Management Audit of the Town's Parks and Recreation Activities

TOWN OF TRUMBULL, CONNECTICUT

matrix consulting group

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Table of Contents

Chapter	Title	Page
1.	INTRODUCTION AND EXECUTIVE SUMMARY	1
2.	RECREATION DIVISION	7
3.	FINANCE AND ADMINISTRATION	44
4.	PARKS MAINTENANCE DIVISION	63
5.	SUMMARY OF ORGANIZATIONAL CHANGES	81
Appendices		
A.	DESCRIPTIVE PROFILE	83
B.	DIAGNOSTIC ASSESSMENT OF PARKS AND RECREATION	100

1. INTRODUCTION AND EXECUTIVE SUMMARY

The report, which follows, presents the results of the Management Audit of the Parks and Recreation Activities conducted by the Matrix Consulting Group for the Town of Trumbull. This study by the Matrix project team was initiated simultaneously with the arrival of a new Director of Parks and Recreation. This was a unique circumstance that provided the equivalent of "two fresh sets of eyes" analyzing the activities of parks and recreational activities in the Town, and resulted in both the new Director and the project team identifying, in some cases, the same issue concurrently, and in other instances, different issues that needed to be addressed as well. It is important that readers of this report understand that many of the issues that are analyzed in the following pages are ones that may have existed for some time, but have been identified and are being addressed by the new Director. These issues are primarily in the financial areas, but also pervade others as well.

This introductory chapter outlines a summary of the methodology utilized in conducting this engagement, and a table of recommendations summarizing the key recommendations contained in the report.

1. AUDIT SCOPE AND OBJECTIVES.

This management audit was undertaken to evaluate and assess the overall operations of the Trumbull Parks and Recreation Department and the services provided by each of its divisions. The approach of the project team in meeting this scope is summarized in the following points.

- **Develop an in-depth understanding of the key issues impacting the Department of Parks and Recreation.** To evaluate the Department of Parks

and Recreation, Matrix Consulting Group conducted interviews with Department staff as well as others in Town management, Department management, and Committee Chairs. Interviews focused on goals and objectives, organizational structure, management systems, the use of technology, the levels of service provided by the Department, the resources available to provide those services, etc.

- **Develop a Profile of the Department of Parks and Recreation.** The Matrix Consulting Group conducted interviews with departmental staff and other key Town staff in Trumbull to document the current organization of services, the structure and functions of the department, budgets, workload data, management systems, customer service, inventory of the infrastructure, level and effectiveness of communication within the Department and with other Departments, etc.

- **Conduct a comparison of the Department of Parks and Recreation programs and practices to best management practices.** The best management practices included comparisons to best practices utilized by other municipalities, professional associations (such as the American Recreation and Parks Association), and the experience of the project team. Additionally, the project team utilized the Matrix Consulting Group's library of best practices developed by the firm while conducting hundreds of management studies throughout the country.

- **Evaluate the staffing, organization structure, and service levels in the Department of Parks and Recreation.** This included interviews with key staff to develop an understanding of the current service delivery model, evaluation of the adequacy of current service levels, work practices, work planning and scheduling systems, productivity and staffing levels, the plan of organization, and asset management.

The objective of this assessment was to identify opportunities for improvement in the operational, organizational and economic efficiency of the Department and practicable opportunities for enhancing the quality of its product and services.

2. TABLE OF RECOMMENDATIONS.

Presented in the table on the following pages are the key findings and recommendations contained in this report. For each recommendation, we have provided a proposed implementation approach including a priority of the

recommendation, a suggested timeframe for implementation, and an estimate of the cost or cost savings from implementation.

Rec. #	Page Number	Recommendation	Priority	Suggested Timeframe	Cost / (Savings)
RECREATION DIVISION					
1	19	The Department should develop a Five-Year Comprehensive Recreation Strategic Program Plan to identify goals, objectives, performance measures, and facility needs and priorities to guide the future direction of program and services offered by the Department.	High	Spring, 2016	None
2	23	The Recreation Division should develop a Division-wide program and administrative manual to provide consistent guidance and direction to administrative and program personnel in the implementation of Department programs and services.	Medium	Summer, 2016	None
3	29	The Department should adopt an organizational structure for the Recreation Division of the Parks and Recreation Department establishing three separate program units consisting of Arts and Community Programs; Sports and Aquatic Programs; Playgrounds, Teens and Instructional Programs.	High	2016-17 FY Budget	None
4	29	The Division should add two proposed 1.0 FTE Program Coordinator positions reporting to the Recreation Manager and responsible for the development and implementation of assigned Recreation Division programs and services units.	High	2016-17 FY Budget	$132,552
5	32	The Recreation Division should establish a program evaluation/customer feedback process to provide valuable input to overall Recreation Division operations including program planning, evaluation, maintenance and facility improvement needs.	Medium	Summer, 2016	None

Rec. #	Page Number	Recommendation	Priority	Suggested Timeframe	Cost / (Savings)
6	35	The Department should develop a Cost Recovery Plan and Policy that establishes a cost recovery model for recreation programs and park amenities while balancing the need to provide core services at minimal or no cost.	Medium	2016-17 FY Budget	Depends on the results of the process
7	37	The Recreation Division should work directly with the Human Resources/Civil Service Department to develop a recruitment and selection process that involved Recreation Division personnel in the interview, selection and hiring process for part-time, seasonal program personnel.	High	Spring, 2016	None
8	40	The Recreation Division should develop a marketing strategy that creates a 'brand' for parks and recreation in Trumbull and promotes the values of leisure services to the community.	Medium	Winter, 2016	None
9	40	The Recreation Division should develop a marketing plan that expands the use of the Town's website and uses social media to promote the values of parks and recreation and promotes the programs and services offered by the Parks and Recreation Department.	Medium	Winter, 2016	None
10	40	The Recreation Division should update and redesign the current program brochure to be clearer, more concise and easier to read and register online for programs.	High	Winter, 2016	None
11	41	The Department should establish a plan and process to ensure that appropriate accommodations are available, and that persons with disabilities have opportunities for inclusion in existing recreation programs.	Medium	Summer, 2016	None
FINANCE AND ADMINISTRATION					
12	48	The Department should develop and implement clear, written policies regarding funds and expenditures.	High	Immediate	None

Rec. #	Page Number	Recommendation	Priority	Suggested Timeframe	Cost / (Savings)
13	48	The Department's section of the Trumbull Budget Book should include reporting on both the General Fund and Special Trust revenues and expenditures.	High	Next budget cycle	None
14	50	The Department should develop and implement reporting to track use, cost, revenues, and expenditures for all major programs. This report can be used to inform decision-making regarding programming and registration fees.	High	6 months	None
15	53	The Department should move forward with automation of Recreation registration including availability of on-line registration for residents.	Medium	6 months	Unknown
16	54	As an interim solution before RecTrac is implemented, Department staff should enter registration data into a shared spreadsheet that includes information regarding registration numbers and fees collected.	High	Immediate	None
17	59	The Department should redesign revenue collection and cash handling processes in accordance with Best Practices and Trumbull's own cash handling guidelines.	High	Immediate	None
18	60	The Department Director and Human Resources Department should review all policies and practices within the Department related to part time and temporary staff, as well as overtime, to ensure that policies are being followed.	Medium	6 months	None
19	62	The Department should add the position of Business Manager to be in charge of all financial, HR, and technology aspects of managing the Department.	Medium	6 months	$91,000 per year including benefits
PARKS MAINTENANCE DIVISION					
20	68	The Parks Maintenance Division should implement an asset management plan that defines service levels and performance standards for maintaining all assets, develops a plan and schedule for their maintenance, and reports on the performance against the plan.	Medium	FY 2017	None

Rec. #	Page Number	Recommendation	Priority	Suggested Timeframe	Cost / (Savings)
21	70	The Parks Maintenance Division should acquire and implement a computerized maintenance management system.	Medium	12-18 months	$12,000 – $15,000, including training
22	76	The Town should transfer the employees in the Parks Maintenance Division from the Public Works Department to the Parks and Recreation Department.	High	Immediate	None
23	77	Concurrent with the organizational transfer of the Parks Maintenance Division to the Parks and Recreation Department, the Chief Park Ranger should be placed organizationally in a direct reporting relationship to the Parks and Recreation Director.	Medium	Immediate	None
24	78	The Chief Ranger should provide written reports of each day's previous activities to the Parks and Recreation Director, who should summarize these in a monthly report to the Parks and Recreation Commission.	Low	Immediate	None
25	80	The Parks and Recreation Director should monitor the activities of the Golf Course staff during winter months in order to determine the potential for utilizing these staff for parks maintenance activities.	Medium	Winter, 2015-2016	None

2. RECREATION DIVISION

This chapter provides an analysis of the organizational structure, staffing, operations, and programs and services of the Town of Trumbull Parks and Recreation Division, whose objective is to "provide a safe environment and to offer programs that do not exclude anyone based on ability to perform or pay." This chapter will include recommendations for improvement that build upon the positive aspects of the Recreation Division operation and create added opportunities to successfully provide quality recreation experiences for the citizens of Trumbull.

1. THE RECREATION DIVISION OFFERS A VARIETY OF YEAR-ROUND RECREATION PROGRAMS AND SERVICES.

The Recreation Division offers a year-round schedule of recreation programs and events to the residents of Trumbull during the spring/summer and fall/winter program cycles totaling more than 5,000 program hours annually. Program offerings include activities for children and youth, teens, adults and the community at large with a focus on aquatics, sports, playground programs, arts, classes and camps, special needs programs and community-wide events. The Division utilizes facilities at Town parks, sports fields, aquatics facilities and teen center along with a variety of school playfields and facilities, and private recreation venues for programming throughout the year. With the addition of the new Parks and Recreation Director position, the Recreation Division is staffed by 4.56 full-time equivalent positions and approximately 150 part-time/seasonal employees.

The Division offices are based in the Judge Aram Tellalian Building where all program registrations are administered along with the issuance of resident parking

permits for vehicle parking at park facilities and a variety of other recreation and park related permits.

The Parks and Recreation Commission was combined from separate parks and recreation commissions four years ago. According to the Town Charter the general duties of the Parks and Recreation Commission are as follows: "The Commission shall have the care, management, and control of all parks and grounds used for park and recreational purposes and all structures thereon, excepting the public golf courses located within the Town together with all structures and buildings thereon". The Commission meets monthly and is staffed by the Parks and Recreation Director.

The 2015 Recreation Division budget reflects an annual General Fund allocation of $501,182. The Recreation Division budget projects program revenues of $170,212 with program expenses of $227,000.

The Department currently maintains a Special Revenue Fund in which all fees and charges generated from program registrations are deposited throughout the fiscal year. At the end of the fiscal year program expenses over and above those covered by the general fund are balanced by a transfer from the Special Revenue Fund to the general fund to cover the deficit. Annual program fee revenues not required to balance the general fund program expenditures remain in the Special Revenue Fund and are utilized for special project expenses. A detailed discussion of this reserve fund is included in the Finance and Administration chapter of this report.

The Division is directly staffed by 1 FTE Recreation Manager and 1.6 FTE administrative personnel in addition to approximately 150 seasonal/part-time program positions. The recent transition of the Trumbull Youth Department and Arts Commission

to the Parks and Recreation Department has added an additional .96 FTE to the Recreation Division program operation.

The table below provides an overview of the programs and services offered by the Recreation Division.

Summary of Programs and Services Offered By Recreation Division	
Program/Function	**Description of Programs and Services**
Division Administration	• Provides overall direction and implementation of year-round recreation programs and events. • Produces online guide of recreation programs and services available to resident of Town. • Administers program registration system. • Issues permits for park vehicles parking, park use, tennis courts, and a variety of recreation related services. • Manages schedule for sports field use with schools and community based sports programs. • Coordinates programs and services with Board of Education, Parks Division and other community organizations. • Staffs front desk of Recreation Division Office. • Interact with residents visiting offices. • Provides regular recreation program status report to the Parks and Recreation Commission.
Aquatics	• Provides two outdoor swimming facilities, both with water slides and one with a beach style entry, at two park sites and utilizes indoor pool at high school site. • Offers summer program from May to September including children and adult swim lessons, water aerobics, early bird swim, open swim, special needs swim and teen night. • Fall/winter programs include adult water training, deep water aerobics, aqua Zumba and adult, toddler and children swim lessons along with family and adult early bird swim opportunities. • Sprinkler lots are provided at two park sites.
Sports	• Offers summer sports clinics and camps in soccer, baseball, softball, flag football, basketball, cheerleading, volleyball and track for boys and girls along with a basketball league for boys. • Golf and Tennis clinics and classes are offered for youth and adults year round. • Adult co-ed and men's and Sunday men's summer softball leagues are offered during summer months. • Offers fall/winter youth basketball and volleyball leagues, adult and open rec basketball, co-ed badminton, co-ed drop-in volleyball, co-ed adult volleyball leagues and outdoor fitness boot camp.

Summary of Programs and Services Offered By Recreation Division	
Program/Function	**Description of Programs and Services**
Camps and Classes	• Offers summer classes for preschoolers and children including art and singing classes, engineering related classes, family fishing, horseback, riding, science and technology programs. • Fall/winter session classes include art and singing, babysitting, roller skating, horseback riding, karate, skating for children. • Adult classes include yoga, karate, and horseback riding.
Playgrounds	• Summer playground programs are offered at two school locations for ages six to twelve and include arts and crafts, sports programs, free play, pool days and field trips. • Summer field trips include excursions to museums, bowling, trampoline parks, aquariums, and other appropriate sites. • Junior camp is offered at two school locations for children four to five years and includes arts and crafts, sports, and free play with visits to the sprinkler lot.
Teens	• The Teen Center program is offered one night per week for middle school students and one afternoon for high school students during the summer and one evening a week for each group during the fall/winter program cycle. • Teen nights are offered at two swimming pools one night per week during the summer months.
Arts	• Presents annual community-wide Art Festival featuring arts and crafts, music, food vendors, nonprofit organizations and literary competition. • Sponsors annual Art Show at shopping mall featuring work by 650 public school students. • Produces annual summer youth theater productions through Trumbull Youth Association. • Administers Town Hall gallery featuring work by individual artist each month. • Presents concert and cabaret series during fall and spring open to the community. • Presents reading of Declaration of Independence each July 4th.
Special Needs	• Summer soccer camp for individuals 5 to 30 years of age and fun camp offered for children in grades 1 to 5. • Offers special needs sports program during fall/winter for 8 to 18 year olds including basketball, volleyball, kickball, dodge ball and floor soccer.

Summary of Programs and Services Offered By Recreation Division	
Program/Function	**Description of Programs and Services**
Community Programs and Services	• Presents summer outdoor concert series of 14 weekly concerts featuring a variety of musical entertainment. • Presents weekly outdoor lunch time free concerts designed for children one to ten years. • Makes discounted movie theater tickets available to residents with proceeds going to Teen Center. • Presents Holiday Tree Lighting event each year.

(1) There Are Many Positive Aspects of the Recreation Division Operations and Programs and Services.

The project team conducted interviews with key program staff members in the Department, reviewed marketing and training materials, and compared its programs and services to "best practices" in the recreation agencies throughout the country. The results of these activities identified several positive features of the Recreation Division summarized by the following:

- Provides a variety of year round recreation programming for preschoolers, children, youth/teens and adults.
- Offers summer aquatics programs at two outdoor pool facilities with unique features including slides and beach access and winter program opportunities at an indoor pool.
- Offers a wide variety of aquatics programs including swim lessons, open swim, and instructional classes for children, youth and adults.
- Offers summer playground programs, junior camps, sports camps and clinics for children and youth.
- Offers a variety of sports leagues and instructional programs for children, youth and adults.
- Provides opportunities for children, teens and young adults to participate in the development and implementation of summer musical theater productions presented to the community through the Trumbull Youth Association.

- Coordinates the scheduling of sports fields used by schools, community sports organizations and the Department to ensure that there is access for all community sports activities.

- Offers specialized programs for persons with disabilities.

- Contracts with local private recreation venues to provide unique recreational and instructional programs for the citizens of Trumbull.

- Provides opportunities for middle school and high school students to participate in weekly recreation programs at the Teen Center facility.

- Presents a variety of cultural arts opportunities in the community including weekly summer concerts, annual art festival, cabaret series, Town Hall art gallery and major school-based art show implemented by the Division and Arts Commission.

- Provides a variety of part-time summer and year-round job opportunities for teens and young adults in the community.

- Maintains web pages on the Town website that also include program brochures and program registration information.

- Provides discount movie theater tickets for the community.

These factors describe the positive features identified in the analysis of the Recreation Division programs and services of the Trumbull Parks and Recreation Department.

(2) There Are Several Operational and Programming Improvement Opportunities That Can Strengthen Services Provided by the Recreation Division.

There are several programming and operational improvement opportunities that have been identified by the project team's analysis of the Recreation Division operation that have framed the content of this study. These improvement opportunities include the following:

- Developing a department-wide strategic planning process could clarify the mission, vision and goals of the Recreation Division and Parks and Recreation Department and establish a future direction for the Department, Commission and Recreation Division.

