through the date in which the reports are generated. Munis data, on the other hand, are available in real-time and constantly up to date.

The former Business administrator, who developed the alternate system, recently resigned and there is no other TPS employee that is familiar with the details of the *Filemaker Pro* system. This has placed the school system in a difficult position of having an information system it cannot maintain on its own. The approach also has precluded the district from fully implementing and maximizing newer versions of the Munis software.

TPS needs to commit to the Munis software that it owns and use it as the primary source for all information. Information can be downloaded from Munis to systems used to generate reports for presentation and analyses, but these systems should be integrated with Munis and not require duplicative data entry.

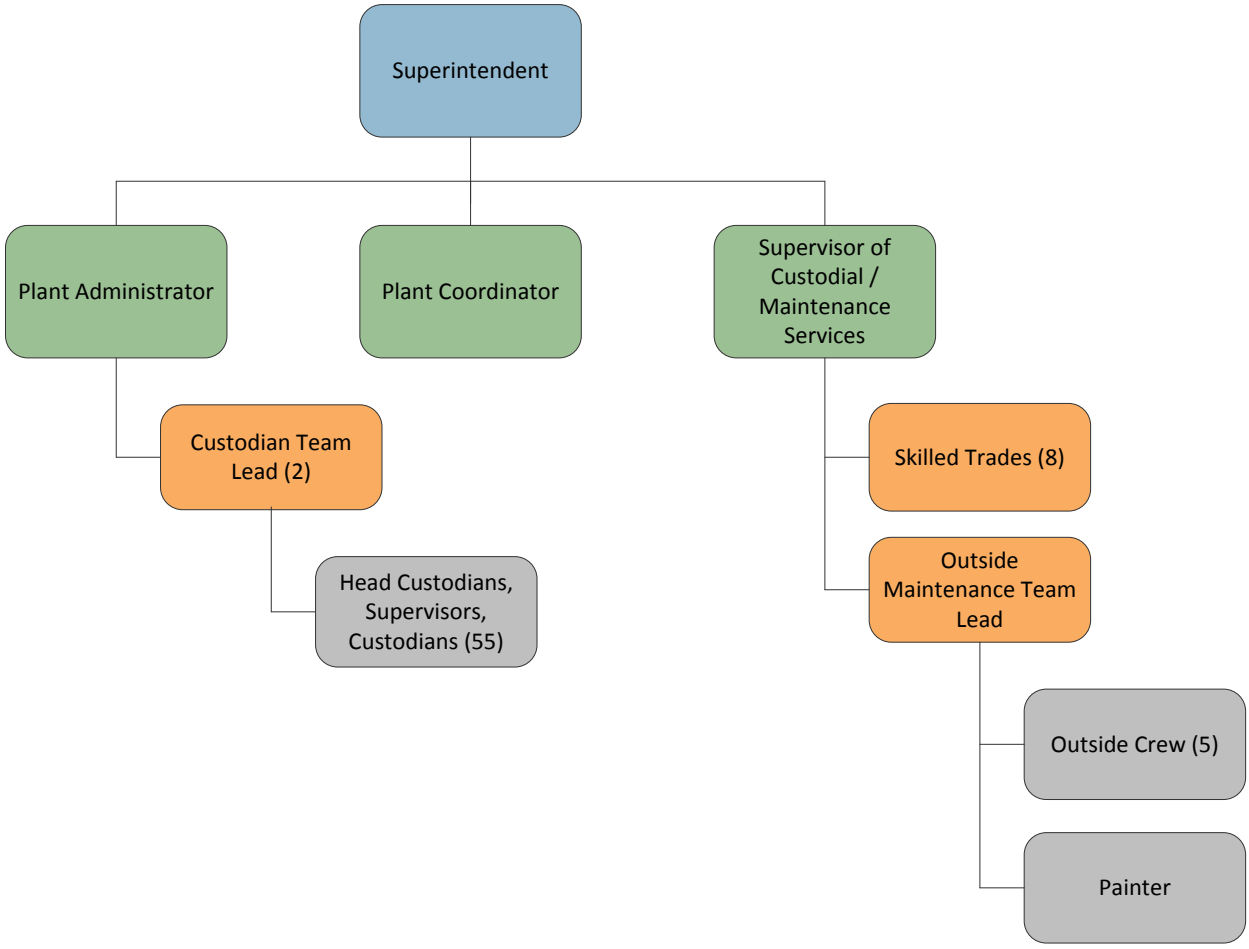
Fiscal Impact

The fiscal impact resulting from implementing this recommendation is a one-time cost of $10,000. Munis offers a three-day on-site review at a cost of less than $5,000 to evaluate customer use of their system. If additional modules are purchased, the cost of the review is deducted from module cost. Gibson recommends that the Town and TPS hire their own consultant (at an additional cost not to exceed $5,000) to represent their interests during this review to ensure that the vendor does not attempt to oversell software.

Chapter 5 – Maintenance and Custodial Services

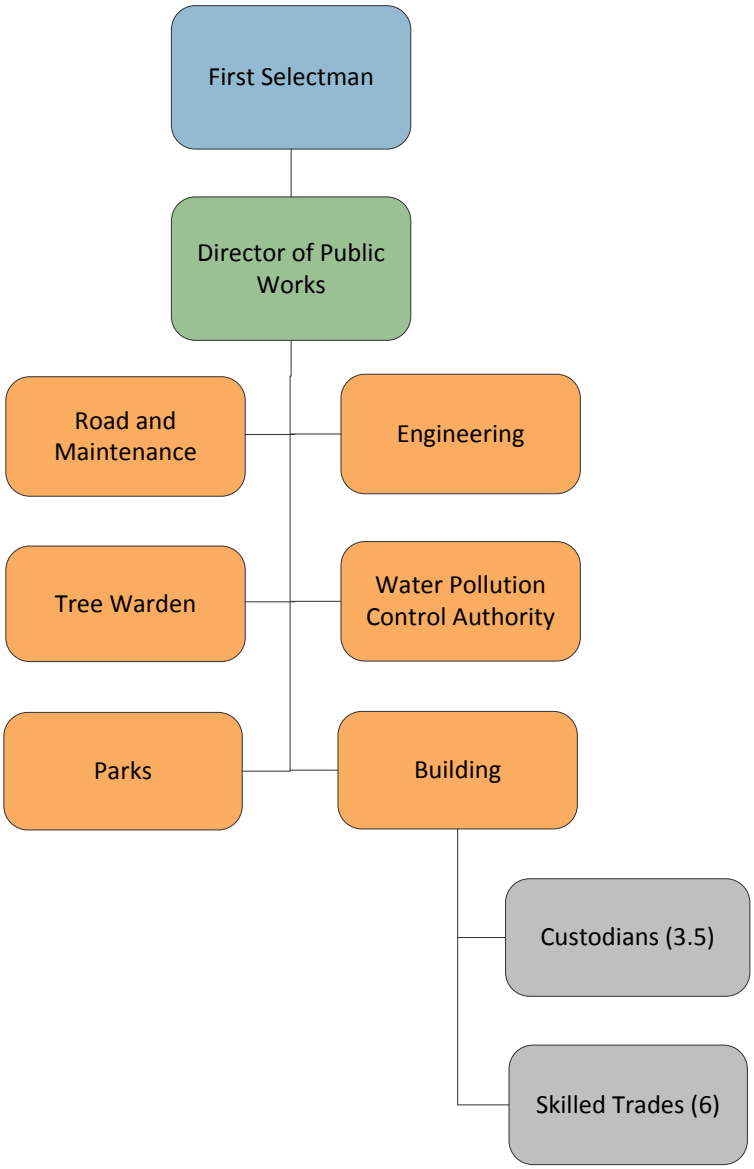
The Town of Trumbull and Trumbull Public Schools each maintain separate custodial and maintenance functions with limited sharing or coordination of services. The organizational structures for each entity are displayed in Figures 5.1 and 5.2.