- Including a department-wide assessment of existing facilities as part of the strategic planning process could identify needed improvements to existing facilities and determine future facility needs for recreation programming.

- Establishing and codifying clearly defined division-wide program and administrative policies and procedures could provide consistent guidance and direction to administrative and program personnel in the division.

- Adjusting the span of control, supervisory responsibilities, and realigning recreation related services in the Recreation Division could increase overall program effectiveness, strengthen accountability and ensure consistent program delivery to the community.

- Establishing a program-based budgeting process with performance measures could provide greater management oversight and fiscal accountability for programs and services offered by the division.

- Evaluating and addressing the current office and storage needs of the Parks and Recreation Department could increase the effectiveness of the implementation and delivery of programs and services to the community.

- Strengthening the training programs for part-time personnel and increasing opportunities for professional development for administrative personnel could increase the skill sets of staff and increase overall personnel effectiveness.

- Expanding volunteer services could support existing and future recreation programs and increase overall program quality and safety.

- Increasing and improving marketing efforts and the use of social media for promoting programs and services could ensure that all residents of Trumbull are fully aware of recreation programs and opportunities available to the community.

- Expanding customer service contact opportunities for residents could increase participation in recreation programs and services.

- Reviewing facility use agreements on an annual basis could ensure that all agreements are up to date and that all parties are complying with provisions of the agreements.

- Implementing an online registration system for programs and permits will increase operational efficiency, improve citizen accessibility and encourage increased program participation.

- Establishing program evaluation/customer feedback processes could provide valuable input in improving recreation programs and services.

- Ensuring that Recreation Division personnel actively participate in the recruitment and selection of program personnel could improve the overall effectiveness and quality of programs and services offered to the community.

- Improving the technology resources of the Department would strengthen the effectiveness of the Recreation Division in providing programs and services to the community.

- Establishing a written cost recovery policy and model could assist the division in establishing consistent program fees that ensure the recovery of direct program costs.

- Exploring new opportunities for added program sponsorships, scholarships and grants will provide added in-kind and financial support for recreation programs and services.

- Continuing to explore opportunities to collaborate with other recreation agencies, private businesses and nonprofit community organizations could enhance existing programs and maximize available resources.

- Establishing an inclusion program will ensure that appropriate accommodations are in place for participants with disabilities participating in existing programs in compliance with the Americans with Disabilities Act.

These programming and operational opportunities are solvable and their resolution could significantly impact the continued and future success of the Parks and Recreation Department in providing programs and services to the residents of the Trumbull. The following sections of the report outline nine critical improvement areas identified by the project team as high priority program and operational improvement areas. A tenth section identifies several important areas for continued work by the Parks and Recreation Department, but are not of the same level of priority.

2. DEVELOPING A COMPREHENSIVE RECREATION DIVISION STRATEGIC PROGRAM PLAN WILL CLARIFY THE MISSION, VISION AND GOALS AND ESTABLISH A FUTURE DIRECTION FOR THE RECREATION DIVISION AND PARKS AND RECREATION DEPARTMENT.

The Trumbull Recreation Department is undergoing a major organizational change as it makes the transition to a consolidated Parks and Recreation Department. This transition resulted in changes in the organizational structure of the department including the transition of separately operated programs to the new department, elimination of the Assistant Recreation Director position, and modifications in the roles and responsibilities of existing positions. These changes create both a need and an opportunity to plan for the future direction of the Recreation Division and the Parks and Recreation Department generally.

Developing a five-year Comprehensive Recreation Strategic Program Plan that is consistent with Town goals and objectives, and identifies goals, objectives, standards and performances measures, establishes priorities for recreation programming, and addresses facility needs would increase the effectiveness of the Recreation Division operation. The Division currently has no comprehensive plan to guide its direction in providing programs and services that meet the needs of Town residents. There are no goals, objectives, standards nor performance measures by which programs and services can be evaluated to ensure their effectiveness. Without appropriate performance measures it is difficult to assess the value of the programs offered, evaluate the cost its effectiveness, identify unmet participant needs, and determine when it is appropriate to eliminate ineffective programs.

The following table illustrates a continuum of leisure services and describes a model of delivery systems that can be utilized by recreation agencies to develop and

implement recreation programs and services in the community. The continuum presents a range of delivery systems including direct services, facilitated services, enabled services and advocacy services. Most recreation programs and services offered by the Turnbull Recreation Division fall in the direct service sector of the continuum. In planning comprehensive programs and services, recreation agencies need to consider the full continuum of service models that are available and the varied service delivery systems that can be incorporated to provide services to the Town.

Recreation Program Continuum			
Direct Services	**Facilitated Services**	**Enabled Services**	**Advocacy Services**
Programs and services developed and implemented by the Department as the lead agency. Most of the Department's program offerings fall in this section of the continuum.	Programs and services facilitated by, but not necessarily provided by the Department as a direct program or service. The Department facilitates the program or service provided by another agency or collaboration of agencies.	Programs and services are offered by other agencies with the Department providing the vehicle for their implementation. An example of enabled services is the Department providing park facilities for a school art show.	Programs and services advocated by the Department/Commission on behalf of a specific group or agency to another governmental or regulatory agency. An example of advocacy would be efforts to obtain more programs for persons with disabilities.

Developed by Dr. James F. Murphy, San Francisco State University

A five-year Comprehensive Recreation Strategic Program Plan can provide a focused direction to the recreation programming efforts of the Division, improve its ability to manage and evaluate its resources more effectively and efficiently, incorporate a broad spectrum of service models and delivery systems, and document the benefits of the facilities, programs and services it provides to Trumbull residents.

An important element of a Comprehensive Recreation Strategic Program Plan needs to include a department-wide assessment of existing recreation facilities used by the Division for programming, identify needed improvements to existing facilities, and

identify future facility needs for recreation programming. This element of the plan is critical as most current recreation programming utilizes school facilities and sports fields along with selected private venues. The plan should include an assessment of future facility needs including development of a community center for the Town.

Involving the Parks and Recreation Director, Recreation Manager, and key administrative and recreation program personnel in the development of a comprehensive program plan is a critical component in providing direction to the programs and services offered by the Recreation Division. Obtaining input from the Parks and Recreation Commission along with input from the Board of Education, related agencies such as the Library and Senior Center, and active business and community organizations as part of the planning process will strengthen the comprehensive plan and develop support for its current and future implementation.

The National Parks and Recreation Association has developed suggested components and criteria for the development of a comprehensive recreation program plan which can be used as a guide in developing a comprehensive plan for Trumbull's Parks and Recreation Department. The table that follows provides an overview of the plan content as recommended by NRPA.

NRPA Components of Comprehensive Recreation Strategic Program Plan	
Environmental Scan	Includes analysis of current demographic and economic data, social problems, physical resources, technology, environmental quality and political environment.
Community Inventory	Profiles organizations providing recreation services. Assesses current recreation facility use and the need for future facility development.
Community Niche	Identifies constituent groups served, programs and services and use of facilities to avoid duplication.

NRPA Components of Comprehensive Recreation Strategic Program Plan	
Constituent Needs Assessment	Uses program data and involves community in identifying program preferences
Goals and Objectives	Builds on Department's Strategic Plan to create vision and goals
Critical Issues	Identifies contributions program make to Departments priorities
Basic Premises	Establishes basic operational paradigm such as funding, staffing
Operational Database	Inventory of physical assets, human resources, statistical data, and standards for desirable programs
Program Segmentation	Elements of programs by age/person, facility, geography, etc.
Program Master Plans	Provides goals and objectives for each planning area
Resources Needed	Identifies human, physical and financial resources required for implementation
Interagency Partnerships	Creates community inventory of program offerings
Prioritizing and Timelines	Sets priorities and timelines for meeting priorities
Annual Review	Develops qualitative and quantitative assessment processes
Program and Service Evaluation	Establishes framework for evaluation of programs and services

Recommendation 1: Develop a Five-Year Comprehensive Recreation Strategic Program Plan to identify goals, objectives, performance measures, and facility needs and priorities to guide the future direction of program and services offered by the Department.

3. ESTABLISHING AND CODIFYING CLEARLY DEFINED, DIVISION-WIDE PROGRAM AND ADMINISTRATIVE POLICIES AND PROCEDURES WILL PROVIDE CONSISTENT GUIDANCE AND DIRECTION TO RECREATION DIVISION ADMINISTRATIVE AND PROGRAM PERSONNEL.

The project team's analysis of the Recreation Division identified a variety of individual department and division policies related to registration processes, sports field use, lifeguarding policies and procedures, I.D. checking procedures, playground operations, permit processing procedures, event policies and fee schedule and a variety of added program policies and procedures. These current policies and procedures are detailed in separate documents for individual program areas and do not provide

complete and consistent information regarding critical topics such as departmental mission, goals and objectives, program descriptions, employee expectations and responsibilities, department policies and procedures, emergency procedures, program registration procedures, cash handling procedures, facility and field use permits and procedures, participant safety and legal mandates.

Clearly defined and concise program and administrative policies and procedures are critically important in providing guidance and direction to administrative and program personnel as they implement the Department's programs and services. It is important to participant safety that employees understand policies and procedures and are consistent in working with children, youth and adults in programs. Consistency is also critical to effective Department customer service and clear policies and procedures ensure that Town residents are treated consistently and fairly in their interactions with the Department.

The following exhibit provides a suggested model outlining content for a department program policy and procedure manual that can be used by administrative and program personnel to ensure that the Recreation Division is consistent in its customer service contacts and in the implementation of programs and services in the community.

The process for developing such a manual requires that Department staff collect all the existing program and procedure policies, review each policy to ensure it is current and reflects what is actual practice, revise them as needed, and, as appropriate, review individual policies with the Town's legal counsel and Recreation and Parks Commission to ensure their appropriateness and legality.

The policy and procedure manual should be accessible to all administrative personnel for their daily use and reference as questions arise. In addition, appropriate sections of the document should be reviewed with seasonal/part-time personnel as part of the program in-service training sessions. Selected sections of the manual referring to specific program areas should be available onsite for reference by program personnel.

Suggested Recreation Division Policy and Procedure Manual Model	
Policy Manual Section	**Possible Content**
Introduction	• Introduction from Director • Town of Trumbull Overview • Parks and Recreation Department Overview • Recreation Division Mission and Goals • Recreation Division Organization • Employee Roles and Responsibilities
Employee Policies and Procedures	• Employee Expectations • Work Schedules • Time Cards • Uniforms/Dress Code • Hiring, Evaluation, Retention Policies • Scheduling • Accident Procedures • Customer Service • Harassment Policies • Training • Certification Standards
General Policies and Procedures	• Program Registration System • Cash Handling Procedures • Discipline Procedures • ID Checking Procedures • Passes and Permit Procedures • Safety Procedures • Accident Reporting • Incident Reporting • Emergency Response Procedures • Site Safety • Participant Safety • Health Information Procedures • Program Evaluation • Participant Behavior Management • Child Abuse Mandates • ADA Compliance Policy
Aquatic Program Operations	• Pool Hours • Admission Fees • Lifeguard Expectations, Rules and Procedures • Program Descriptions • Event Descriptions Pool Safety Rules • Beach Pool Rules • Tashua Pool and Rules • Diving and Slide Rules • Opening/Closing Procedures • First Aid/Emergency Procedures • Maintenance Operations

Suggested Recreation Division Policy and Procedure Manual Model	
Policy Manual Section	**Possible Content**
Playground Program Operations	• Program Hours • Program Description • Playground Leader Expectations, Rules and Procedures • Attendance Procedures • Discipline • Rainy Day Procedures • Off-site Events • Program Planning and Supplies • Opening and Closing Procedures • First Aid/Emergency Procedures • Maintenance Operations
Camp and Class Procedures	• Program Hours • Program Descriptions • Leader/Instructor Expectations, Rules and Procedures • Attendance Procedures • Discipline • Rainy Day Procedures • Off-site Events • Program Planning and Supplies • Opening and Closing Procedures • First Aid/Emergency Procedures • Maintenance Operations
Field/Facility Use Policies and Procedures	• Group Classification • Application Procedures • Fee Structures • Use Priorities • Use Permit Procedures • Non-Town Sponsored Event Policy • Code of Conduct • Field Use Rules
Forms	• Job Descriptions • Time Cards • Employee Accident Report • Incident Report • Pool Rental Agreement • Facility Use Agreement • Weekly Activity Plan

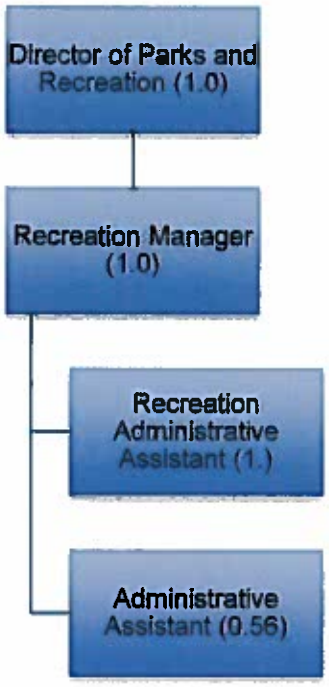
Recommendation 2: Develop a Division-wide program and administrative manual to provide consistent guidance and direction to administrative and program personnel in the implementation of Department programs and services.

4. REALIGNING THE ORGANIZATIONAL STRUCTURE AND SPAN OF CONTROL IN THE RECREATION DIVISION WILL INCREASE OVERALL PROGRAM EFFECTIVENESS AND PROGRAM DELIVERY.

The current structure of the Recreation Division, as presented in the organizational chart below, reflects recent budgetary and organizational changes that created a combined Parks and Recreation Department with the Director of Parks and Recreation providing overall leadership to the Department. The organizational changes resulted in the elimination of one FTE recreation program supervisory position leaving a single FTE Recreation Manager responsible for the development and implementation of all programs and services offered by the Department.

The recent organizational restructuring also resulted in two related community programs, the Arts Commission (0.48 FTE) and the Trumbull Youth Association (0.48 FTE), being transferred to the Parks and Recreation Department.

Approximately 150 seasonal/part time program personnel staff the programs offered by the Recreation Division. Because of the organizational restructuring several part-time employees have taken on expanded roles to ensure appropriate supervisory coverage of programs specifically in the aquatics and playground program areas. These positions generally work extended hours during the summer months and work fewer hours during the winter seasons to ensure they are not surpassing the maximum annual hours designated for part-time personnel.



The Recreation Manager position is responsible for the overall planning and implementation of recreation programs and services offered by the Department. As indicated in the descriptive profile presented by the project team, and included as an attachment to this report, the Recreation Manager performs tasks such as:

- Plans and implements year-round recreational programs in areas of sports, aquatics, camps and classes, arts, playgrounds, teens, special populations and community programs producing approximately 5,000 annual program hours.
- Provides direct supervision and training to two summer part-time program supervisor positions (playgrounds and aquatics) and approximately 150 seasonal part-time program personnel and 15 class instructors.
- Supervises outsourced programs.
- Coordinates programs with school district to obtain building permits.
- Manages sports field scheduling process for all town and school fields used by division and local sports organizations.
- Coordinates field use with Parks Maintenance Superintendent.

- Develops content for and oversees Recreation Administrative Assistant in the production of the online program brochure.
- Oversees program registration process making daily deposits of registration fees.
- Administers Division budget and Special Revenue Fund.

Given the extent of current responsibilities of the Recreation Manager position, the project team's assessment determined that the span of control and responsibilities of the position are beyond a level that can provide appropriate guidance and supervision of program personnel and ensure the delivery of quality programs and services to the Town. This current program and administrative workload can potentially impact overall program efficiency and effectiveness and customer service.

The addition of the Arts Commission and Trumbull Youth Association programs to the Department requires an added level of program management and supervision not currently available in the Department without significantly impacting the existing program operation.

Realigning the Recreation Division structure and decreasing the span of control of the Recreation Manager position will have a positive impact on the programs and services offered by the Department.

This proposed organizational changes for the Recreation Division reflect several recommended modifications to the current structure and accomplish the goal of increasing the effectiveness of program supervision and overall program delivery. The following describes the proposed changes.

- Organizes the Recreation Division into three program units including Arts and Community Programs, Sports and Aquatic Programs and Playgrounds, Teens and Instructional Programs.
- Places the Arts Commission and the Trumbull Youth Association programs as a specific program within a newly created Arts/Community unit in the Recreation

Division and continues with the current staffing allocations for each of these programs.

- Transfers implementation of current community programs including the summer concert series, lunch time concert series and the holiday tree lighting event to the Arts/Community Programs unit under the supervision of the Recreation Manager.

- Creates a Sports/Aquatics Programs unit focused on the development and implementation of current year-round sports leagues, sports camps and classes and special needs sports programs along with the year-round aquatics programs currently being offered.

- Establishes a new 1.0 FTE permanent Program Coordinator position in the Sports/Aquatics Programs unit to provide day-to-day supervision, coordination and implementation of assigned programs and program personnel.

- Creates a Playground/Teen/Instructional Programs unit within the division to focus on the summer playground-oriented programs along with the year-round variety of camps and instructional programs for children, youth and adults and manage the teen program.

- Establishes a new 1.0 FTE permanent Program Coordinator position in the Playground/ Teens/Instructional Programs unit responsible for the implementation of the playground programs, teen center programs and instructional classes for children, youth and adults.

- Continues responsibility for the development, implementation and supervision of Special Needs programs and the Division-wide development and implementation of inclusion opportunities and program accommodations for persons with disabilities with the Recreation Manager position.

- Transfers the day-to-day implementation of the program and permit registration processes and cash handling procedures to the administrative assistant positions under the direct supervision of the Director of Parks and Recreation or his designee.

The proposed organizational structure, summarized and illustrated in Chapter 5 of this report, concentrates similar program areas into program units: arts, sports and aquatics and playgrounds, teens and classes. The combination of these program units is consistent with organizational models utilized in most municipal recreation operations. The creation of these three program units provide opportunities to utilize the unique skill

sets and background experience of program coordinators, increase the effectiveness of supervision of part-time/seasonal personnel and increase the quality of current and future programming. These proposed changes provide a number of important adjustments in the effectiveness and efficiency of the overall operation of Recreation Division by achieving the following results:

- Decreases the daily span of control and program supervision responsibilities of the Recreation Manager position from the direct development and implementation of all programs being delivered during each program cycle and increases the direct supervision of up to 150 part-time program personnel assigned to the three program units by the program coordinator positions.

- Transfers program implementation and the direct day-to-day supervision of part-time personnel to the two existing part-time and two proposed permanent Program Coordinator positions providing for more effective program development, improved personnel training, increased personnel supervision and oversight, increased program fiscal accountability, and increased responsiveness and customer service to the community.

- Provides the Recreation Manager position the opportunity to continue administering the sports field use schedule and interacting with and coordinating overall programs and services with the Board of Education and other community groups and organizations.

- Increases opportunities for the Recreation Manager to develop expanded program sponsorships, develop greater program scholarship opportunities for participants, support and expand special needs programs and services for persons with disabilities, and identify new sources of program in-kind and financial support for recreation sponsored programs and services.

- Provides continued opportunities to expand division program marketing efforts to increase participation, increase the division's social media presence and develop expanded training programs for part-time personnel.

It is suggested that the two existing and two proposed permanent Program Coordinator positions be funded at a salary level commensurate with the previously funded Assistant Director salary level, as these positions will take on major supervisor and program development responsibilities. The current hourly salary rate for the

eliminated Assistant Recreation Director position in the 2015-16 budget request was $22.76. Using this hourly rate for the two 1.0 FTE proposed Program Coordinator positions, and including a benefit rate of 40% of the proposed salary would result in a 1.0 FTE Program Coordinator annual salary of $47,340 with the addition of $18,936 for fringe benefits bringing the total cost per position to $66,276 or a total of $132,552 for the two positions. In addition, some adjustment may be required to bring the two existing Program Coordinator positions (Arts Coordinator and TYA Coordinator (shared position)) to the level of the newly proposed positions. As previously indicated, part-time hours currently in the budget for existing playground and aquatics supervisor positions currently assigned responsibility supervising the summer playground program and managing the aquatics operation could partially fund the new permanent Program Coordinator positions.

Recommendation 3: Adopt the proposed organizational structure for the Recreation Division of the Parks and Recreation Department establishing three separate program units.

Recommendation 4: Fund the two proposed 1.0 FTE Program Coordinator positions reporting to the Recreation Manager and responsible for the development and implementation of assigned Recreation Division programs and services units. The total compensation for these two positions, including fringe benefits, is estimated to be approximately $132,552.

5. ESTABLISHING AN EFFECTIVE PROGRAM EVALAUTION/CUSTOMER FEEDBACK PROCESS WILL PROVIDE VALUABLE INPUT FOR IMPROVING RECREATION DIVISION PROGRAMS AND SERVICES.

Creating an effective program evaluation process that includes opportunities for customer feedback will assist the Recreation Division in improving program operations and providing programs that meet the needs of Town residents. Program evaluation processes provide program managers with critical data from which to make decisions

about the effectiveness of programs, the cost recovery and return on investment, and the viability of the services being offered by the Division.

Program evaluation processes also identify areas of strength in program operations and areas in which changes may be required to effectively meet the needs of constituents. Program evaluation provides opportunities to further enhance the content and creativity of existing programs and identify opportunities for developing new programs and services.

Building opportunities for customer feedback and comments on programs and services provides valuable data for evaluation, creates a sense of partnership and involvement with participants and customers, and often creates greater support for programs and services among constituents. Effective program evaluation provides evidence of the positive impacts that recreation programming has on the quality of life of those participating in the experiences.

The Recreation Division currently has no consistent, viable process for evaluating the efficiency and effectiveness of programs and services nor gathering critical decision making data. There are several important steps required to develop an effective program evaluation process. These begin by building on the Five-year Comprehensive Strategic Recreation Program Plan to identify more specific goals and objectives for the programs and services identified in the comprehensive plan. The following table identifies the components of an effective recreation program evaluation process.

Components of Recreation Program Evaluation Process	
Foundations of Evaluation Process	• Identify clear purpose/program outcomes • Establish evaluation objectives/measures • Identify resources needed • Review current program background data
Gather Information	• Identify possible data collection methods and tools to use for gathering information • Implement data collection process
Reporting	• Analyze key statistics from data • Interpret results • Prepare written reports of evaluation data
Implement Results	• Identify actions to be taken as a result of evaluation process • Implement identified changes in current program operations • Utilize evaluation results in planning, budgeting, staffing decisions for future programs and services

There are several online survey tools that are easily designed and administered, provide immediate feedback, and produce useable and effective analysis of the resulting data. Online survey systems such as Survey Monkey or Survey Gizmo could be utilized in the implementation of an effective program evaluation process that provides participants and customer feedback for evaluation purposes. These existing online survey systems provide features that make their design and implementation easy to use and responsive to the needs of it users including:

- Reasonable price for implementation
- Variety of survey design and question options
- Customized look for agency branding
- Technical support and customer service
- Real time results
- Accurate and thorough analytical reports

In addition to customer feedback on specific programs, the division could also obtain information about other elements of the department's operation such as the permit registration process, condition of parks and sports fields, the value of website information, and suggestions for future programming.

The Recreation Division should work closely with the Town's Information Technology Department to implement an online program evaluation system for all recreation programs, classes, aquatics, and sports programs.

Recommendation 5: Establish a program evaluation/customer feedback process to provide valuable input to overall Recreation Division operations including program planning, evaluation, maintenance and facility improvement needs.

6. ESTABLISHING A WRITTEN COST RECOVERY POLICY AND MODEL WOULD ASSIST THE RECREATION DIVISION IN ESTABLISHING CONSISTENT PROGRAM FEES THAT ENSURE THE RECOVERY OF PROGRAM COSTS.

The Recreation Division has traditionally followed a philosophy of "offering programs that do not exclude anyone based on ability to perform or pay". This approach results in an inconsistent process for determining program fees and does not necessarily result in fees covering the actual direct or indirect costs for the delivery of a program. If the program costs more to operate than the program revenues can cover the balance is taken from the Special Revenue Fund in an end of the year adjustment. There is no existing cost recovery plan or policy currently being implemented on a consistent basis to recover the costs of programs in the Department.

A "Best Practice" being utilized consistently by public parks and recreation agencies is the development and implementation of a Cost Recovery Plan and Policy. The purpose of a cost recovery policy is to determine the full cost of providing a service (direct and indirect costs) and to set a level of fees and charges which is acceptable to the community, is able to recover a portion of the full cost, and meets a target cost recovery percentage of the Department.

A Cost Recovery Plan and Policy will guide the department in ensuring the recovery of costs for the implementation of selected programs and services. As operational costs have increased, the fees and revenues to support the programs have not. Establishing a cost recovery plan places the support for selected programs and park amenities on the user groups while retaining the balance to provide cores services at minimal or no cost.

The following exhibit provides an overview of the definition, purpose and components of the cost recovery plan, describes the benefits of such a plan and the steps to develop an effective cost recovery plan and policy.

Cost Recovery Plan and Policy	
Definition:	A cost recovery policy is defined as a formalized, which dictates the portion of the direct and indirect cost that will be recovered by the Parks and Recreation Department based on revenue collected for the fees and charges assessed by the Department.
Purpose:	The purpose of a cost recovery policy is to determine the full cost of providing a service (direct and indirect costs) and to set the level of fees and charges, which is acceptable to the community, is able to recover a portion of the full cost and to meet the ***target cost recovery percentage*** of the Department.
Components:	*Direct Costs* – the direct cost of providing a service is costs associated with the instructor teaching the recreation class or the program leaders monitoring children during afterschool programs. *Indirect Costs* – the cost of overhead associated with providing administrative support to Parks and Recreation Staff in running the various Parks and Recreation Programs. This overhead support can be manifested through program overhead, departmental overhead, or town-wide overhead. *Participation* – the number of participants associated with a specific program or activity. This component is ***only*** important for fees and charges that have a "per participant" fee, as the total direct and indirect costs are divided by the number of participants to arrive at the full cost per participant. *Revenue* – the total recoverable revenue associated with a specific program or activity. This revenue is then used in conjunction with the full cost derived to determine the current cost recovery percentage for the Department. This target cost recovery percentage can be used to develop the ***target*** cost recovery percentage, which is the main purpose of the cost recovery policy.
Benefits:	• Department is aware of the full cost of providing the service and can set the fees with full knowledge of what portion of costs it is recovering. • Fees based on costs can be charged to all users, including resident and non-residents who do not pay general property taxes. • User charges can help gauge the demand for a service. • Develop a formal subsidization policy or formal scholarships based upon the needs of the community. • Ability to develop fees appropriately for any new programs or activities. • Utilize the benefit pyramid (discussed below) to set future and current fees appropriately.

Cost Recovery Plan and Policy	
Steps to Develop a Cost Recovery Policy:	• Define the full list of services for which the department is currently and potentially interested in charging fees. • Calculate the full cost of each service, including applying appropriate indirect overhead charges. • Determine the community goal of each service or program area and set a different cost recovery level for that service. • Conduct a focus group to evaluate citizens' response to changes to fee structures. • Develop different levels of fees for residents and non-residents. • Establish a written policy dictating different cost recovery levels for the various types of services provided by the department.

Developing a Cost Recovery Plan and Policy is a viable business practice that ensures the development of an appropriate fee structure that recovers an identified level of costs for programs, assists in evaluating the effectiveness of programs and services, allows for consistent program budgeting and still provides opportunities for participants who may not have the ability to pay to be able to participate through the Department's scholarship program.

Recommendation 6: The Department should develop a Cost Recovery Plan and Policy that establishes a cost recovery model for recreation programs and park amenities while balancing the need to provide core services at minimal or no cost.

7. ENSURING THAT RECREATION DIVISION PERSONNEL ACTIVELY PARTICIPATE IN THE RECRUITMENT AND SELECTION OF PROGRAM PERSONNEL WOULD IMPROVE THE OVERALL EFFECTIVENESS AND QUALITY OF PROGRAMS AND SERVICES OFFERED TO THE COMMUNITY.

The Recreation Division employs approximately 150 part-time, seasonal employees who work throughout the year in program leadership positions such as playground leaders, lifeguards, referees, scorekeepers, special needs program aides, and ID checkers. These positions require a variety of unique skill sets, experience, customer service orientation and leadership qualities as they work directly with children, youth and adult residents of the Town.

At the current time, the recruitment and selection process for part-time, seasonal employees is administered solely by the Town's Human Resources/Civil Service Department (HR Department) including recruiting applications, evaluating applicant qualifications, interviewing candidates and the ultimate selection of employees. Recreation Division management personnel are not involved in any part of the recruitment, interview or selection process, but instead are provided a list of their new employee hires at the completion of each recruitment cycle.

The involvement of the HR Department is an important part of the employee selection process at the initial stages of the process from conducting the recruitment effort to ensuring that applicants comply with the requirements of the application process, meet the minimum qualifications for the position, pass appropriate background checks and fulfill hiring standards established in the civil service code and other employment laws. The HR Department is also responsible for ensuring that the interview process is conducted in a fair and equitable manner so that all candidates receive equal consideration for the positions.

Within this framework appropriate Recreation Division program personnel should have the opportunity to review applications, select candidates to be interviewed based on the qualifications of the candidates, and directly participate in the interview and selection processes to ensure that the candidates with the appropriate skill sets, leadership skills and customer service perspective are selected for the appropriate positions. Recreation Division involvement is critical to selecting a cadre of part-time, seasonal personal who understand the division's program mission and have the personality and personal attributes to work on a daily basis with children, youth and

adults. Recreation Division involvement is important in developing a cadre of long term returning employees so that a depth of well-trained and experienced personnel work directly with the community.

Recommendation 7: The Recreation Division should work directly with the Human Resources/Civil Service Department to develop a recruitment and selection process that involved Recreation Division personnel in the direct interview, selection and hiring process for part-time, seasonal program personnel.

8. INCREASING AND IMPROVING MARKETING EFFORTS AND THE USE OF SOCIAL MEDIA FOR PROMOTING PROGRAMS AND SERVICES WILL ENSURE THAT ALL RESIDENTS OF TRUMBULL ARE FULLY AWARE OF RECREATION PROGRAMS AND OPPORTUNITIES AVAILABLE TO THE COMMUNITY.

The Recreation Division has undertaken a variety of efforts to market the Parks and Recreation Department and promote programs to residents in the Town including the increased use of social media. The following are examples of the current marketing and promotional activities utilized to promote programs and services.

- The Department maintains a Parks and Recreation page on the Town's website with information about Department-sponsored programs, parks and facilities, the Parks and Recreation Commission and recreation and facility-related policies.
- The website also includes a link to the current program guide providing information about current programs being offered and program registration details.
- The Arts Commission program maintains a separate page on the Town website announcing activities planned for the community.
- The Trumbull Youth Association also maintain a separate website page on the Town website that links to their own website which is designed to promote their programs.
- The Town maintains a Facebook page which is utilized by the Arts Commission program and the TYA but not utilized by the Recreation Division to feature activities and to promote program offerings.

- The Division utilizes the Town newsletter email list to notify current participants of changes in program schedules and weather conditions affecting program status.
- Individual promotional posters and materials are developed for selected programs and services and available at the division offices.
- Recent efforts to increase the use of social media have added to the promotion of programs and creation of a 'brand' for the Parks and Recreation Department.

Programs can only be successful if residents know about the offerings. Failure to publicize program opportunities and increase awareness of the values of participation will impact the participation level of programs.

The development of a program and facility marketing effort will increase awareness and, subsequently, participation in the programs and services being offered. A marketing effort that focuses on the health and wellness, safety, and social benefits of recreation participation should be implemented to enhance the programs and services offered by Parks and Recreation Department and establish Department as the major leisure resource serving children, youth, adults and families in Trumbull.

There are a number of opportunities for the Division to expand and enhance its current marketing and promotional activities to increase opportunities for residents to become familiar with department sponsored programs and be motivated to participate. Developing and implementing a campaign to 'brand' the Parks and Recreation Department as an important community asset that focuses on health and wellness, safety and offers extensive social benefits will increase the visibility and effectiveness of the recreation programs and park facilities.

As an example, the California Parks and Recreation Society (CPRS) established a marketing effort that focuses on the slogan "Parks Make Life Better" to promote the benefits of recreation and parks. Municipal Parks and Recreation agencies throughout

California have instituted the marketing campaign and have seen positive results in program participation and community support for their agencies. (see details at www.cprs.org)

The following are suggested actions that the Parks and Recreation Department and, more specifically, the Recreation Division can take to market and promote it programs and services to the community utilizing a brand like "Parks Make Life Better".

- Based on the strategic plan create a branding slogan for the department after consultation with the Parks and Recreation Commission, department staff, community organizations and related community focus groups.

- Develop opportunities for resident participation in describing what parks and recreation means to the Town of Trumbull.

- Create a new logo for the Department that reflects the slogan and generates excitement about participating in department sponsored programs.

- Using the new slogan and logo incorporate a variety of tools to promote the values of recreation and parks using a coordinated marketing campaign that includes advertising, promotional materials, media presentations, website upgrading, Facebook and Twitter campaigns, electronic newsletters and a variety of other marketing strategies.

- Expand the Parks and Recreation presence on the Town website electronic newsletter, Facebook page and Twitter using these vehicles to promote recreation activities with regular photos of events, activities and program promotional information to generate interest in the programs and services being offered.

- Redesign the current program brochure that is published online for the Fall/Winter and Spring/Summer program seasons and make it compatible for online registration. The brochure can be redesigned to be more concise with age group or program categories so that it is easier to identify potential programs and provides clearer details about registration, program requirements, dates, and other details. Include information about Arts Commission programs, TYA programs and activities and parks in the brochure as well to promote the full array of leisure opportunities available to residents.

- Produce a hard copy supply of program brochures for distribution at recreation sites, businesses, Town offices and libraries so that residents not accessing

computers will become familiar with the programs and services being offered by the Department.