Figure 5.1. Organization of Custodial and Maintenance Functions, TPS



Source: TPS Organization Chart, 2011

Figure 5.2. Organization of Custodial and Maintenance Functions, Town of Trumbull



Source: Town of Trumbull Organization Chart, 2011

TPS has three manager positions reporting to the superintendent: the Plant administrator, who oversees custodians, the Supervisor of Custodial and Maintenance Services, who oversees maintenance workers, and the Plant Coordinator who prepares facilities budgets and oversees energy usage.

The district's 55 full-time custodians work in two teams providing services to all schools and to administrative offices. Each team is led by a custodian team lead, with each location having a head custodian to supervise day-time shifts. The middle schools also have a night supervisor to oversee night shifts. In addition to the 55 full-time custodians, the district has a pool of 19 substitute custodians.

TPS has several skilled trades positions including two painters, one electrician and one electrician's helper, a plumber, a carpenter, an HVAC technician, an automobile mechanic, and one roofer who also

conducts indoor air quality inspections. Work orders are managed through an automated work order system, but there is no formal preventive maintenance program whereby preventive maintenance work orders are scheduled and entered into the system.

The Town's custodial and maintenance functions fall under the Public Works director, who is also responsible for Engineering, Road and Maintenance, Tree Warden, Parks, and the Water Pollution Control Authority. The Town of Trumbull has outsourced its custodial efforts, but maintains 3.5 FTE custodians to provide onsite services during working hours.

The Town of Trumbull has two masons, an electrician, a painter, a plumber, and a carpenter on staff, in addition to maintaining agreements for on-call trades including plumbing, electrical work, HVAC repair and maintenance, and carpentry work.

TPS and the Town of Trumbull cooperatively maintain the outdoor fields at Hillcrest Middle Schools. The Town has hired an outside contractor to maintain these fields, and TPS maintenance staff oversees the work of the outside contracted workers. The Town and TPS also have informally cooperated in paving projects and snow removal in the past. In addition, TPS has swimming pools at Hillcrest Middle School and Tashua Elementary School that are open to the public. School maintenance and custodial staff maintain the pools while Town staff manages pool programs and schedules.

Shared Services Opportunities

Recommendation 5.1: Consolidate Town and TPS maintenance functions.

Because of the overlapping technical skills, the TPS maintenance department could be consolidated into the Town to improve efficiency. This would also eliminate the need for two maintenance facilities. One supervisory position could be eliminated upon consolidation. Any other position reductions should not be made until a formal preventive maintenance program is implemented and total maintenance needs are identified and compared to existing skill sets.

Fiscal Impact

A consolidation could result in annual savings of $111,077 in salaries and benefits (24 percent) in the management of these functions. This figure represents average salary for one full-time manager position. The operating cost of eliminating one of the maintenance facilities is not expected to generate material savings, as this facility could be used for other purposes.

Efficiency Opportunities – Town and TPS

Recommendation 5.2: Conduct a comprehensive energy audit.

Comprehensive energy audits consider opportunities for long-term energy cost reductions and identify available sources of investments from grants, federal funds, utility rebates, performance contracting, and state reimbursements. Typically, a management company contracts with an entity to identify

energy savings, invests in retrofits to achieve the savings, and keeps any realized savings for a five-year period.

During 2010-11, TPS (a larger consumer of energy than the Town of Trumbull) spent $1,734,117 on electricity for its facilities. With 1,119,059 total square feet of facility space, this equates to a cost of $1.55 per square foot. Gibson obtained electricity costs for New Haven Public Schools (NHPS) and for Bridgeport Public Schools (BPS), and found that their electricity costs per square foot were well below that of TPS. NHPS, which has undergone an energy audit and has implemented energy-savings features, has an electricity cost of $1.08 per square foot. BPS, which has had approximately 20 to 30 percent of its older buildings retrofitted with energy saving lighting, among other energy savings measures, has an electricity cost of $1.15 per square foot. On average, TPS electricity cost per square foot is almost 40 percent higher than these two school systems.

Some of the differences in electricity cost are due to a higher rate per kilowatt hour. The Town and TPS are contractually committed on an existing electrical service agreement through 2014. However, at that time a more competitive rate can and should be negotiated.

The Town is currently negotiating an agreement with an outside contractor for energy efficiency upgrades for the Trumbull Town Hall facility and for the Trumbull Police Station.

Fiscal Impact

Through the conduct of a comprehensive energy audit of the Town and TPS, and through future renegotiation of rates, it is expected that electricity costs alone could be reduced to $1.20 per square foot – resulting in an estimated $400,000 annually. Additional savings in other areas, such as gas, compressed natural gas, and other energy products could also be achieved.

Instead of contracting with an energy management company, the Town and TPS could include the facilities retrofits in their bond programs, thus allowing the annual energy savings to accrue directly to them rather than to an outside company.