Incorporating these marketing strategies and efforts along with the expanded use of the Town website and social media will result in greater awareness of recreation and parks programs and services, increase participation, and develop community support for recreation and parks services.

Recommendation 8: Develop a marketing strategy that creates a 'brand' for parks and recreation in Trumbull and promotes the values of leisure services to the community.

Recommendation 9: Develop a marketing plan that expands the use of the Town's website and uses social media to promote the values of parks and recreation and promotes the programs and services offered by the Parks and Recreation Department.

Recommendation 10: Update and redesign the current program brochure to be clearer, concise and easier to read and including the online program registration component proposed in Recommendation 15.

9. ESTABLISHING AN INCLUSION PROGRAM WILL ENSURE THAT APPROPRIATE ACCOMMODATIONS ARE IN PLACE FOR PARTICIPANTS WITH DISABILITIES.

The Recreation Division currently provides several programs for persons with developmental disabilities including a summer soccer camp for individual from 5 to 30 years old and a camp program for children in grades 1 to 5. During the Fall/Winter program cycle, special needs sports programs including basketball, volleyball, kickball, dodge ball and floor soccer are offered to children and youth with disabilities between the ages of 8 and 18 years. These special needs programs are designed solely for persons with developmental disabilities. In addition, the Division currently provides an opportunity, through its program registration process for registrants to indicate any needs for specific accommodations required for program participation.

The ADA mandates that parks and recreation agencies ensure appropriate accommodations for persons with disabilities in existing recreation programs offerings. The Act also requires that appropriate accommodations be made unless the agency can justify that such accommodations are an extreme fiscal hardship. Compliance with the provisions of the Act may require a simple adjustment for a wheelchair or in equipment being used in the program. It may require making arrangements for an aide to accompany the participant. Individual participant needs and accommodations are most often identified and developed in advance and in consultation with parents or caregivers and program personnel to ensure a smooth inclusion in to the program. In some cases, accommodations in recreation programs are supported by the Board of Education as part of a child's Individual Education Plan.

The Recreation Division should develop a plan and process that ensures that children and adults with disabilities have opportunities to be included in existing recreation programs and services and work directly with parents or caregivers and school to determine the most effective way to ensure that participants with disabilities are accommodated in existing programs. As the effort to ensure that children and adults with disabilities have opportunities for inclusion in all recreation programs offered by the Department the implementation of the plan should be the responsibility of the Recreation Manager position. Each of the Recreation Division program positions (Recreation Manager, Program Coordinator) job descriptions should be revised to include knowledge of skills related to working with persons with disabilities.

Recommendation 11: Establish a plan and process to ensure that appropriate accommodations are available to ensure that persons with disabilities have opportunities for inclusion in existing recreation programs and that the Department is complying with provisions of the Americans with Disabilities Act.

The nine issues presented above represent the project team's high priority improvement opportunities for the Recreation Division that can result in significant, positive impacts to parks and recreation services in Trumbull and should be addressed first. There are, however, nine added improvement opportunities that the project team also identified and, while important, could be addressed in the process of responding to the high priority opportunities or after significant progress has been made on the higher priority improvements. Many of these improvement opportunities could enhance existing programs and services or could be addressed in the course of normal operations, but will also lead to increased program effectiveness. These include:

- Establishing a program-based budgeting process with performance measures could provide greater management oversight and fiscal accountability for programs and services offered by the division.
- Evaluating and addressing the current office and storage needs of the Parks and Recreation Department could increase the effectiveness of the implementation and delivery of programs and services to the community.
- Strengthening the training programs for part-time personnel and increasing opportunities for professional development for administrative personnel could increase the skill sets of staff and increase overall personnel effectiveness.
- Expanding volunteer services could support existing and future recreation programs and increase overall program quality and safety.
- Expanding customer service contact opportunities for residents through alternative office hours could increase participation in recreation programs and services.
- Reviewing facility use agreements on an annual basis could ensure that all agreements are up to date and that all parties are complying with provisions of the agreements.
- Improving the technology resources of the Department would strengthen the effectiveness of the Recreation Division in providing programs and services to the community.

- Exploring new opportunities for added program sponsorships, scholarships and grants will provide added in-kind and financial support for recreation programs and services.

- Continuing to explore opportunities to collaborate with other recreation agencies, private businesses and nonprofit community organizations could enhance existing programs and maximize available resources.

3. FINANCE AND ADMINISTRATION

This chapter provides an overview of financial management, budgeting, accounts receivable, technology, and other administrative functions within the Recreation department. Because at the time of the study Parks Maintenance remained under Public Works, the primary focus of this chapter is the Recreation Division.

The Recreation Department is responsible for a variety of programs, including summer camps, vacation camps, sports leagues, adult fitness classes, and youth sports classes.

Finance and administrative tasks related to these functions include the following:

- Taking in registration forms and payments through the mail or in person.
- Managing reservations for pavilions, the gazebo, and other park facilities.
- Issuing parks stickers to Trumbull residents.
- Entering registration information into log books and developing participants' lists for class leaders, camp directors, and others involved in running programs.
- Forwarding cash receipts to Finance.
- Hiring and managing seasonal employees.
- Procuring and paying for goods and services associated with recreation programs.

The department receives registration fees and a variety of other payments for and incurs expenses associated with the recreation programs, such as instructors, life guards, buses to field trips, and equipment.

The analysis and recommendations below are based on findings during the initial study period. The Department has already begun to address some of the deficiencies, although there are significant recommendations that remain to be implemented.

1. THERE ARE A NUMBER OF POSITIVE ELEMENTS OF THE FINANCIAL AND ADMINISTRATIVE FUNCTIONS OF THE DEPARTMENT.

Our review identified a number of positive elements to the administrative and financial operations:

- The Department is efficient and customer friendly in dealing with walk in and telephone customers.
- Payments can be made with cash, check, or credit cards.
- Staff communicate effectively with Rangers and recreation program managers by maintaining current program participation information and calendars, for example tracking all facility reservations so that Park Rangers can oversee facility use.
- Clerical staff are cross-trained and can fill in for each other during breaks and vacations.
- Staffing is adjusted to increase during heavy workload times and reduced when the Department is less busy.
- Management has been proactive in addressing issues identified in this study based on preliminary feedback.

These positive elements of service and operations provide a foundation on which to build a more efficient and effective organization in terms of its financial, administrative and customer services.

2. THE DEPARTMENT LACKS TRANSPARENCY IN BUDGETING AND IN TRACKING AND REPORTING OF EXPENDITURES AND REVENUES

The Recreation Department utilizes two funds, a Special Revenue Fund for recreation, and the Town's General Fund under the sub-category of Recreation. All revenues are paid into the Special Revenue Fund; expenditures are paid from both funds.

The Department's general fund budget provides clear line item limits for salaries, overtime, training, and equipment, but the largest line item, $277,000, is simply listed as "program expenses."

Description	2015	2014
Salaries	$184,895	$183,261
Part Time Staff	$17,633	$26,373
OT	$1,200	$4,200
Longevity	$925	$925
Program Expenses	$277,500	$277,500
Supplies	$11,200	$11,200
Professional Development	$800	$800
Transportation/travel	$2,240	$2,260
Maintenance	$1,969	$1,896
Copier	$2,820	-
Total	**$501,182**	**$508,415**

Detailed financial reports provided by the Finance Department list individual payments under "Program Expense" but many of the largest provide no detail. Below is a report from the finance software identifying the ten largest line expenditures; according to the Town all of these are payments for seasonal and temporary staff but the reports do not indicate which staff and which programs they supported.

07/24/2014	PRJ	29,143.50	142	WARRANT=072414 RUN=1 TOWN
07/17/2014	PRJ	28,292.08	94	WARRANT=071714 RUN=1 TOWN
07/10/2014	PRJ	25,731.32	48	WARRANT=071014 RUN=1 TOWN
08/07/2014	PRJ	25,106.27	18	WARRANT=080714 RUN=1 TOWN
07/31/2014	PRJ	24,755.34	189	WARRANT=073114 RUN=1 TOWN
08/14/2014	PRJ	24,153.11	65	WARRANT=081414 RUN=1 TOWN
08/21/2014	PRJ	24,112.40	105	WARRANT=082114 RUN=1 TOWN
06/30/2015	PRJ	21,558.94	182	WARRANT=070215 RUN=1 TOWN
08/28/2014	PRJ	12,653.66	140	WARRANT=082814 RUN=1 TOWN
09/04/2014	PRJ	9,265.58	17	WARRANT=090414 RUN=1 TOWN

The Trumbull budget document does not include any reporting on the Special Revenue Fund. Upon request, the Department of Finance provided additional detail on

the fund. The fund's balance in 2015 was $114,786 and fluctuated considerably in the previous two years.

Description	2015	2014	2013
Beginning Balance	$ 114,786	$ 141,608	$ 100,863
Revenues	$ 226,860	$ 227,335	$ 224,625
Expenditures	$ (124,279)	$ (190,367)	$ (109,158)
General Fund Transfer	$ (65,800 est.)	$ (63,790)	$ (75,461)

Expenditures from the Special Revenue Fund include a lump transfer to the General Fund to cover shortfalls at the end of the year.

An analysis of spending shows little consistency regarding which funds are used for which expenditures. The special revenue fund included expenditures for lifeguards, recreation program instructors, equipment rentals, and transportation for camp field trips. The general fund expenditures included also included camp instructors, payments for seasonal temporary staff, and a range of materials and equipment.

The Department receives approximately $225,000 in recreation program fees every year. At the time of the initial assessment, these revenues were only recorded in budget documents as "cash receipts" and the date posted, providing no information regarding the source of the revenue (for example, which program the revenues were for).

Budgeting and financial tracking mechanisms need to be amended to create better transparency regarding how recreation funds are being spent, as well as sources of income to the Department. To do so, the Recreation Division, in conjunction with the Finance Department, should develop much more robust and detailed tracking of expenditures and revenues to clearly identify expenditures and revenues by associated program and to consistently use the same fund to pay each category of expenditures.

Recommendation 12: The Department should develop and implement clear, written policies regarding funds and expenditures that: 1) identify whether payments should be made from the General Fund or Special Trust 2) track revenues, expenditures, and participation rates by specific program categories.

The Town's budget document itself should provide more detail regarding revenues and expenditures for recreation programs. This should include:

- Reporting on the Special Revenue Fund, including beginning and end of year balances, expenditures, and revenues.
- Greater detail regarding expenditures, particularly those from the $277,000 line item for recreation expenditures.

Recommendation 13: The Department's section of the Trumbull Budget Book should include reporting on both the General Fund and Special Trust revenues and expenditures.

As discussed elsewhere in this report, the Town does not routinely evaluate Recreation fees, has not adjusted fees in several years, and lacks an explicit policy regarding cost recovery.

The current processes used to track revenues and expenditures would make it impossible to conduct the recommended analysis of recreation programs, including the extent to which fees are covering costs.

Below is a template for a report that should be used to aid in decision-making and communication regarding Trumbull's activities. While the report is relatively straightforward, current accounting and bookkeeping would need to be changed in order to populate this with actual data. To implement this reporting, the Department would need to track revenues, expenditures, and participation rates by specific categories as recommended in the previous section.

Program	Total Programs	Number of Participants	Expenditures	Revenues
Summer Programs				
Adult Recreation Class				
Adult Sports League				
Youth Recreation Class				
Youth Theme Camp				
Youth Playground Camp				
Youth Sports League				
Winter Programs				
Adult Sports League				
Youth Recreation Class				
Youth Sports League				
Other				
Theater Tickets				
Other				

One issue of note is the movie ticket program offered by the Town. Trumbull currently purchases discount movie tickets in bulk from a local theater and sells them to residents, passing on the bulk discount to residents. The Town spent almost $30,000 on movie tickets in fiscal year 2015, and payments for these tickets were the largest single payment from the Special Revenue fund.

At the beginning of the project, there was no inventory tracking of tickets and no differentiation in the Town's financial software between movie ticket receipts and recreation program receipts. Because there has been no accounting for this revenue that specifies that it comes from movie sales, this program is vulnerable to abuse. The project team received somewhat conflicting information during the interview process regarding whether this program was offered as a service to residents or as a fund-

raising mechanism to support specific programs. However, according to the Department Director, the program is a significant source of income. The Department should develop clear standards regarding whether the revenue should be designated for specific programs or should go into the general revenues of the Department. It should track revenue and expenditures related to movie tickets as a separate line item.

Recommendation 14: The Department should develop and implement a reporting mechanism to track use, cost, revenues, and expenditures for all major programs. This report can be used to inform decision-making regarding programming and registration fees.

3. CURRENT REGISTRATION PROCESSES ARE MANUAL AND PAPER-BASED AND DO NOT INCLUDE IMPORTANT REPORTING AND TRACKING MECHANISMS.

Trumbull residents register for programs in person or by mailing in a registration form. In both cases, the form is on paper. There is no option for on-line registration.

Registration information is entered into paper forms in binders by Recreation staff (a fee book and a brochure book). Staff use the paper forms to create an electronic spreadsheet listing of participants in a program, to be forwarded on to the program director or instructor. Program registration forms are also provided to program leaders or instructors. The electronic spreadsheet list does not include information regarding payments for programs.

At the time of the study, there were no management reports regarding the number of registrants or payments received for individual programs. As an element of this study, Trumbull staff reviewed paper records over the past several years and entered the data into electronic spreadsheets to provide data on Recreation Program participation levels and payments. The following tables provide an excerpt of the data provided for the most recent year of programming:

2014 Summer Programs		
Program	**Participants**	**Revenue**
Adult Golf	2	$178
Adult Tennis	27	$1,785
Adult Water Aerobics	36	$875
Boys Baseball Clinic	49	$1,215
Boys Bball League	47	$1,435
Boys Basketball Clinic	92	$2,400
Children's Golf	4	$356
Dance Lessons	3	$120
Future Stars	74	$7,400
Girls Basketball Clinic	52	$1,350
Girls Softball Clinic	17	$495
Give and Go Soccer	16	$450
Horseback Riding	12	$1,440
Junior Camp	114	$7,838
Karate	48	$1,260
Lego Camp	58	$9,280
Mad Science	26	$4,420
Playground Camp	265	$19,050
Skating	1	$159
Special Needs Fun Camp	8	$420
Swim Lessons	646	$16,260
Tennis Clinic	140	$2,750
Toddler Sing/Art	54	$1,768
Track Clinic	94	$1,133
Volleyball	45	$1,200
Youth Advanced Tennis	6	$210
TOTAL SUMMER	**1,990**	**$85,246**

Winter 2013-1014 Programs		
Program	**Participants**	**Total Revenue**
Adult Tennis	6	$385
Adult Water Aerobics	98	$2,555
Babysitting	45	$4,005
Basketball	1,300	$40,058
Boot Camp	26	$3,120
Children's Art/Sing	39	$1,380
Dp Water Aerobics	12	$350
Golf	10	$890
Horseback Riding	8	$960
Karate	114	$3,133
Learn to skate	20	$3,180
SN Karate	29	$840
Swim Lessons	312	$7,995
Toddler Swim	42	$1,245
Volleyball	31	$915
Yoga	11	$630
Zumba	23	$1,380
TOTAL	**2126**	**$73,020**

In previous years, Trumbull procured two systems to automate recreation: RecTrac and Ping Town. Both implementations were abandoned by the Department. According to staff interviewed, the Department lacked the capacity and support needed to conduct the necessary set-up for RecTrac. Ping Town did not have the work flows needed to track registrations, payments, or classes; it is primarily designed to be a tool for communications between Town agencies and residents.

The current manual registration process is deficient in terms of information collected, ability to audit registration and registration payment data, and utility to Trumbull residents seeking to register for recreation programs.

A commercial recreation program would allow applicants to register for programs on-line and would provide much more detail and facilitate reporting regarding program registrations.

At the commencement of this project, the Town had recently contacted Vermont Systems, the manufacturer of RecTrac to re-start implementation of the software system. RecTrac has already been purchased by the Town and is broadly used in Connecticut and other states. It is recommended that this initiative be given high priority.

Recommendation 15: The Town should move forward with automation of Recreation registration including availability of on-line registration for residents. To ensure success of the implementation to Department will need adequate support from the IT Department as well as capacity to backfill positions as staff work on implementation and are trained on the new program.

In the interim, before RecTrac is implemented, the Town should revise registration tracking and data collection so that useful, auditable information is collected and collated on a daily basis that identifies, for each program, the number of registrants, the fees paid, and the total amounts collected as well as generates a basic report that will allow for collection of summary data regarding registrations and revenues. This can be done relatively simply by having staff enter registration information onto a shared spreadsheet (for example, located on a shared drive on the Town's servers or a cloud-based shared document such as Google or Dropbox.) The spreadsheet would contain one tab for every class or program. The individual program worksheets should include the following information:

- Name of registrant
- Amount of payment
- Type of payment (cash, credit card)

- Whether the registration or waived is discounted or waived (for siblings or scholarships)

In addition, there should be a tab that calculates total revenue and number of registrants by program.

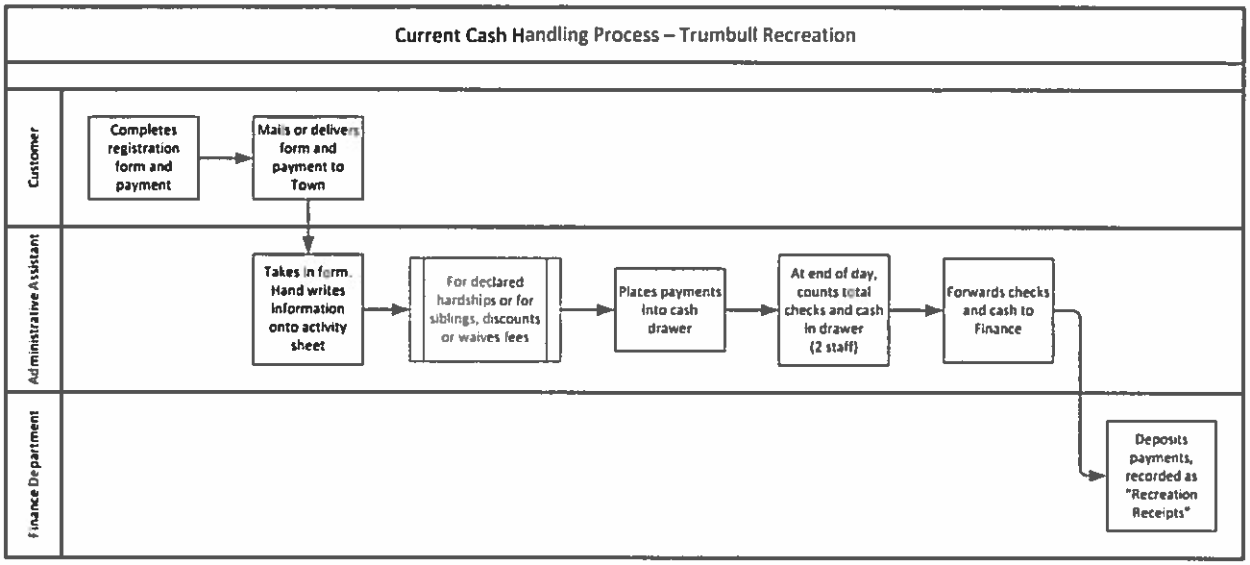
This spreadsheet would be the central depository of information and could be used for a wide range of functions, including revenue reconciliation, management reports, and creating participant lists for class and program leaders.

Recommendation 16: As in interim solution before RecTrac is implemented, Town staff should enter registration data into a shared spreadsheet that includes information regarding registration numbers and fees collected. This data should be used for management reports as well as cash reconciliation.

4. CASH MANAGEMENT AND REVENUE RECONCILIATION PROCESSES LACK NECESSARY SEPARATION OF DUTIES AND RELATED SAFEGUARDS.

Trumbull employees take in payments for recreation programs and other activities and events either through the mail or through walk-in customers. Payments may be made by cash, check or credit card. At the time of the initial assessment, registration fees were waived if the customer stated that they could not afford to pay, and no verification was required. (This policy has been amended based on interim feedback regarding the study's findings.) Siblings typically pay one-half of the registration fee.

Monies received are placed in one of three envelopes inside a cash box. Staff prepare an accounting of the total deposit amounts, but do not reconcile these against registration or other data.



In 2010, Trumbull's internal auditor conducted a review of cash receipts processing and handling procedures. The review identified several issues with the Recreation Division's cash handling procedures, including:

- Cash handling procedures not documented in writing
- Receipts not being issued for cash payments
- Internal control weaknesses for mail receipts
- Access by too many people to the combination for the safe

While the Department did change the safe combination and prepared some written procedures, most of the deficiencies identified in 2010 remained at the time of this study. In fact, some changes have been made since then, adding new deficiencies to the process. Specifically, in 2010 staff counted cash and compared that to a tally sheet. At the time if the study there was no tally sheet and no mechanism to compare the amount in the cash box against what should have been taken in based on the number of registrations received and no backup detail provided to Finance.

The project team identified several issues with the cash handling process:

- There was no tracking or reconciliation of expected recreation program receipts against actuals, as required by best practices. As a result it is not possible to

determine if less money is deposited than should have been, based on registration numbers.

- There was no tracking or reconciliation between the number of movie tickets given out, and the revenues received for these tickets.

- While employees had recently begun issuing receipts for cash payments the receipts were not numbered. No receipts were being issued for non-cash payments.

- Clerical staff could indicate that a registration was a "scholarship" with no backup documentation. This creates a potential for abuse by the public but also makes it possible for money to be taken in for a program but not deposited into Town accounts by indicating that no payment had been made. (This issue is being addressed based on preliminary feedback regarding the study.)

- Revenues were not categorized by program (e.g., adult aerobics, facility rental, movie tickets).

Although there was no evidence of abuse or malfeasance in the Department, the policies in place at the time of the study clearly lack the internal controls required to prevent abuse from occurring.

The Town of Trumbull currently has a cash handlers training manual to improve cash handling in the Town. The manual includes several directives regarding cash handling, most of which were not being followed by the Recreation office.

Trumbull Cash Handling Manual Requirements	Actual Practice in Recreation Department
Individuals receiving payments are not the same as the individuals balancing the payments and preparing deposits. Exceptions are payments recorded in a database and balanced by reports.	The Department does not separate these functions and does not have reports to balance against.
Sequential numbers shall be used to document cash-related transactions to enhance reconciliation and accountability.	Receipts were being used but were not numbered.

Trumbull Cash Handling Manual Requirements	Actual Practice in Recreation Department
All monies received from customers must be documented, receipted, counted, and balanced to reports and receipts.	
At the end of every day the Cash Handler must compare the amount of cash received with the cash receipt report. This process is referred to as "Balancing."	The Department does not prepare a receipt report.

Typical best practices require all of these. Below is a table outlining standard procedures for cash handling:

Best Practices Cash Handling Procedures	Actual Practice in the Recreation Department
Maintain a log of revenue as it is received. The log should include the amount received, the name of the payer, purpose of the payment and its form.	Revenue is hand written into a payment book by class type but the format does not allow for use of this information to reconcile payments.
Provide a pre-numbered receipt to the seller and keep a copy of the receipt on file.	Non-numbered receipts are used.
Have an independent person verify and reconcile total receipts using the revenue log and cash receipt copies.	No reconciliation is occurring.
If cash or checks are received regularly in the mail, two persons should be present when the mail is opened. One person should total the remittances and the other, the payments. The deposit slips should be reconciled by a third person to the general ledger.	This does not occur.
Deposit slips should be reconciled by a third person to the general ledger.	Deposits are not categorized or reconciled.
Verify the deposit by reconciling Cash Operations deposit slip to the general ledger on a monthly basis.	This does not occur.
The person recording the receipt should not be the same as that making the deposit. Additionally, a person independent of recorder and depositor responsibilities should reconcile the deposit to the general ledger. If there are only 2 people in the Department, the reconciliation should be performed by the person collecting the receipts.	This does not occur.
Cash drawers should be balanced at the	Cash drawer is balanced at the end of the day by

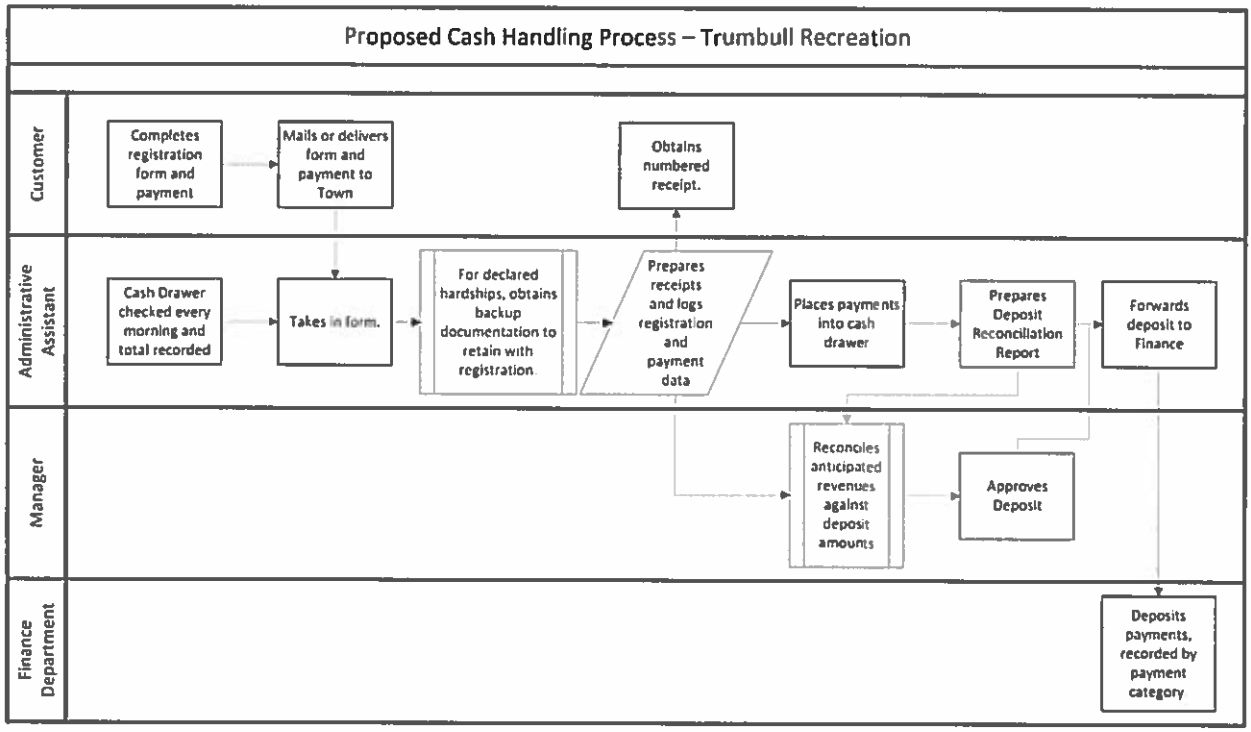
Best Practices Cash Handling Procedures	Actual Practice in the Recreation Department
beginning and end of each day with two employees present.	two employees.

The low staffing level (only one full time administrative assistant) makes separation of duties and witness standards difficult to accomplish. However, this makes it even more critical that the Town include controls including a comprehensive, auditable log of revenues that should have been received (based on registration data) and a process for reconciliation of this log against actual receipts and deposits. Below is a sample spreadsheet that could be used to maintain such a log.

Deposit Report					
Program	**Activity Type**	**Cash**	**Receipt #**	**Check**	**Check #**
Playground Camp	Camp	$ 100	400		
Water Aerobic	Adult Rec Class	$ 35	401		
Baseball Clinic	Youth Rec Class	$ 30	402	$ 30	5669
4 Movie Tickets	Movie			$ 20	4015
Karate	Youth Rec Class			$ 30	2213
		Total		Total	
		$ 165		$ 80	
Date:					
Calculated By:					
Approved By:					

As noted above, the Town should also ensure that someone is counting movie tickets to ensure that the number of movie tickets removed from the drawer matches payments for movie tickets that were received.

Below is a high-level flow chart that illustrates proposed changes to the cash handling process.



Recommendation 17: Redesign revenue collection and cash handling processes in accordance with Best Practices and Trumbull's own cash handling guidelines. The processes should enforce necessary separation of duties and provide a method for reconciling expected revenues against actual.

4. THE TOWN SHOULD CLOSELY MONITOR THE PAYMENTS MADE TO PART-TIME WORKERS.

Information provided in interviews as well as budget data provided by the Finance Department indicate that there are potential issues regarding Human Resource policies within the Department. The project team noted that the hours worked by part time staff in the Department may exceed the thresholds over which employees must be classified as full time employees, and thus eligible for fringe benefits. These issues should be addressed, and systems should be implemented to ensure that the Department is in compliance with all Town requirements and state laws related to HR practices.

The Parks and Recreation Department does not receive regular reports on the hours worked by part time and seasonal staff. These reports are critical in managing the utilization of part time staff whose total hours must not exceed minimum thresholds.

The project team recommends that the Human Resources/Civil Service Department provide the Parks and Recreation Director with be-weekly reports on the numbers of hours worked by part time and seasonal staff in order to manage their utilization and conform with regulations regarding the definition of part time work. The over-utilization of specific workers may point to the need to either consider converting a single part time worker to full time status, or hiring a second part time worker. This should be a policy decision made by Town management, and should apply to all Town departments.

Recommendation 18: The Department Director should work with the HR department to review policies and practices within the Department related to part time and temporary staff, as well as overtime. The Parks and Recreation Department should monitor the time charges in Munis to ensure ongoing compliance with policies and practices.

5. THE DEPARTMENT SHOULD ADD THE POSITION OF BUSINESS MANAGER TO ENSURE THE EFFECTIVE IMPLEMENTATION OF FINANCIAL, HUMAN RESOURCES AND ADMINISTRATIVE PRACTICES.

As documented in the previous sections, prior to the appointment of a new Department Director, the Department operations had lacked the requisite attention to basic financial, administrative, and human resources practices. Since the arrival of the new Director, however, the deficiencies in these and other areas have been recognized, but need regular and sustained attention.

The primary duties of the current Recreation Manager - developing, implementing, and overseeing a wide range of recreation programs - are extensive for a

single individual. This position does not have the capacity to also oversee financial, HR, and IT aspects of the Recreation system, either in terms of the workload or the knowledge required.

The Department needs additional capacity to address the deficiencies identified, to ensure that proper financial, budgeting, and human resource management policies are established and followed, and to lead implementation of new software, which should be a high priority. The project team recommends the addition of a Business Manager position to address these needs. Elements of the job description key functions are outlined below:

- Coordinates Department needs with Finance Department, Human Resources, Information Technology, and other departments of the Town.
- Supervises the clerical and administrative staff in the Department.
- Formulates and monitors cash management and financial tracking procedures. Ensures appropriate allocation of funds by category and proper balancing of revenues. Oversees staff in the daily collection and deposit of public funds generated through fees and charges.
- Establishes and oversees systems to track revenues, expenditures, and demand for individual programs offered by the Department.
- Working with the Town HR Department, ensures that all hiring and management of employees is in accordance with state and federal employment laws.
- Approves Departmental expenditures, ensuring compliance with Purchasing requirements and assigned to appropriate accounts.
- Works to identify and address information technology needs of the Department, including ensuring the Department is taking steps to provide outstanding customer service through technological advances.
- Ensures the timely development and implementation of the Department's operating budget.
- Prepares regular expenditure and revenue reports and forecasts showing sources and uses for the Department's General Fund and Special Revenue

Fund, as well as other reports as needed to guide in decision-making by the Department or Town.

- Provides direction for needed budget adjustments, transfers, and requests.
- Provides back-up to administrative staff by assisting with customers.

The project team recommends that the Department create the new position of Business Manager to oversee the financial, human resources and information technology functions in the Parks and Recreation Department. As there is currently no position with this job title in the Town, the project team estimates that the direct salary for the position will be approximately $65,000. Adding 40% for fringe benefits equates to a total compensation of $91,000.

Recommendation 19: The Department should hire a dedicated Business Manager to be in charge of all finance, HR, and technology aspects of managing the Department.

4. PARKS MAINTENANCE DIVISION

This chapter provides an analysis of the Parks Maintenance Division, whose mission is to maintain the Town's parks, fields and open spaces for the enjoyment of all Town residents. Its goal is to ensure that these assets are safe, functional and attractive, and that they support the Town's recreational activities.

The Division's personnel engage in a variety of activities such as mowing, edging, trimming, planting, watering, and general beautification of parks and natural areas. This also includes trimming trees, maintaining the facilities on parks grounds, and other similar activities. Additionally, the staff members in the Division assist in the Town's leaf collection program in the fall.

1. THE PARKS MAINTENANCE DIVISION IS RESPONSIBLE FOR MAINTAINING A LARGE AND DIVERSE SET OF ASSETS.

The Trumbull Parks Maintenance Division is responsible for management and maintenance of all town parks, grounds, and associated structures used for recreation. This includes open space, parks, basketball and volleyball courts, swimming pools, a BMX bike track, several playgrounds, sports playing fields. The Division maintains 26 ballfields in the parks system and 19 in the Schools, some of which are maintained by a private contractor. In total, there are approximately 1,800 acres of land in the Town's parks system, including approximately 192 acres that are actively maintained through mowing, trimming, weeding, edging, etc. The Division's Park Rangers routinely visit each of the parks in the Town to ensure compliance by visitors to Park rules and regulations, to monitor the conditions of the parks and to ensure that they are secure.

In addition, the Parks Maintenance Division's Mechanic maintains the Division's fleet of 86 total units, which include rolling stock and small engines.

(1) There Are Many Positive Aspects of the Services Provided by the Parks Maintenance Division.