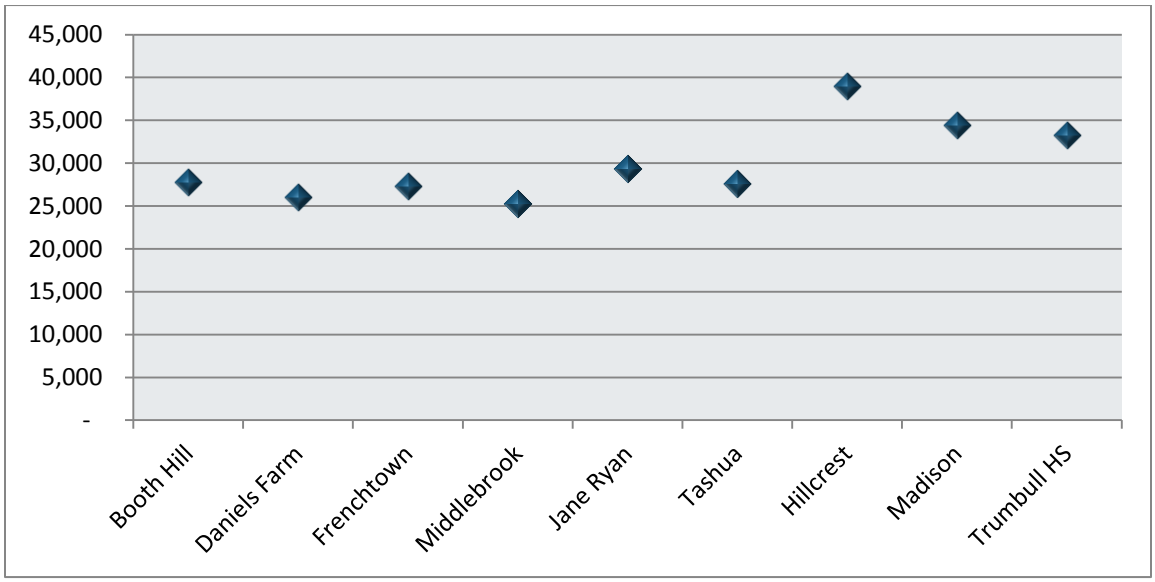
TPS Efficiency Opportunities

TPS custodial services staff cleans all the schools and administrative offices on a daily basis, applying standardized and well documented cleaning procedures. In 2011-12, 55 TPS custodians cleaned approximately 1.1 million square feet of space, reflecting an overall (day shift and night shift) productivity rate of 20,000 square feet per custodian. TPS appropriately schedules most of its staff for after school cleaning. Virtually all custodians work a 260-day schedule each year.

The School Facilities Maintenance Task Force, the National Forum on Education Statistics and the Association of School Business Officials International (ASBO) develop national standards for night shift custodial productivity, ranging from 28,000 to 31,000 square feet per custodian.

TPS night shift productivity ranges from 25,000 to almost 40,000 square feet, as indicated in Figure 5.3. The elementary school productivity is lower because one full-time position is needed throughout the day do open up the school and perform daytime cleaning and minor maintenance work. The district's overall night shift productivity is good – reflecting an efficient operation. This is particularly noteworthy considering the amount of after-school activities that occur in TPS facilities.

Figure 5.3. TPS Gross square per custodian – night shift, 2011-12



Source: Trumbull Public Schools, summer 2012

There are two opportunities to make custodial services slightly more efficient; however there is a third opportunity to substantially reduce the cost of the operation all of which are discussed below.

Recommendation 5.3: Over the next three years, convert up to 25 percent of the custodial work force from 260-day to 186-day schedules.

A full custodial staff is not necessary during the summer months when school is out. A smaller portion of the staff can conduct the one-time annual "deep" cleaning of the facilities. In other school districts, up to 50 percent of custodians can be converted to a shorter work year; however, since TPS has an extensive summer program offering that require custodial services, it is recommended that only 25 percent of the custodial workforce undergo this conversion.

Fiscal Impact

Assuming that 25 percent or 14 positions could be converted (through attrition) from a 260-day to a 186-day schedule, the fiscal impact would be an annual savings of approximately $174,000 once fully implemented. This assumes a $21 hourly rate (no impact on benefits).

Recommendation 5.4: Consider outsourcing custodial services.

The most significant savings opportunity available to custodial services is outsourcing. Under the current union agreement which expires July 1, 2014, TPS cannot subcontract custodial services if it results in a termination of a union position. After this date, however, TPS would be free to outsource this function unless sufficient wage concessions can be reached through negotiation. Currently the TPS average hourly custodial pay rate is approximately $21 and the total staff costs are $2.2 million a year. Based on research of private sector companies providing similar services to Connecticut school districts, this rate could be reduced by one-third – to approximately $14 per hour.

Fiscal Impact

Through outsourcing, TPS could reduce its custodial staff costs from approximately $2.2 million to $1.5 million a year, a savings of $700,000, beginning in 2014-15. This assumes the same number of FTE custodial staff.

Chapter 6 – Food Services (TPS)

The TPS Food Services operation is a self-sustaining and separate enterprise fund with an annual operating budget of approximately $2.3 million. The operation provides meals to students during the school year. Each school has a full-service kitchen, and full- and part-time employees are scheduled to prepare and serve the meals.

Labor productivity in school district food service operations are measured through meals per labor hour (MPLH). Meals are defined as meal-equivalents based on the criteria shown in Table 6.1.

Table 6.1. Conversion Rate for Meal Equivalents

Category	Conversion Rate
Lunch Meals	One lunch equals one equivalent
Breakfast Meals	One breakfast equals 0.66 meal equivalents
A la Carte Sales	Sales divided by $3 equal one equivalent

Source: School Foodservice Management for the 21st Century, 5th Edition.

There are two systems of meal preparation, the conventional (full-service) and the convenience kitchen. The conventional system involves using raw ingredients in the preparation of meals; the use of some bakery bread and prepared pizza; and involves washing dishes. In contrast, the convenience system maximizes the amount of processed foods and disposable wares. All TPS schools have conventional, full-service kitchens.

There are MPLH industry standards for food service operations as reflected in Table 6.2. Conventional systems measures are applicable to TPS.

Table 6.2. Industry Standard Recommended Meals per Labor Hour

Number of Daily Meal Equivalents	Conventional System		Convenience System	
	Low Productivity	High Productivity	Low Productivity	High Productivity
Up to 100	8	10	10	12
101 to 150	9	11	11	13
151 to 200	10.5	12	12	14
201 to 250	12	14	14	15
251 to 300	13	15	15	16
301 to 400	14	16	16	18
401 to 500	14	17	18	19
501 to 600	15	17	18	19
601 to 700	16	18	19	20
701 to 800	17	19	20	22

Number of Daily Meal Equivalents	Conventional System		Convenience System	
	Low Productivity	High Productivity	Low Productivity	High Productivity
801 to 900	18	20	21	23
901 and higher	19	21	22	23

Source: School Foodservice Management for the 21st Century, 5th Edition

If the MPLH rate is lower than the recommended rate, either the number of meals served is low or the number of hours worked is high. The number of hours worked is a function of two variables: the number of staff employed and the hours worked per worker. For schools with a MPLH below industry standards, the school food service operation would have to increase the number of meals served or reduce the number of staff or the hours worked by each employee to achieve the recommended MPLH productivity standard.