The project team conducted interviews with the Parks Maintenance Superintendent, the Parks and Recreation Director and the Public Works Director, to whom the maintenance functions in the parks have historically reported. During the project, our team also compared Parks Maintenance services and performance to those of "best practices" in the industry. This analysis identified several positive aspects of services provided by the Division, which can be summarized by the following:

- Although the ratio of developed acres per FTE is somewhat greater than that which is typically necessary to provide a "B" level of maintenance in the parks, both visual observations and interviews indicate that the parks are maintained in good condition.
- The Parks Division possesses a listing of all parks, the acreage within each, and the amenities available at each park. These data, along with a text description of the park, are provided on the Town's web site, and are very helpful to readers.
- The Division makes use of part time workers in the summer months to supplement the full time maintenance workers in the parks.
- The Division Superintendent has developed plans to utilize pest control alternatives in the least intrusive and damaging manner, balancing this with the need to manage certain problems such as aquatic invasives and turf pests.

This sampling of positive attributes provides a sound basis on which to build a more efficient, effective and well-managed Division.

(2) There Are Several Opportunities for Improvement in the Management and Organization of the Parks Maintenance Division.

Although the Parks Maintenance Division is generally very effective in maintaining the Town's parks and recreational assets, the project team identified

several opportunities for improvement. These improvement opportunities include the following:

- The Division should develop an asset management plan for the parks assets for which it is responsible. The Division has developed an asset inventory, and this should form the basis for the management plan, which should identify service levels for each park asset, schedules for maintenance, the resources required for maintaining the assets, and actual performance reporting against planned work.

- The Division should acquire and implement a computerized maintenance management system that facilitates the retrieval of work-related data, as well as the analysis of productivity and costs associated with the work performed.

- The Parks Maintenance Division should be transferred organizationally from the Public Works Department to the Parks and Recreation Department. This organizational transfer will facilitate coordination of parks maintenance activities in accordance with recreational schedules, and will enhance the accountability of the Parks and Recreation Department for maintenance of the parks assets.

- The Park Rangers should report directly to the Parks and Recreation Director rather than to the Parks Maintenance Superintendent.

- The Chief Park Ranger should make daily reports of activities in the parks to the Parks and Recreation Director.

- The Golf Course Maintenance staff should assist the Parks Maintenance crews in their winter and fall maintenance activities in the parks.

The following sections of the report provide analyses and recommendations in the Parks Maintenance Division.

2. THE PARKS MAINTENANCE DIVISION SHOULD ADOPT A MORE RIGOROUS APPROACH TO PLANNING AND MANAGING THE TOWN'S PARKS ASSETS.

During the course of the analysis of the Town's parks and recreational services, it was clear to the project team that parks, fields and open spaces are well-maintained, with a high degree of attention to detail in the weeding, trimming, mowing, manicuring of natural spaces, edging of fields, and other aspects of service. However, during

interviews, it was clear that the Division does not monitor the costs associated with the maintenance of these assets, and has not developed associated service levels for each.

The Parks Maintenance Division has developed an asset inventory listing of the parks, fields and open spaces for which it is responsible, including sizes, locations, and amenities located within each. However, the Division has not developed associated service levels for each park that define the frequencies of maintenance based on the volume of use of the parks, and has also not defined the resources that are required to maintain these assets. For example, a small park such as Gunther Park, whose primary asset is a wildlife pond, requires a far different level of maintenance than does, for example, a full service park such as Robert Beach Memorial Park with its 331 acres including a swimming pool, tot lot, sprinkler park and many other amenities. While the allocation of varying levels of resources to these two very different assets may seem obvious, the definition of the precise levels of service have implications for the Division as it determines the labor, materials and equipment necessary to deliver defined levels of service.

As was noted above, the Division has taken a very important preliminary step in asset management by having previously developed a listing of its assets. With over 1,800 acres under management, this is no small step. However, the Division should take the next steps in ensuring that the parks assets under its care are managed in accordance with a plan that defines the levels of service and the resources needed to deliver these levels of service. In accomplishing these objectives, the Division should implement the following points.

Elements of an Asset Management Plan

Element	Actions
Define Service Levels for All Park Assets	• Levels of service for the parks should be defined in specific terms such as - Turf area should be mowed weekly during dry season at a grass height of 2" - Fertilization of the turf area should be completed with a balanced fertilizer such as 16-6-8 annually once during the summer. - Turf aeration should be completed during the spring while the grounds are still soft from winter moisture. - Swings and play equipment shall be inspected on a weekly basis and serviced if required. Judgments may be necessary in applying the standards, but they should be specific in terms of what maintenance should be performed and what may be deferred.
Define the Major Activities of the Division	Each of the major activities performed by the Division should be listed, along with how each activity is to be measured. For example: **Work Activity** — **Unit of Measure** Mowing — Acres Striping — No. of fields Equipment Maintenance — Hours Tree Trimming — No. of trees
Develop Performance Standards for Each Major Service	• For each element of work, the Division should define: - The frequency with which the work should be accomplished (e.g., weed and edge natural areas once weekly in growing season) - Crew size for the job - Equipment, materials and tools needed - The daily productivity required for the work (e.g., one hour to mow one acre with a 36" riding mower) - Procedures for completing the job

Element	Actions
Develop a Formal Planning and Scheduling System	The Division will necessarily need to have the flexibility to respond to emergencies, but it should plan and schedule work in accordance with the service levels that have been defined previously, and in accordance with staffing levels and availability. The Superintendent, working with the Department Director, should develop the plan for maintenance and repair work needed in the parks, and determine when this work will be started and completed. Additionally, the Division should establish the number of crew work days required for each activity, the amount of work accomplished, and the total cost.
Develop a Performance Report	The Division should measure the work performed, and compare this to the plan. Any discrepancies between the actual work accomplished and the planned amount should be highlighted and explained.

By implementing the above elements of asset management, the Division can not only continue to provide a high level of service for Town parks, athletic fields and open spaces, but can provide details regarding the maintenance of these assets as they regard the expenditures of time to maintain them, the activities that comprised their accomplishment, the efficiency with which resources were utilized in performing the work and, importantly, the cost of performance, both in total and on a per-unit basis.

Recommendation 20: The Parks Maintenance Division should implement an asset management plan that defines service levels and performance standards for maintaining all assets, develops a plan and schedule for their maintenance, and reports on the performance against the plan.

3. TO FACILITATE ANALYSIS AND REPORTING OF WORK, THE PARKS MAINTENANCE DIVISION SHOULD ACQUIRE A COMPUTERIZED MAINTENANCE MANAGEMENT SYSTEM.

In the previous section, the project team outlined the elements of a successful asset management plan for the Parks Maintenance Division. This plan is a key element in managing the large inventory of parks assets owned by the Town. In implementing

the plan, it is essential that the Division report specific work elements in order to report on the use of labor, equipment and materials, as well as on the accomplishment of work in accordance with plans and schedules. To facilitate the accumulation, analysis and reporting of this work, the Division should acquire and implement a computerized maintenance management system (CMMS).

There are many benefits of a CMMS once employees are fully trained in both the mechanics of how and what to report, and in the importance of doing so. The benefits include not just the obvious ones of tracking the dates, employees, locations and descriptions of work performed, but the data also can be used to define appropriate service levels that are achievable with a given number of labor hours, and at a defined level of productivity. Crew members in the Division should report a standard set of work attributes for each work activity performed, and these should be entered into the CMMS daily. These basic work elements would include:

- Crew member name (or numerical identifier).
- Date work was accomplished.
- Description of work activity. This should ideally be identified by alpha-numeric code that identifies the work (e.g., planting) and the location (e.g., Nothnagle Memorial Field).
- Labor hours expended in the work.
- Equipment used (identified by numerical designation used by Fleet Maintenance.
- Materials used and their cost.

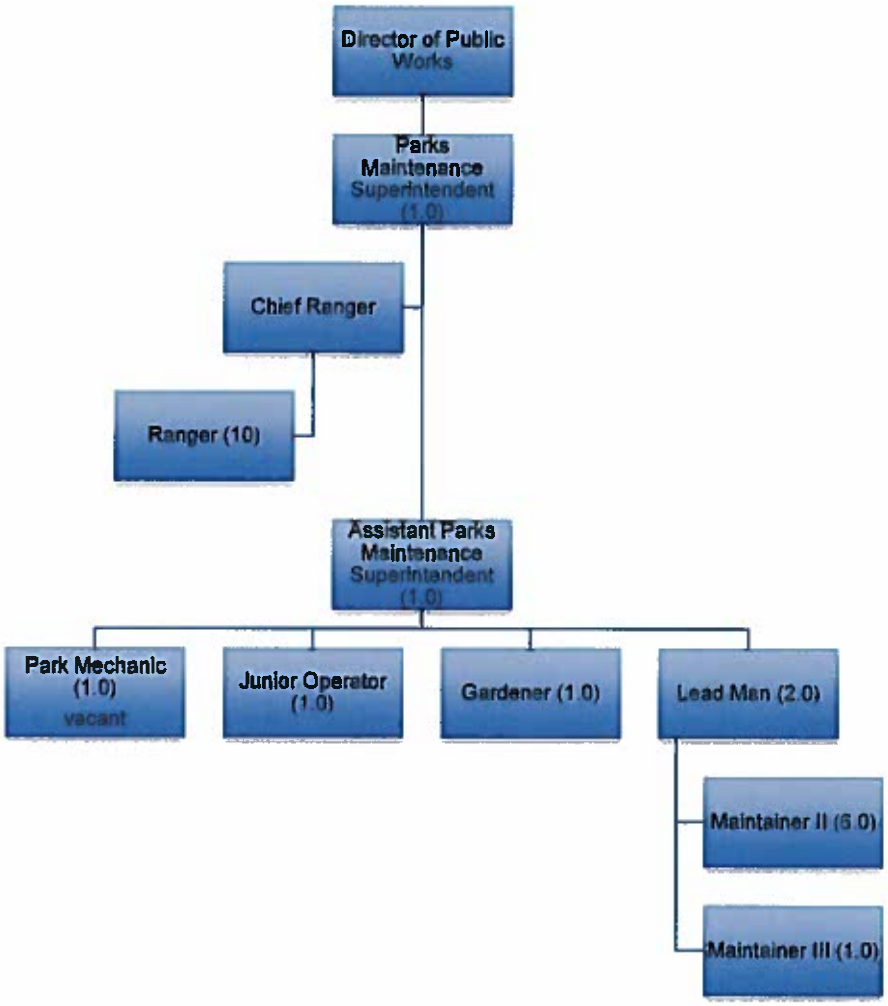
During the course of the project, the Parks and Recreation Director had initiated discussions with Vermont Systems, the manufacturer of the recreational information management system "Rec Trac" to obtain training and implementation assistance on

this program that had been acquired in previous years, but had not been fully implemented. The project team makes no recommendation regarding the specific CMMS that the Division should install in the Parks Maintenance Division, however it is recommended that the CMMS be compatible with the Rec Trac program in the Recreation Division, as this will facilitate scheduling maintenance of fields in accordance with the needs of the Recreation Division. Additionally, the interface between the two systems is also important in developing fees for service, as the maintenance of parks, fields and facilities should be an element of the full cost of operation.

Recommendation 21: The Parks Maintenance Division should acquire and implement a computerized maintenance management system. The cost of the system is anticipated to be between $12,000 and $15,000, including training.

4. THE PARKS MAINTENANCE DIVISION SHOULD BE ORGANIZATIONALLY TRANSFERRED FROM PUBLIC WORKS TO THE PARKS AND RECREATION DEPARTMENT.

The approximately 1,800 acres of parks and open space in the Town of Trumbull are maintained by the Parks Maintenance Division of the Public Works Department. Reporting to the Public Works Director, the Parks Maintenance Superintendent supervises the activities of 24 full and part time employees who are organized as follows:



The placement of the Parks Maintenance Division under the direction of the Public Works Department does provide certain benefits and advantages, as the Division is located on the same premises with the road maintenance staff, which utilizes similar equipment, and the staff have similar skills. Further, the Parks Maintenance Division staff members are utilized in the annual leaf collection program in the fall. However, the primary work areas of the Parks Maintenance Division are in the Town's parks and ballfields, and not on Town roads. Additionally, the Parks Maintenance staff have responsibilities not only for maintenance activities such as mowing and weed trimming, but for beautification efforts as well.

When evaluating any organizational structure, the purpose is to address questions regarding lines of authority, responsibility and accountability. Well-managed organizations are designed to deliver services to customers, maximize management control over service delivery, and provide for accountability of managers and staff through the provision of clarity of lines of reporting. The following tenets of organizational design frame the discussion relating to the future structure of the parks maintenance function in the Town.

- **A Department should be organized on a form-follows-function basis with a clear, distinct and comprehensive sense of purpose or mission for each division.** Functions are grouped consistent with their periodic interaction, management systems, delivery of services, and are linked in some way, resulting in functional cohesion.

- **The organizational structure should foster accountability.** The organizational structure fosters accountability among management, supervisory staff and line staff.

- **The plan of organization should enhance communication and coordination.** The number of handoffs/exchanges required among different divisions providing service to the public is minimized. The structure enhances shared knowledge and understanding among divisions with similar mission goals and objectives. The channels of communication are clear and consistent.

- **Staff resources should be utilized efficiently.** The plan of organization minimizes administrative overhead. Workload can be distributed and shared to maximize the productivity of staff through peaks and valleys and offer cross-utilization capabilities. Processes can be fully standardized to enhance the efficiency and customer responsiveness of services (e.g., the provision of field manicuring, striping, edging, etc.).

- **The potential of human capital should be maximized.** The plan of organization enhances career development opportunities, training, recruitment and retention.

- **The services provided to customers should be responsive.** The plan of organization enables staff to provide better and transparent service to the public. Customers are the hub – with the Department designed around them.

- **Each operating division/section should be placed at a level in accordance**

with its importance in achieving departmental goals. Divisions have not been placed too high in the departmental structure or too low relative to their importance.

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

Using the above criteria as the bases for designing the most efficient organizational structure, there are several that weigh in favor of transferring the parks maintenance function from Public Works to the Parks and Recreation Department. These are summarized in the table below.

Organizational Design Criterion	Discussion
Form-follows-function with clear purpose and mission for each division.	The Parks Maintenance Division maintains the parks, athletic fields and open space for which the Parks and Recreation Department is responsible for programming, and ensuring fields are playable. Communication between the Parks Maintenance Superintendent, the Recreation Manager and the Parks and Recreation Director would be facilitated with these three principle managers in the same organization.
Enhanced accountability	The Parks and Recreation Director is ultimately responsible for the condition and playability of the fields on a specific schedule, yet currently does not have direct authority to direct the activities of the personnel who maintain the fields. Placing the maintenance resources under the Parks and Recreation Director provides the First Selectman, as well as the public, with the ability to hold the Director accountable for the condition of parks and fields.

Organizational Design Criterion	Discussion
Efficient communication and coordination	Placement of the Parks Maintenance staff under the direct control of the Parks and Recreation Director facilitates and formalizes communication between the two. Currently, although the Director does communicate with the Superintendent, the primary communication channels are between the Superintendent and the Director of Public Works, who determines the most effective use of the parks maintenance personnel based on what may be conflicting objectives with the Parks and Recreation Department.
Efficient utilization of resources	Under the current organizational structure, the placement of the Parks Maintenance staff in the same organization with other low and semi-skilled workers in the Public Works Department allows for cross-utilization of staff in the areas of greatest need. These efficiencies, however, need not be eliminated with the organizational transfer of Parks Maintenance staff to the Parks and Recreation Department, but would require a greater level of coordination and, perhaps, a cost center transfer of the cost of labor, materials and equipment when the Parks Maintenance staff are needed for Public Works-related programs, such as for leaf collection and snow removal.
Maximize human capital	The Parks and Recreation Department has a more singular focus than does the Public Works Department, which has responsibility for such diverse activities as capital project development and management, snow removal and asphalt maintenance. The placement of the Parks Maintenance function under the direction of the Parks and Recreation Department will have the effect of providing a greater focus of any deficiencies and training needs of the staff.
Responsive to customer	The ability of the Parks and Recreation Director to direct the resources of the Parks Maintenance staff will result in the ability to more quickly respond to needs and complaints expressed by residents about their parks, fields and open spaces.
Placement in organization in accordance with importance in achieving goals	The Parks Maintenance Division would be placed at the same level in the Parks and Recreation Department as is the case currently in the Public Works Department. Thus, this is neither an advantage or disadvantage of the organizational transfer.

Organizational Design Criterion	Discussion
Appropriate number of layers of management	With the transfer of the Parks Maintenance Division to the Parks and Recreation Department, there will effectively be only three divisions of the Department, which is reasonable, and does not create a "tall" organizational structure.

As can be seen in the table, the balance of the advantages and disadvantages weighs in favor of transferring the Parks Maintenance Division from its current location n Public Works to the Parks and Recreation Department. This transfer allows for greater communication, coordination and accountability, and also enhances the Parks and Recreation Department's responsiveness to the needs of its customers.