Recommendation 6.1: Implement a more efficient schedule to achieve an increase in Food Services staffing efficiencies.

Table 6.3 shows TPS food services labor productivity by school compared to the standards for conventional kitchens. Every school except Trumbull High School was at or near the high productivity target, reflecting efficiently staffed operations.

Table 6.3. TPS Meals per Labor Hour by School Compared to Industry Standards

School	TPS MPLH	Productivity Target	
		Low	High
Booth Hill	21.5	14	16
Frenchtown	17.1	14	16
Daniels Farm	17.7	13	15
Middlebrook	17.2	14	16
Jane Ryan	16.4	12	14
Tashua	14.2	12	14
Hillcrest	18.2	15	17
Madison	19.7	18	20
Trumbull HS	14.9	19	21

Source: Trumbull Public Schools, summer 2012

Trumbull High School maintains a bell schedule that prohibits attainment of higher MPLH rates in its cafeteria. According to the Food Services director and the high school principal, Trumbull High School, in 2011-12 and prior years, had four 45-minute lunch periods. This required food service staff to be serving for up to four hours daily. Beginning in 2012-13, this will change to more commonly used 30-minute

lunch periods, but there will be a 20-minute break in between each period so no reduction in labor costs will be realized.

Most high schools schedule 30 minute lunch periods back to back, allowing more students to eat during the middle of the day and requiring fewer labor hours by food services staff. While further analysis would need to be performed to ensure a schedule that supports academic objectives at the high school, a more efficient schedule could be achieved.

Fiscal Impact

If Trumbull High School were able to achieve the MPLH targets commensurate with industry standards, approximately $63,000 in labor saving could be realized annually, beginning in 2013-14. This savings is calculated by taking 25.13 fewer hours per day required x $12 per hour x 168 days per year, plus 24.5 percent benefits.

Recommendation 6.2: Increase student participation rates in TPS school cafeterias.

TPS meal participation rates are relatively low when compared to most school systems, particularly in elementary schools. Below are TPS estimated lunch participation rates by school type:

Elementary	45% to 55%
Middle School	40%
High School	30% to 35%

While secondary schools rarely have participation rates above 50 percent, elementary school participation is generally above 75 percent. TPS should develop strategies for increasing participation in its program by conducting surveys to find out opinions of cafeteria operations, increasing pre-payment and online payment options available to parents, holding student taste testings, investing in advertising to parents and students – particularly at the elementary schools – and incorporating food services into nutrition education.

Fiscal Impact

Increasing participation rates in the elementary schools by 10 percentage points equates to approximately 250 additional children eating in school cafeterias. This would result in additional food service revenue of approximately $118,575 (250 additional students X $2.55 per meal X 186 school days). The additional profit accrued to the operation would amount to $59,288 after the cost of increased food expenditures (approximately 50 percent of gross revenues) related to the increase in participation.

Increasing student participation will require expenditures on promotional materials, student food tastings, and other strategies. The district can expect to spend approximately a one-time $10,000 on marketing efforts.

Recommendation 6.3: Increase TPS school lunch prices.

Menu prices were raised $0.05 last year, with the most recent increase prior to that occurring in 2007-08. Before the 2007-08 increase it had been 15 years since a menu price increase according to the Food Service director. Below are the current lunch prices for the schools:

Elementary	$2.55
Middle School	$2.65
High School	$2.80

Because of other student fees incurred by parents, TPS has been reluctant to increase menu prices. However, inflationary pressures of food costs constrain the ability to sustain a financially independent food service operation. The district should increase menu prices annually based on documented inflationary increases. This will ensure a self-sustaining and financially stable operation.

Fiscal Impact

Increasing meal prices by 2 to 3 percent annually will bring an additional $20,000 in revenue to the food service operation.

Recommendation 6.4: Allocate General Fund expenditures incurred by food services to that operation.

While the food services department operates with federal funds and revenues from meals sold, it is supported by general fund expenditures. Utilities, custodial services, waste removal and pest control are examples of expenditures that can be allocated to a food services operation from the General Fund. At TPS, no allocations of these expenditures are made, primarily because the operation cannot financially absorb them. In recent years the food service operation has experienced small losses, but expects a small surplus this year.

Fiscal Impact

In order for the operation to be able to absorb general fund allocations – approximately $135,000 of annual costs could be allocated – some economic variables (lunch schedules, staffing, menu prices, participation) in the food service area must be changed. The combination of the above recommendations should increase the surplus in the food service operation to levels where it can support the allocation of $135,000 of applicable costs from the General Fund.

Chapter 7 – Student Transportation (TPS)

TPS outsources its student transportation function to an independent contractor, First Student. The contract currently in force with First Student expires in June 2013. The contract includes transportation services for regular public schools, non-public schools, Special Education students, and extra-curricular activities. Contract terms require that the vendor supply drivers and all equipment.

The TPS Transportation office is staffed with 2.4 FTEs, which includes a manager, a 12-month secretary, and a 10-month secretary. The manager is responsible for overseeing the First Student contract as well as designing and managing routes.

TPS's transportation budget for 2012-13 totals $4.6 million. Table 7.1 shows the transportation department's actual expenditures from fiscal year 2008-09 through 2011-12. Over this four-year period, transportation expenditures have increased 12.3 percent.

Table 7.1. TPS Transportation Expenditures 2008-09 through 2012-13

Type	2008-09	2009-10	2010-11	2011-12
Staff Expenditures	$102,275	$111,269	$117,407	$121,504
Regular Student Transportation	3,428,746	3,576,957	3,373,141	3,547,814
Special Education Student Transportation	474,841	671,119	651,609	573,659
Data Processing	5,850	4,675	12,456	6,450
Other Expenditures	5,194	2,209	1,265	1,183
Total Expenditures	**$4,286,469**	**$4,367,302**	**$4,405,899**	**$4,813,122**

Source: TPS Transportation Department Expenditure Reports

Of the district's 6,975 students, approximately 5,500 or 79 percent are transported. This is a high ridership rate in comparison to most school systems.

Based on available data, the TPS appears to provide efficient and effective transportation service within the constraints imposed by geography, the organization of education services within the State, and school board policy. The overall cost per transported student is calculated to be $875, and the annual cost per route bus is $61,000. These results are well within regional norms. It is estimated that the cost breaks out to approximately $770 per student for regular and non-public students and $5,260 for special needs students. This disparity is typical, although the gross magnitude of special needs transportation costs is high.

The system uses 79 route buses, of which 46 are dedicated to regular home to school service. This service is provided on a two-tier bell schedule with the high schools and middle schools on the first tier

and the elementary schools on the second tier. A separation between tiers of approximately one-hour in the morning and 50 minutes in the afternoon provides for adequate time to complete all individual bus runs, and the split of enrolled students (3,770 on tier one; 3,610 on tier two) provides for a well-balanced and efficient structure. An average of only 1.1 buses is required to transport 100 regular/non-public students. This result is indicative of a high level of capacity utilization (seats filled on each bus run) and asset utilization (reuse of each bus for multiple runs per day).

The high special needs costs are reflective of several factors: First, students are placed not only in programs within TPS but also in schools throughout the geographic region. This, together with the specialized requirements brought about by staffing (the need for bus aides), equipment (wheel chair service), and student needs (limited ride times, limits on loading due to behavioral constraints) results in many low-density bus runs where only a few students can be included. The service is provided by 14 TPS buses, five TPS vans, and additional vans provided by CES. Approximately 34 special needs students and 115 students in out-of-district and CES placements are transported. Thus, the number of buses required is well out of proportion to the number of students transported when compared with the regular education service.

Service to non-public schools is provided using an additional 14 buses. The count of students transported was not available, but the three in-district, non-public schools provided with this service represent 23 percent of all in-district schools, and the 14 buses used represent 25 percent of all buses providing in-district service. The non-public schools' bell times are not coordinated with the TPS schedule but based on this comparison it appears that a comparable level of operating efficiency is nevertheless achieved.

Transportation Policy & Contract Documentation

The summary assessment above was based on *relative* operating efficiency. It uses unit-based comparisons, such as the cost per transported student, to draw conclusions about the system's performance relative to its peers. Of equal importance is the level of service provided. This is defined by school board policy and service contract terms. The absolute magnitude of transportation expenditures is always highly correlated with the level of service provided and, as described above, this must be evaluated in the context of the district's policy and operating constraints.

The TPS board policies on transportation and the contract with the contracted service provider are both comprehensive and descriptive. They provide an excellent foundation for planning an efficient and effective system. Many of the key factors influencing transportation cost, including eligibility for service and school bell times are clearly defined. Key planning parameters, such as the placement of bus stops, are also well covered. Operational factors that provide for good control over the system, such as the inclusion of a regular complaint/appeal process, are noteworthy additions.

The only concern that arises from a service level perspective relates to the generous eligibility policy for elementary school students. Minimum walk distances to school are established for middle and high school students. Elementary school students, however, are provided with universal service. This results

in a high proportion of transported to enrolled students (5,500 of 7,000 or 79 percent). While simply reducing the number of elementary students transported would not result in cost reductions given the current bell time structure, this does present an area where further analysis might reveal opportunities for improvement.

TPS Efficiency Opportunities

Recommendation 7.1: Restructure the transportation contract upon its expiration in 2013.

The contract document, while comprehensive and largely appropriate in content, is also highly prescriptive as to the manner in which the contractor is to provide service. The basic structure whereby services are provided on a fixed price per bus per day is consistent with best practice, as is the retention of the responsibility for route design within the district organization. That said, the contract language is heavy on detail in areas such as defining minimum contractor staffing, specific training requirements for drivers, and bus specifications. This level of specificity can lead to unnecessary increases in cost when the defined requirements are out of sync with the contractor's regular internal operating procedures. This approach may also fail to substantially increase safety or operational effectiveness. As an alternative, outcome-focused contract specifications coupled with a robust contract performance management program can yield the desired results without being overly prescriptive.

Fiscal Impact

There is no direct fiscal impact resulting from this recommendation.

Recommendation 7.2: Return to former policy of enforcing a one-mile walking radius for elementary schools.

TPS currently provides transportation to all elementary school students regardless of their proximity to the school. Previously, the district had a policy of transporting students living beyond a one-mile radius. In 2011-12, approximately 1,000 elementary students received transportation services who would not have obtained these services under a prior policy.

Providing bus services to students living close to school is rare in public education. Unless there are hazardous route conditions affecting a safe walk to school, most school systems enforce a one or two mile radius when providing student transportation. Connecticut does not have legislation that requires or promotes such a radius, but many states do.

While the cost of these routes is less than longer routes for students living further away from school, the savings from implementing a walking radius is significant and worthy of consideration.

There are a number of interrelated issues and assumptions that must be considered. First and foremost is the assumption that the reduction in the number of students transported can be reflected in a proportional decrease to the number of bus runs required. This is not always the case as the students being removed from the bus are those residing closest to school. Generally speaking bus runs created

would follow a path "out to in", with the first stop at a point in the outlying regions of the school boundary and proceeding to pick up students on a path toward the school. Thus removing the inner ring of students would lower capacity utilization on each run but would not eliminate any individual run unless the slack capacity created could be absorbed by re-routing the entire set of runs serving the school. This would certainly reduce the number of runs required, but probably not in direct proportion to the number of students removed.

Furthermore, regardless of how many bus runs would be eliminated at the elementary school level, no buses would be reduced unless the two bell time tiers could be subsequently rebalanced. Currently all of the elementary schools are on the first tier. Assuming all 46 buses used for regular transportation are performing an elementary run first followed by a middle school or high school run, simply reducing the number of elementary runs does not eliminate the need for all buses on the 2nd tier.

It would be necessary to move one of the middle schools (approximately 700 students) to the first tier to rebalance the system. So it is not the 1,025 elementary school students that is the critical number, but rather the approximately 700 middle school students that would move to the first tier from the second that would drive the result. TPS is getting excellent capacity utilization on their regular runs. Reducing elementary school runs such that one middle school could move to the first tier would result in a balanced system with approximately 700 fewer students on the second (the busiest) tier. At approximately 90 enrolled students per run, this could reduce as many as seven buses.

Fiscal Impact

At $61,000 per bus, this recommendation would result in a savings of approximately $427,000 annually. Actually achieving these results would require much more detailed analysis and a willingness to change eligibility policy and school bell times.

Chapter 8 – Employee Health Insurance

The Town of Trumbull and TPS each maintain separate health insurance plans but use the same provider (Anthem). The Town's insurance plan was competitively bid through insurance brokers. The TPS plan was competitively bid through an insurance consultant.

On a combined basis, approximately $20 million is spent annually on health insurance, and the Town and TPS cover almost 75 percent of the cost, or approximately $15 million. Employee contributions cover the remaining portion. Following are key elements about these plans and their use:

- The health insurance program participation level of TPS was 58.5 percent as of May 2012. This participation level is barely over the minimum required participation level for most carriers. This is likely due to the district paying cash in lieu of benefits to those employees not participating. The participation level for the Town of Trumbull was 93 percent as of May 2012.
- Average employee-only contributions for both entities range from $927 to $1,430 per year; employee and family contributions range from $2,502 to $6,431 per year.
- In the 2011-12 plan year, the Town of Trumbull had a total medical loss ratio of 84.5 percent compared to the TPS ratio of 101.2 percent. Both of these ratios were substantially higher than the 2010-11 plan year for the Town (68.3 percent) and TPS (84 percent) respectively.