The current placement of the Parks Maintenance within Public Works is not, however, without its own advantages. These include the close coordination and working relationship that exists currently between the Parks Maintenance Division and the other maintenance staff in the Department, as well as the ability of the Public Works Director to command sufficient staffing levels in the performance of the leaf collection program as well as in snow removal efforts. However, these advantages need not be eliminated with the transfer of the Parks Maintenance Division to Parks and Recreation. A formalized understanding should be developed between the directors of the two Departments, in conjunction with the First Selectmen, that recognizes the importance of the dedication of the Parks Maintenance staff in performing these duties. The project team recommends that the two Departments develop a formal agreement that transfers these personnel during the leaf collection season as well as during snow removal events. This agreement may also be accompanied by a formal cost-center transfer

from the Parks and Recreation Department to the Public Works Department on the occasions of the Parks Maintenance employees performing these activities.

Recommendation 22: The Town should transfer the employees in the Parks Maintenance Division from the Public Works Department to the Parks and Recreation Department.

5. THE PARK RANGER FUNCTION SHOULD REPORT DIRECTLY TO THE PARKS AND RECREATION DEPARTMENT DIRECTOR.

Currently, the Chief Ranger, one full time and nine (9) part time Park Rangers report to the Parks Maintenance Superintendent who is currently organizationally located in the Public Works Department. With the organizational transfer of the Parks Maintenance Division to the Parks and Recreation Department, the Park Rangers will also be organizationally located in this Department as well.

The Park Rangers check each of the parks and ballfields daily, reporting on any maintenance needs to the Parks Maintenance Superintendent. The Rangers are also responsible for issuing tickets for illegal parking in the parks, gaining compliance from parks visitors with rules, regulation and ordinances, as well as making decisions regarding the playability of ballfields. The Rangers on occasion also pick up and dispose of debris left by park visitors when the debris is in small quantities.

The Park Rangers make reports of maintenance needs in the parks, ballfields and open spaces and trails, and the Chief Park Ranger passes these needs along to the Parks Maintenance Superintendent, who dispatches maintenance staff to attend to the needs in accordance with the urgency. However, the Rangers are responsible for more than checking on the physical maintenance requirements at the parks, and these should be reported directly to the Parks and Recreation Director.

The project team recommends that, concurrent with the organizational transfer of the Parks Maintenance Division to the Parks and Recreation Department, the Chief Park Ranger report directly to the Parks and Recreation Director in order to communicate the full array of maintenance and security needs at each of the park assets under the direction of the Parks and Recreation Director.

Recommendation 23: Concurrent with the organizational transfer of the Parks Maintenance Division to the Parks and Recreation Department, the Chief Park Ranger should be placed organizationally in a direct reporting relationship to the Parks and Recreation Director.

6. THE CHIEF PARK RANGER SHOULD MAKE DAILY REPORTS TO THE PARKS AND RECREATION DIRECTOR.

The Chief Park Ranger currently reports to the Parks Maintenance Superintendent. The project team has made the recommendation that this reporting relationship be altered to allow a direct reporting relationship between the Chief Ranger and the Parks and Recreation Director. The Chief Ranger, and all full and part time Rangers who report to the position of Chief Ranger, make daily visits to each of the parks, and make notes on activities at each. These activities are many and varied, but may include the following:

- Parking violations
- Violations of park rules and regulations
- Suspicious or illegal activities
- Facility disturbances
- Garbage and other debris left on the parks premises

The Chief Ranger should make formal reports of any issues noted at the parks, and report these to the Parks and Recreation Director on a daily basis that summarizes

the previous day's activities. Any issues requiring immediate attention should, depending upon the circumstances, be reported either to the Town Police or to the Parks and Recreation Director. The Parks and Recreation Director should summarize these daily reports and use this summary to inform the Parks and Recreation Commission in the monthly meeting.

Recommendation 24: The Chief Ranger should provide written reports of each day's previous activities to the Parks and Recreation Director, who should summarize these in a monthly report to the Parks and Recreation Commission.

7. THE GOLF COURSE MAINTENANCE WORKERS SHOULD BE UTILIZED TO ASSIST IN MAINTAINING THE PARKS DURING THE WINTER SEASON.

Although the operations at the Tashua Knolls and Tashua Glen Golf Courses were not included in the scope of services in this study of the Parks and Recreation Department, the project team interviewed the Director of Golf Course Properties and the Chair of the Green Committee to assess the potential of cross-utilizing Golf Course maintenance staff in the Parks Maintenance Division during winter months. Typically, there is a pronounced decrease in the level of play at golf courses during the winter season, and combined with the lack of vegetation growth, this results in a steep decline in the need to maintain the course in the same manner as during the spring, summer and early fall.

As was the case in the Parks Maintenance Division, the analysis of this issue at the Golf Course was hindered somewhat by the lack of information regarding the actual time expenditures by staff in the winter months. The Golf Course does, however, develop a list of winter maintenance items that are approved by the Green Committee, and the project team obtained a copy of this list for the 2013-2014 winter season. The list of winter maintenance activities conducted at the Golf Course include many items

that require only minimal work that could be accomplished in a few hours. For 2013-2014, a sample of this type of miscellaneous work included:

- "Clean smudge on wallpaper near AED"
- "Refinish and paint/stain entrance doors and frames at ladies' locker room and town office."
- "Tighten table legs"
- "Reattach (glue) wall base at bottom of walls."
- "Replace soiled ceiling tiles".

There are many similar tasks in the winter work plan for Tashua Knolls and Tashua Glen. There are, however, some tasks that require a more substantial effort and time commitment of staff. Some of these include the following:

- Preventive maintenance on the Course's 14 mowers, two sprayers, two tractors and six utility vehicles.
- Tree removal at 21 different locations at Tashua Knolls and Tashua Glen courses.
- Drainage work at 12 different locations at the two courses.
- Built bridges at two course locations.
- Removed and repaired the stone wall at one location.
- Installed a water line for the wash area.

As can be seen from the sample of winter work activity at the Golf Course, these winter tasks can vary greatly form small time commitments to those that require multiple days of effort. In addition to these tasks, the Golf Course's three (3) Greensmen and one Mechanic are responsible for clearing snow on greens when necessary, and ensure that a clear path exists between the maintenance barn and the Pro Shop.

The project team recommends that the Parks and Recreation Director monitor the winter activities of Golf Course staff to determine whether there is any capacity to cross-utilize these workers for parks maintenance duties such as tree removal, trail construction and repair, signage maintenance and repair, and other similar activities as needed. Although the development of a winter maintenance activity list by the Golf Course is commendable as a planning and management tool, the lack of information related to the actual expenditure of labor inhibits any meaningful analysis of the excess capacity of Golf Course staff for non-Golf Course work. Earlier in this report, the project team recommended that the Parks Maintenance staff begin the reporting of labor hours on each of its activities. That recommendation is repeated here for Golf Course staff in order to enable a more meaningful analysis of time expenditures, and any excess capacity that may exist in the winter months.

Recommendation 25: The Parks and Recreation Director should monitor the activities of the Golf Course staff during winter months in order to determine the potential for utilizing these staff members for parks maintenance activities. In the longer-term, the project team recommends that the Golf Course staff begin to record the labor associated with each activity performed.

5. SUMMARY OF ORGANIZATIONAL CHANGES

In the previous three sections of the report, the project team has made several recommended changes to the current organizational structure. This section provides a summary of these changes, and provides a recommended organizational structure illustrating the staffing levels and reporting relationships of the new Parks and Recreation Department.

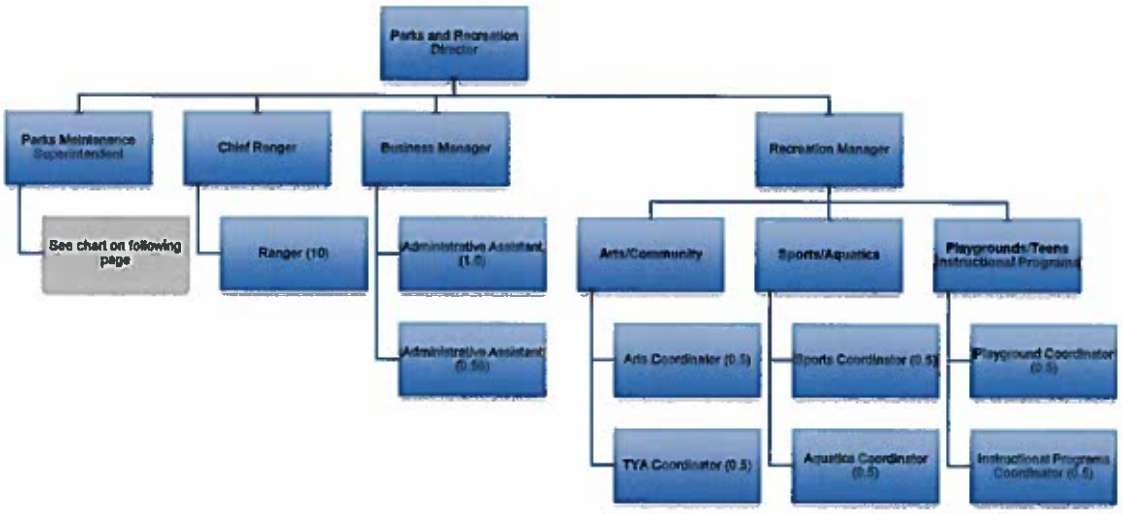
The project team has made the following organizational and staffing recommendations in the preceding pages:

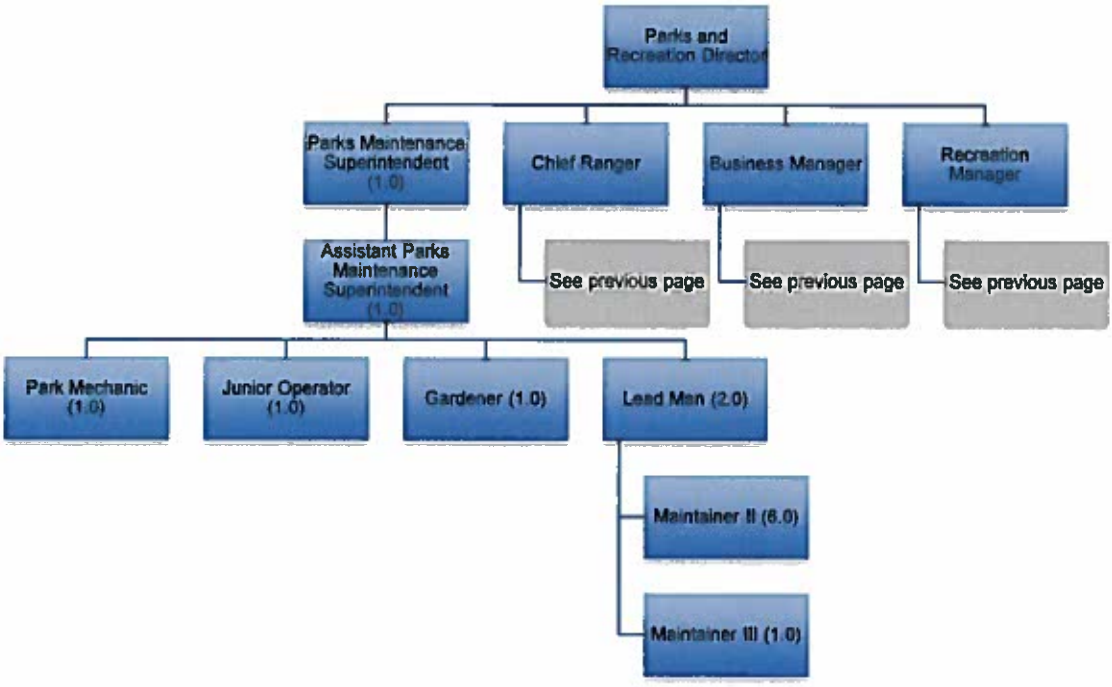
- Organizes the Recreation Division into three program units including Arts and Community Programs, Sports and Aquatic Programs and Playgrounds, Teens and Instructional Programs.
- Places the Arts Commission and the Trumbull Youth Association programs as a specific program within a newly-created Arts/Community unit in the Recreation Division and continues with the current staffing allocations for each of these programs.
- Transfers implementation of current community programs including the summer concert series, lunch time concert series and the holiday tree lighting event to the Arts/Community Programs unit under the supervision of the Recreation Manager.
- Creates a Sports/Aquatics Programs unit in the Division.
- Establishes two new 0.5 FTE permanent Coordinator positions in the Sports/Aquatics Programs unit.
- Creates a Playground/Teens/Instructional Programs unit within the Recreation Division.
- Establishes two new .5 FTE permanent Coordinator positions in the Playground/ Teens/Instructional Programs unit.
- Creates the position of Business Manager to oversee the financial, personnel, and information technology aspects of the Recreation Division, and places the two Administrative Assistants under the supervision of this position.

- Transfers the Parks Maintenance Division from the Public Works Department to the Parks and Recreation Department.

- Places the Chief Ranger under the direct supervision of the Parks and Recreation Director. This position currently reports to the Parks Maintenance Supervisor.

The following organizational chart illustrates the recommended structure, staffing levels and reporting relationships of the Parks and Recreation Department.




Parks and Recreation Director
Parks Maintenance Superintendent (1.0)
Chief Ranger
Business Manager
Recreation Manager
Assistant Parks Maintenance Superintendent (1.0)
See previous page
See previous page
See previous page
Park Mechanic (1.0)
Junior Operator (1.0)
Gardener (1.0)
Lead Man (2.0)
Maintainer II (6.0)
Maintainer III (1.0)

APPENDIX A – DESCRIPTIVE PROFILE OF THE PARKS AND RECREATION DEPARTMENT

This document provides a draft descriptive profile of the parks and recreation services in the Town of Trumbull. The purpose of the draft descriptive profile is to document the project team's understanding of the plan of organization for Parks and Recreation, allocation of staff by function, principal assigned responsibilities of staff and selected workload metrics. Data contained in this profile were developed based on the work conducted by the project team including:

- Interviews with managers, supervisors and line staff.
- Collection of various data describing organization and staffing, workload, budgets, service levels and costs associated with the services provided.
- Observations of selected parks and facilities.

The structure of this descriptive profile for the Trumbull Parks and Recreation Department includes an overview of each of the organizations, organizational charts, a summary description of key roles and responsibilities of positions, technology in use, and a description of programs, services and, in the case of the Parks Maintenance Division, a description of the infrastructure maintained.

The descriptions of responsibilities provided in the "Summary of Key Roles and Responsibilities" section summarize the team's understanding of the major programs and service activities to which staff in the Parks and Recreation Department, and staff in the Parks Maintenance Division of the Public Works Department, are assigned. These descriptions are not intended to provide the level of detail of a typical job description.

Rather, the descriptions provide the basic responsibilities and reporting relationships for each position.

1. INTRODUCTION

The Trumbull Parks and Recreation Department is a newly established department within the Town of Trumbull. The Department reports to a seven-member Parks and Recreation Commission.

The focus of the Parks and Recreation Department is to "plan, promote and carry out all recreational activities for Trumbull residents". The main objective of the Department is to "provide a safe environment and to offer programs that do not exclude anyone based on ability to perform or pay." The Recreation Division offers a year-round schedule of recreation programs and events to the residents of Trumbull during the summer and fall/winter program cycles totaling more than 5,000 program hours annually. Program offerings include activities for children and youth, teens, adults and the community at large with a focus on aquatics, sports, arts, classes and camps, special needs programs and community-wide events. The Division utilizes facilities at Town parks, sports fields, aquatics facilities and Teen Center along with a variety of school playfields and facilities, and private recreation venues for programming throughout the year. With the addition of the new Parks and Recreation Director position the Recreation Division is staffed by 4.56 full-time equivalent positions and a number of part-time/seasonal employees.

The Division offices are based in the Judge Aram Tellalian Building where all program registrations are administered along with the issuance of resident parking

permits for vehicle parking at park facilities and a variety of other recreation and park related permits.

The Parks and Recreation Commission, combined from separate parks and recreation commissions four years ago. According to the Town Charter the general duties of the Parks and Recreation Commission are as follows: "The Commission shall have the care, management, and control of all parks and grounds used for park and recreational purposes and all structures thereon, excepting the public golf courses located within the Town together with all structures and buildings thereon". The Commission meets monthly and is staffed by the Parks and Recreation Director.

2. BUDGETS

The Recreation Division's approved General Fund budget is $524,603. The largest expense is a lump-sum amount of $277,500 that is transferred to a special trust account, which is used to pay for staffing and expenses related to a broad range of recreation programs. Fees for recreation programs are also paid into this account. The use of the special revenue account will be examined in more detail in our subsequent report.

General Fund allocations for most line items have remained consistent in recent years. For the 2016 budget year, salary expenses are reduced due to administrative support changes as well as elimination of an assistant recreation director position. However, this budget does not reflect the addition of a new parks and recreation director, which is funded from the Parks Budget. A new line item for the Youth Department reflects a function that was transferred into the Parks and Recreation division for the 2016 year.