Shared Services Opportunity

Recommendation 8.1: Consider consolidating the Town and TPS health insurance programs and moving to the new State Health Insurance Program.

Effective July 1, 2011, the state health insurance program for state employees was extended to municipalities and boards of education (Public Act 11-58). The CT Partnership Plan is managed through the Office of the State Comptroller, with approval from the Health Care Cost Containment Committee. Through participation in this statewide pool, the Town and TPS could potentially reduce their respective health insurance costs without sacrificing benefits.

Union agreements for the Town and TPS state that insurance programs can be changed by the Town or TPS, after proper notification, if the new plan is equal to or better than the existing plan. While additional analysis needs to be conducted comparing the current plans and the state plan, on the surface the benefits appear to be similar. Once enrolled in the state plan, a penalty for withdrawal is charged on a sliding scale for five years. After five years there is no cost for withdrawal.

Fiscal Impact

The average public employee-only premium in the state plan is $492 and the average employee/family premium is $1,329, though specific rates for the Town and TPS cannot be determined until quotes are

received. These rates are substantially less than current premium levels at the Town and TPS and it is assumed that actual CT Partnership Plan rates for Trumbull and TPS will also be lower than current rates. Based on savings rates achieved by other non-state agencies that have joined the CT Partnership Plan, the Town and TPS could save at least $1 million annually. The Town and TPS should conduct a thorough comparative analysis of the plans to determine that converting to the state plan would meet the requirements of the labor agreements. If it does not, other financial incentives could be implemented to offset the lower benefits. The savings potential is significant enough to warrant an aggressive effort by the Town and TPS to consider this alternative. Once the Town and TPS determine what options are available, the proposed changes should be negotiated with the various collective bargaining units.

Efficiency Opportunity for Town and TPS

Recommendation 8.2: Phase out the payment of cash in lieu of benefits for employees waiving participation in the health insurance program.

Several union agreements of the Town and TPS contain a provision for this benefit. For those applicable employees who choose not to participate in the Town or TPS health insurance program, annual cash payments ranging from $1,000 (individual) to $5,000 (individual and dependents) are made to employees. On a combined basis, this costs the Town and TPS in excess of $500,000 per year.

This waiver feature could be contributing to high medical loss ratios, as those employees taking the cash option are generally the healthier employees. This feature is also contributing to a low program participation rate for TPS, close to the minimum required participation level for most carriers.

The Town and TPS should negotiate the elimination of this provision in its labor agreements. Existing employees could be grandfathered, making the new policy applicable only to new employees.

Fiscal Impact

Annual savings of $100,000 could be achieved within five years assuming a grandfather approach is negotiated.

Chapter 9 – Tax Assessment and Collection

Trumbull's tax assessor and tax collector are appointed by the First Selectman. The assessor is responsible for the appraisal of all real and personal property located with the Town limits as of October 1 of each year. General revaluation of real property occurs every five years as required by state law, with the most recent revaluation having been conducted in 2011 and the next scheduled for 2016. The three major responsibilities of the assessment function, as required by state law, are to:

- Administer ad valorem taxes
- Assess and reassess all real estate, personal property of businesses, and motor vehicles
- Maintain a records library and information center that relates to real, personal, and motor vehicle inventories, including owner's name, address, legal data, and values.

Assessed properties include vehicles, whose values are derived from National Automobiles Dealers Association scheduled prices each year. A significant amount of tax payer activity involves the requests for refunds of taxes paid for vehicles that are sold, destroyed in accidents, or stolen.

Trumbull's total assessed property values, net of allowed exemptions, amounted to over $5.1 billion in fiscal year 2010-11.

Property taxes make up approximately 93 percent of the Town's revenues. The Town uses an outside attorney and a collection agency for handling delinquent taxes. The Town has a relatively high collection rate, collecting over 98 percent of taxes in the year they are due.

Town of Trumbull residents also pay property taxes to one of three fire districts established within the Town's borders: Long Hill Fire District, Trumbull Center Fire District, and Nichols Fire District. These taxes go to support volunteer fire departments serving Trumbull residents.

Property assessment disputes are handled by a three-member Board of Assessment Appeals. Board members are elected and serve six-year terms.

The tax collection office is responsible for the billing and collection of Town property tax revenues for real estate taxes, motor vehicle taxes, personal property taxes, sewer use charges, and sewer and water assessments.

Shared Services Opportunity

Recommendation 9.1: Engage in dialog with neighboring Towns and the fire districts regarding shared services for property assessment and tax collection efforts.

Table 9.1 presents comparative staffing data for Trumbull's Tax Assessment and Tax Collection functions. This table shows staffing levels for the tax assessment and tax collection functions for Trumbull and a set of peer towns. The staffing numbers shown include the chief assessor and collector.

Table 9.1. Comparative Staffing Data for Tax Assessment and Collection Functions

Town/City	Population	Net Grand List ($ in Millions)	Median Household Income	Land in Square Miles	Tax Assessment Office Staffing (FTE)	Tax Collection Office Staffing (FTE)
Trumbull	36,000	$5,114	$103,000	23.29	5	5.5
Cheshire	29,000	$2,826	$80,000	32.91	4	5
Glastonbury	34,000	$4,126	$58,000	51.37	5	4
Monroe	19,000	$2,283	$85,000	26.13	N/A	N/A
Newtown	28,000	$3,908	$90,000	57.76	2.5	3.5
Shelton (city)	39,000	$5,198	$67,000	30.57	N/A	N/A
Westport	26,000	$10,907	$147,000	20.01	6	5

Source: *Municipal Fiscal Indicators*, November 2011 published by the Connecticut Office of Policy and Management

To compare the relative staffing efficiency of these functions, the number of residents per tax assessment or tax collection employee to account for differences in town population size were calculated. Table 9.2 presents this comparison and shows that in the assessment function, the Town of Trumbull is about as efficient as the Town of Cheshire, and more efficient than the towns of Glastonbury, and Westport. Out of all the comparison towns, Newtown is the most efficient with each of its assessment staff members serving 112 residents.

Table 9.2. Comparative Staffing Data per Resident

Town/City	Tax Assessment Office Staffing (100 Residents per FTE)	Tax Collection Office Staffing (100 Residents per FTE)
Trumbull	72 .0	65.5
Cheshire	72.5	58.0
Glastonbury	68.0	85.0
Monroe	N/A	N/A
Newtown	112.0	80.0
Shelton (city)	N/A	N/A
Westport	43.3	52.0
Average	**73.6**	**68.1**

Source: Based on telephone interviews with peer towns

The Town of Trumbull is not using utilizing Munis software to maximize the efficiency of its tax assessment and collection efforts (such as electronic payment online – See recommendation 9.2). Based on the comparative data above, it does not appear that other towns and cities are maximizing the use of these technologies either. Consideration of shared services with other municipalities and fire districts should not be pursued until Trumbull re-engineers its processes that take advantage of the Munis software capabilities. However, at that time, it could generate revenue opportunities for the Town of Trumbull.

Fiscal Impact

While sharing services could result in additional revenues to the Town of Trumbull, the fiscal impact of this recommendation cannot be determined until the Town tax assessment and collection functions are streamlined through maximization of Munis software, and a feasibility study of consolidation is conducted.

Efficiency Opportunity for the Town of Trumbull

Recommendation 9.2 Develop alternative payment mechanisms for the Town of Trumbull Tax Collection Office.

Currently, tax payers can either pay their tax bills in person, through the mail, or online. Online payments have a convenience fee of 3 percent for payment amounts of less than $10,000. Payments of $10,000 and above are charged a convenience fee of 2.5 percent. Fire district taxes can only be paid in person or via mail.

During tax deadlines, the Tax Collection Office is overwhelmed with taxpayers paying in person, and recently remodeled its office to accommodate the flow of in-person payers.

The Town's current Munis ERP system is capable of enabling online payments from customers. The Town should investigate the options of using these features. In addition, the installation of drop boxes could also allow tax payers to make payments after-hours.

Fiscal Impact

Through maximization of software capabilities and the identification of lower cost online payments, fewer staff should be needed in the Town office to manually process payments. While it is expected that this could be up to 50 percent of the current staff effort, additional analysis is needed to evaluate lower cost online payment options.

Attachment A – Five-Year Fiscal Impacts

Recommendation	Priority	One-Time (Cost)/ Savings	2012-13	2013-14	2014-15	2015-16	2016-17	Total Fiscal Impact
Administrative Services								
3.1 Consolidate the accounts payable and payroll functions of the school district into the Town of Trumbull's Finance Department.	Medium	$0	$0	$0	$63,835	$63,835	$63,835	**$191,505**
3.2 Improve purchasing power by collaborating on bulk purchases and making better use of cooperative purchasing arrangements.	High	$0	TBD	TBD	TBD	TBD	TBD	**TBD**
3.3 Ensure that both the Town and TPS have regular internal audits that are based on comprehensive risk assessments.	High	($25,000)	$0	$0	$0	$0	$0	**($25,000)**
3.4 Implement an automated timekeeping system for both the Town of Trumbull and for Trumbull Public Schools.	High	($213,000)	$0	($20,000)	($20,000)	($20,000)	($20,000)	**($293,000)**
3.5 Implement a mandatory direct deposit policy for both the Town of Trumbull and Trumbull Public Schools.	Low	$0	TBD	TBD	TBD	TBD	TBD	**TBD**
3.6 Streamline the payroll process by moving to less frequent payrolls.	Low	$0	TBD	TBD	TBD	TBD	TBD	**TBD**
3.7 Incorporate efficiency measurement into the Town of Trumbull and the TPS budget development process to ensure efficiency in future years.	Medium	$0	TBD	TBD	TBD	TBD	TBD	**TBD**
3.8 Improve financial transparency by overhauling the TPS chart of accounts.	Medium	($15,000)	$0	$0	$0	$0	$0	**($15,000)**

Recommendation	Priority	One-Time (Cost)/ Savings	2012-13	2013-14	2014-15	2015-16	2016-17	Total Fiscal Impact
3.9 Conduct a detailed audit of the TPS payroll function, including employee leave reporting processes.	High	($15,000)	$0	$0	$0	$0	$0	**($15,000)**
Technology								
4.1 Investigate opportunities for consolidated or shared IT services between the Town and TPS and develop a consolidated IT plan.	Medium	$0	$0	$0	$92,000	$92,000	$92,000	**$276,000**
4.2 Upgrade technology equipment and network infrastructure based on current and future needs.	High	TBD	TBD	TBD	TBD	TBD	TBD	**TBD**
4.3 The Town of Trumbull and TPS need to fully implement Munis, and TPS needs to eliminate duplicate information systems.	High	($10,000)	$0	$0	$0	$0	$0	**($10,000)**
Custodial and Maintenance Services								
5.1 Develop a cooperative maintenance and custodial function between TPS and the Town.	Medium	$0	$0	$111,077	$111,077	$111,077	$111,077	**$444,308**
5.2 Conduct a comprehensive energy audit.	High	TBD	TBD	TBD	TBD	TBD	TBD	**TBD**
5.3 Over the next three years, convert up to 25 percent of the custodial work force from 260-day to 186-day schedules.	Medium	$0	TBD	$58,000	$116,000	$174,000	$174,000	**$522,000**
5.4 Consider outsourcing custodial services.	Medium	$0	$0	$0	$700,000	$700,000	$700,000	**$2,100,000**
Food Services								
6.1 Implement a more efficient schedule to achieve an increase in Food Services staffing efficiencies.	High	$0	(1)	(1)	(1)	(1)	(1)	**(1)**

Recommendation	Priority	One-Time (Cost)/ Savings	2012-13	2013-14	2014-15	2015-16	2016-17	Total Fiscal Impact
6.2 Increase student participation rates in TPS school cafeterias.	High	$0	(1)	(1)	(1)	(1)	(1)	**(1)**
6.3 Increase TPS school lunch prices.	High	$0	(1)	(1)	(1)	(1)	(1)	**(1)**
6.4 Allocate general fund expenditures incurred by Food Services to that operation.	High	$0	$135,000	$135,000	$135,000	$135,000	$135,000	**$675,000**
Transportation								
7.1 Restructure the transportation contract upon its expiration in 2013.	Low	$0	TBD	TBD	TBD	TBD	TBD	**TBD**
7.2 Return to former policy of enforcing a one-mile walking radius for elementary schools.	High	$0	$0	$427,000	$427,000	$427,000	$427,000	**$1,708,000**
Employee Health Insurance								
8.1 Consider consolidating the Town and TPS health insurance programs and moving to the new State Health Insurance Program.	High	$0	$0	$1,000,000	$1,000,000	$1,000,000	$1,000,000	**$4,000,000**
8.2 Phase out the payment of cash in lieu of benefits for employees waiving participation in the health insurance program.	High	$0	(2)	(2)	(2)	(2)	(2)	**(2)**
Tax Assessment and Collection								
9.1 Engage in dialog with neighboring towns and the fire districts to form consolidated property assessment and tax collection efforts.	Low	TBD	TBD	TBD	TBD	TBD	TBD	**TBD**
9.2 Develop alternative payment mechanisms for the Town of Trumbull Tax Collection Office.	Medium	TBD	TBD	TBD	TBD	TBD	TBD	**TBD**
Net Fiscal Impact		**($278,000)**	**$135,000**	**$1,711,077**	**$2,624,912**	**$2,682,912**	**$2,682,912**	**$9,588,813**

Table Notes:

(1) Savings associated with these recommendations will accrue to the Food Services Fund, not the General Fund. However, implementing these recommendations will allow the Food Service Fund to fully cover its share of expenditures now being incurred by the General Fund (Recommendation 6.4).

(2) Implementation of this recommendation will result in an annual savings estimated to be $100,000. However, this recommendation should be implemented to affect new employees, so the savings would be realized after five years.

Attachment B – Sample Operational Performance Measures

Performance Measure	Level	Explanation
General District Management		
Ratio of students (enrollment) to Full-Time-Equivalent (FTE) employees	District	
Ratio of students (enrollment) to non-teaching FTE employees	District	
Central administration and instructional leadership expenditures (general fund) per pupil	District	
Central administration and instructional leadership expenditures (general fund), as a percentage of total expenditures	District	
General fund balance as a percent of target fund balance	District	
Percentage of students economically disadvantaged, mapped against the percentage of total revenue supported by federal funds	District	
School Management		
Pupil-teacher ratio, by school	Campus	
Pupil-aide ratio, by school	Campus	
Special education student population as a percent of total enrollment	District	
Percentage of schools meeting staffing standards for Principals, Assistant principals, Counselors, library/media specialists	Campus	
Average teacher class load per term by secondary schools	Campus	
Number of secondary class periods with < 5 students enrolled by school	Secondary Campus	
Number of secondary class periods with < 10 students enrolled by school	Secondary Campus	
Finance		
Number of total employees per finance department employee	District	To track the efficiency of the finance department.
Number of invoices and direct payments made per accounts payable personnel (FTE)	District	
Number of AP checks processed per AP department FTE	District	To track the efficiency of the accounts payable department.
Average age of Accounts Payable	District	
Number of Accounts Payable check voids and reissues	District	
Number of purchase orders processed per purchasing FTE	District	To track the efficiency of the purchasing department.
Average dollar value of purchase orders processed	District	
Number of payroll checks processed per number of payroll FTE	District	To track the efficiency of the payroll department.
Number of payroll check/advice voids and reissues	District	

Performance Measure	Level	Explanation
Human Resources and Benefits		
Number of district employees per FTE human resources employee	District	To track the efficiency of the HR department.
Number of employment applications processed	District	To measure efficiency of staffing, as new processes and technologies are implemented.
Average days from position vacancy to recommendation by hiring manager	District	To measure efficiency of job posting and candidate selection
Average days from recommendation by hiring manager to start date	District	To measure efficiency of "on boarding" process from when an employee is selected to when they begin work.
Non-certified teachers as a percentage of total teachers	District	NCLB-related measure
Total overtime cost	District	To determine if adding additional staff would be cheaper.
Turnover rate for teachers	District	
New teacher turnover rate (one year or less)	District	To determine if turnover is primarily new teachers - could prompt changes in "on boarding" or mentoring.
Turnover rate for non-teachers	District	
Low income/high minority campuses compared to teachers experience	Campus	To determine whether new teachers are being concentrated in low income/high minority campuses
Percentage of teachers by ethnicity, compared to percentage of students by ethnicity	Campus	To see if ethnicity percentages of teachers are similar to students
Teacher absentee days per year by campus	Campus	
Substitute costs per year per campus	Campus	
Benefits cost as a percentage of total salaries and wages	District	

Performance Measure	Level	Explanation
Technology		
Students (enrollment) per instructional computer (in classrooms and labs, plus laptops)	District	
Average age of PCs	District	
Average age of Apple computers	District	
Number of computers per maintenance, repair, installation FTEs	District	
Ratio of total students to total technology staff	District	
Ratio of total students to total instructional technology staff (including campus liaisons)	District	
Ratio of total employees to total technology staff	District	
Ratio of total employees to technical support staff	District	
Ratio of total computers to technical support staff	District	
Ratio of instructional computers to instructional technology staff	District	
Average turnaround time for computer work orders (days)	District	
Facilities		
Average annual salary of skilled trades/maintenance FTE	District	
Maintenance expenditures per gross square foot (Including portables)	District	
Maintenance expenditures as a percent of total expenditures	District	
Total maintenance expenditures per student	District	
Gross square feet per maintenance FTE	District	
Average turnaround time (days) for maintenance work orders to be closed	District	
Percentage of work orders that were preventative	District	
Average salary of all building and grounds FTE	District	
Average annual salary of custodial FTE	District	
Custodial salaries per gross square foot (Including portables)	District	
Gross square feet per FTE custodian	District	
Acres per grounds FTE	District	
Facility capacity (permanent only) versus occupancy by school (TEA standards for capacity, room size)	Campus	
Facility capacity (all inl. Portables) versus occupancy by school (TEA standards for capacity, room size)	Campus	
Percentage of square footage that is portable classrooms	Campus	To show how much portable sq footage the district has
Percentage of district portable classrooms by school	Campus	To show where portables are concentrated
Electricity cost (kwh) per square foot	Campus	
Water cost (kgal) per square foot	Campus	
Natural gas cost (ccf) per square foot	Campus	

Performance Measure	Level	Explanation
Nutrition		
Meals Per Labor Hour (MPLH), By School	Campus	
Participation Rates (Bfast/Lunch), By School:	Campus	
Free (Percentage Participating)	Campus	
Reduced Price (Percentage Participating)	Campus	
Paid (Number of Paid Meals Per Year)	Campus	
Free and Reduced Price Bfast / Lunch participating versus eligible	Campus	
Net Profit (Loss) of Food Services Operation	District	
Net Profit (Loss), By School	Campus	
Indirect costs allocated to food service (amount and type)(from gen. fund only)	District	
Cash in lieu of commodities	District	
Food cost as a percent of total cost	Both	
Schools Only	Campus	
All District Facilities	District	
Transportation		
Total cost per mile driven	District	To measure cost of transportation program
Total cost per average daily rider	District	To measure cost of transportation program
Average fuel cost per gallon (gasoline and diesel)	District	
Annual transportation cost per student rider	District	
Annual maintenance cost per bus	District	
Accidents every 100,000 miles of service	District	
Student incidents every 1,000 students transported	District	
Maximum length of student time on school bus (minute)	District	
Annual turnover rate for bus drivers	District	
Annual turnover rate for bus monitors	District	