RECREATION - GENERAL FUND			
Functions	**2014 Revised Budget**	**2015 Revised Budget**	**2016 Budget**
Salaries	$183,261	$184,895	$162,312
Part Time Staff	$26,373	$17,633	
OT	$4,200	$1,200	$3,800
Longevity	$925	$925	$925
Program Expenses	$277,500	$277,500	$277,500
Youth Department			$61,894
Supplies	$11,200	$11,200	$11,200
Professional Development	$800	$800	$800
Transportation/travel	$2,260	$2,240	$2,300
Maintenance	$1,896	$1,969	$1,052
Copier	-	$2,820	$2,820
Total	**$ 508,415**	**$ 501,182**	**$ 524,603**

The Parks Division is funded entirely through the General Fund and has a total budget of $1,900,479. The 2016 personnel budget includes the new Director position.

PARKS DIVISION				
FUNCTIONS	**2014**	**2015**	**2016**	**2014 - 2016 change**
Personnel	$944,052	$951,162	$1,049,042	11%
Seasonal/Temp	$103,204	$102,570	$112,830	9%
Overtime	$23,933	$30,000	$55,000	130%
Longevity	$2,275	$2,000	$2,000	-12%
AED training	$1,200	$1,200	$1,200	0%
Uniforms and Safety Gear	$11,890	$12,250	$12,250	3%
Clerical	$4,150	$4,275	$4,400	6%
Contracted Field Maintenance	$209,400	$209,400	$209,400	0%
Office Materials	$750	$750	$750	0%
Program Supplies	$65,000	$69,000	$69,000	6%
Supply Cleaning	$5,600	$6,000	$6,000	7%
Signage/PR	$3,500	$5,500	$5,500	57%
Professional Development	$750	$750	$750	0%
Playground Inspections	$10,414	$18,000	1$8,000	73%
Building Maintenance	$22,000	$22,000	$22,000	0%
Chemical and Pool Supplies	$51,736	$51,300	$51,300	-1%
Maintenance	$426	$426	$438	3%
Capital Outlays	$48,475	$64,933	$68,507	41%
Equipment Rentals	$46,148	$26,720	$7,000	-85%
Utilities	$198,562	$198,138	$205,112	3%
	$1,753,465	**1,776,374**	**$1,900,479**	**8%**

3. RECREATION

The following provides an overview of the Recreation Division of the Trumbull Parks and Recreation Department.

(1) Overview

The Recreation Division is responsible for planning and executing a wide range of recreation programs for the Town of Trumbull, including summer camps, sports programs, classes, and concerts. The division also hires and manages lifeguards and playground staff and manages recreation facilities. The division also provides parks stickers for Trumbull residents upon verification of residency. Cars must have a Trumbull resident sticker in order to access to any Trumbull park or recreation facility.

(2) Organizational Structure

The following organizational chart provides an overview of the organizational structure and staffing allocation of the Parks and Recreation Department. This structure does not include a number of seasonal and temporary staff, and also does not include either the Parks Maintenance Division or the Park Rangers.

Parks and Recreation Department Organizational Structure

(3) Summary Description of Key Roles and Responsibilities

Unit / Position(s)	No. of Positions		Key Roles and Responsibilities
	Auth	Cur.	
ADMINISTRATION			
Director	1.0	1.0	• Directs the activities of the Parks and Recreation Department. • Recommends policies, plans and programs, and provides the First Selectman and the Parks and Recreation Commission with information necessary for operational and policy-making functions. • Supervises the provision of a program of recreation that meets the needs and desires of residents. • Organizes and supervises the administrative organization for the Department. Develops, reviews, analyzes and implements operational procedures required to effectively manage daily operations and implements Town-approved policies. • Oversees the development and maintenance of all Town parks and facilities. • Oversees the development and operation of all revenue-producing programs and functions of the Department and ensures that funds are adequately accounted for, and that cash handling procedures are proper and in accordance with Town financial policies and procedures.

Unit / Position(s)	No. of Positions		Key Roles and Responsibilities
	Auth	Cur.	
Recreation Manager	1.0	0.0	• Plans and implements year-rounds recreational programs in areas of sports, aquatics, camps and classes, arts, playgrounds, teens and special populations. • Provides direct supervision and training to two summer program supervisor positions (playgrounds and aquatics) part-time approximately 100 plus seasonal part-time program personnel and 15 class instructors. • Supervises outsourced programs. • Coordinates programs with school district and obtains building permits. • Manages sports field scheduling process for all town and school fields used by Division and local sports organizations. • Coordinates field use with Parks Superintendent. Assists Recreation Administrative Assistant in the producing of the online program brochure. • Oversees program registration process making daily deposits of registration fees. • Administers Division budget and Special Agency Account.
Recreation Administrative Assistant	1.0	1.0	• Reports to the Recreation Manager • Acts as office manager – supervises the part time Administrative Assistant. • Takes in and processes registration forms for recreation programs. • Takes in and processes payments. • Responds to phone and-person questions from the public regarding programs and program logistics. • Issues permits for use of picnic facilities and provides schedule to Parks to ensure adequate staffing. • Compiles information regarding program participation and provides it to program leaders. • Assists with program development logistics, such as securing transportation for field trips. • Checks proof of residency and issues residency stickers. • Administers purchasing system requisitions for Division. • Administers tennis court online permit process, park use permits, field use permits, movie ticket sales and theater group registrations. • Produces online recreation program brochure. • Maintains recreation program information on Town calendar and sends email blasts to program participants as needed. • Interacts with vendors. • Point of contact for Highway Division weather related calls. • Administers Connecticut vehicle license and vehicle registration process for residents.

Unit / Position(s)	No. of Positions		Key Roles and Responsibilities
	Auth	Cur.	
Administrative Assistant	0.56	0.56	• Reports to the Recreation Manager • Works 40 hours per week from June through August, and 19.5 hours per week during the remainder of the year. • Provides back-up to Recreation Administrative Assistant. • Takes in and processes registration forms for recreation programs. • Takes in and processes payments. • Responds to phone and-person questions from the public regarding programs and program logistics. • Issues permits for use of picnic facilities and provides schedule to Parks to ensure adequate staffing. • Issues park vehicle stickers, pool guest passes, Nanny pool passes and park visitor passes. • Makes reservations for playground summer excursions • Checks proof of residency and issues residency stickers.
Arts Coordinator	0.48	0.48	• Plans and develops arts program for community including Friday evening, Sunday afternoon concert and cabaret series, K-12 Art Show in conjunction with Board of Education and Westfield Mall, and Turnbull Arts Festival and Literary Competition each September. • Administers and curates Art Gallery at Town Hall.
Trumbull Youth Association	0.48	0.48	• Shared part-time position providing direction to summer Youth Theater group producing annual musical theater production each year with cast of 9th grade to 21 year olds and a junior musical production by 4th to 8th graders. • Responsible for contacting director, set designer, music director. • Responsible for fundraising, ticket sales, sponsorships, marketing and all aspects of production. Also offer Open Mike Nights, theater classes and workshops and meet and greet events.

There are a number of part time and seasonal staff in the Recreation Division. These are presented in the table below.

Seasonal/Part-time Positions Assigned to Recreation Division Programs		
Program:	**Number:**	**Positions:**
Aquatics (Outdoor Pool)	1 2 20 40 16 1	Pool Supervisor Head Lifeguards Lifeguards Lifeguards (PT/Substitutes) ID Checkers Aerobics Instructor

Seasonal/Part-time Positions Assigned to Recreation Division Programs		
Program:	**Number:**	**Positions:**
Aquatics (Indoor Pool)	1 20 1 1	Pool Supervisor Lifeguards ID Checkers Aerobics Instructor
Playgrounds	1 27	Playground Supervisor Counselors
Special Needs Camp	1 4-8	Teacher Aides
Youth Sports Clinics	4 1 12	Supervisors Instructor Counselors
Contractual Classes	15 9	Contractual Instructors Instructors
Youth Basketball	1 12 10 10	Coordinator Referees Scorekeepers ID Checkers
Open Gym	8	ID Checkers
Adult Volleyball	3	Referees
Program Vendors	7	Instructors

(4) Technology

The Recreation Division uses primarily manual processes to manage recreation programs. The Town procured RecTrac software by Vermont Systems several years ago but the system has not been fully implemented. However, the Department has recently made a commitment to utilizing this software in the near future. The Town also briefly used PingTown for scheduling but reverted to using Excel spreadsheets. The following table provides an overview of other technology resources used in the Recreation Division.

Technology Resources Utilized by Recreation Division	
Function	**Description of Resources**
Administration	• Administrative personnel utilize desk top computers with standard and Town focused software. • Personal cell phones are utilized for communication purposes. • The Division maintains an information page on the Town website and utilizes the website for presenting the summer and Fall/winter program brochures.
Recreation Division	• Registration software systems are available for program registration and field scheduling but no longer being utilized. • Excel spreadsheets are utilized to manage the registration process. • The Town Facebook page is utilized to make announcements about upcoming recreation programs and events. • E-blasts are utilized to inform residents enrolled in programs of changes in program schedule when needed. • The TYA maintains a program website and Facebook presence to promote programs. • The Division does not utilize social media or technology for marketing programs.

(5) Programs and Services

The following table presents a summary of the programs and primary services offered by the Recreation Division. The division program is divided in two major seasons (summer and fall/winter) with brochures announcing program offerings placed on the Town's website.

Summary of Programs and Services Offered By Recreation Division	
Program/Function	**Description of Programs and Services**
Division Administration	• Provides overall direction and implementation of year-round recreation programs and events. • Produces online guide of recreation programs and services available to resident of Town. • Administers program registration system. • Issues permits for park vehicles parking, park use, tennis courts, and a variety of recreation related services. • Manages schedule for sports field use with schools and community based sports programs. • Coordinates programs and services with Board of Education, Parks Division and other community organizations. • Staffs front desk of Recreation Division Office. • Interact with residents visiting offices. • Provides regular recreation program status report to the Parks and Recreation Commission.
Aquatics	• Provides two outdoor swimming facilities, both with water slides and one with a beach style entry, at two park sites and utilizes indoor pool at high school site. • Offers summer program from May to September including children and adult swim lessons, water aerobics, early bird swim, open swim, special needs swim and teen night. • Fall/winter programs include adult water training, deep water aerobics, aqua zumba and adult, toddler and children swim lessons along with family and adult early bird swim opportunities. • Sprinkler lots are provided at two park sites.
Sports	• Offers summer sports clinics and camps in soccer, baseball, softball, flag football, basketball, cheerleading, volleyball and track for boys and girls along with a basketball league for boys. • Golf and Tennis clinics and classes are offered for youth and adults year round. • Adult co-ed and men's and Sunday men's summer softball leagues are offered during summer months. • Offers fall/winter youth basketball and volleyball leagues, adult and open rec basketball, co-ed badminton, co-ed drop-in volleyball, co-ed adult volleyball leagues and outdoor fitness boot camp.
Camps and Classes	• Offers summer classes for preschoolers and children including art and singing classes, engineering related classes, family fishing, horseback, riding, science and technology programs. • Fall/winter session classes include art and singing, babysitting, rollerskating, horseback riding, karate, skating for children. • Adult classes include yoga, karate, and horseback riding.

Summary of Programs and Services Offered By Recreation Division	
Program/Function	**Description of Programs and Services**
Playgrounds	• Summer playground programs are offered at two school locations for ages six to twelve and include arts and crafts, sports programs, free play, pool days and field trips. • Summer field trips include excursions to museums, bowling, trampoline parks, aquariums, and other appropriate sites. • Junior camp is offered at two school locations for children four to five years and includes arts and crafts, sports, and free play with visits to the sprinkler lot.
Teens	• The Teen Center program is offered one night per week for middle school students and one afternoon for high school students during the summer and one evening a week for each group during the fall/winter program cycle. • Teen nights are offered at two swimming pools one night per week during the summer months.
Arts	• Presents annual community-wide Art Festival featuring arts and crafts, music, food vendors, nonprofit organizations and literary competition. • Sponsors annual Art Show at shopping mall featuring work by 650 public school students. • Administers Town Hall gallery featuring work by individual artist each month. • Presents concert and cabaret series during fall and spring open to the community. • Presents reading of Declaration of Independence each July 4th.
Special Needs	• Summer soccer camp for individuals 5 to 30 years of age and fun camp offered for children in grades 1 to 5. • Offers special needs sports program during fall/winter for 8 to 18 year olds including basketball, volleyball, kickball, dodgeball and floor soccer.
Community Programs and Services	• Presents summer outdoor concert series of 14 weekly concerts featuring a variety of musical entertainment. • Presents weekly outdoor lunch time free concerts designed for children one to ten years. • Makes discounted movie theater tickets available to residents with proceeds going to Teen Center. • Presents Holiday Tree Lighting event each year.

The tables below illustrate the number of programs and total number of participants in Trumbull Recreation programs. (Note that Summer 2012 and winter 2012-2013 information was not available.)

SUMMER					
	2010	2011	2012	2013	2014
Programs	27	26	Unavailable	28	26
Participants	2,150	2,047	Unavailable	1,943	1,936

WINTER				
	2011-12	2012-13	2013-14	2014-15
Programs	22	Unavailable	18	20
Participants	2,154	Unavailable	2,149	1,984

4. PARKS MAINTENANCE

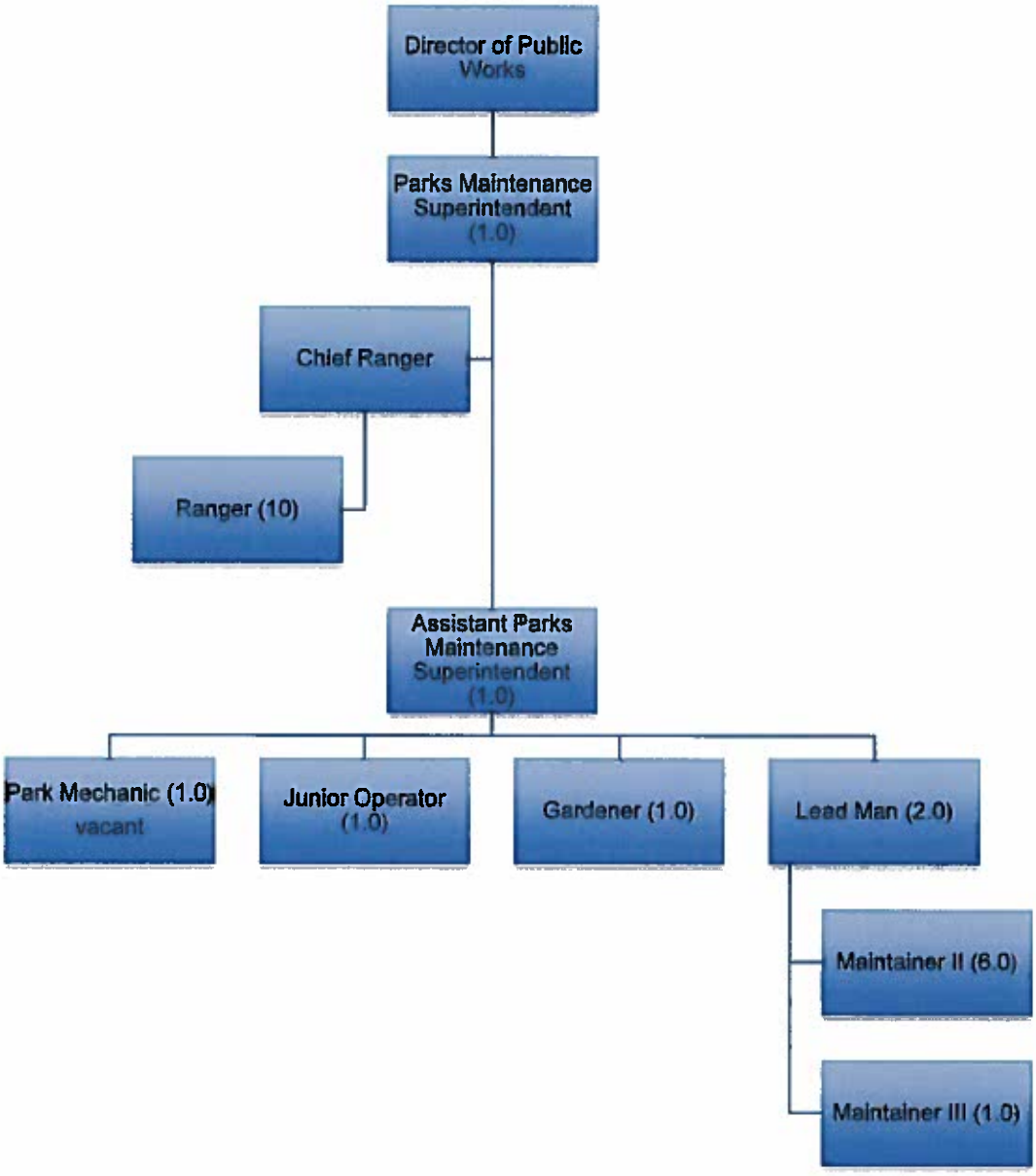
The following provides an overview of the Parks Maintenance Division.

(1) Overview

The Trumbull Parks Maintenance Division is responsible for management and maintenance of all town parks, grounds, and associated structures used for recreation. This includes open space, parks, basketball and volleyball courts, swimming pools, a BMX bike track, several playgrounds, sports playing fields.

(2) Organizational Structure

The Parks Maintenance Division is an organization within the Department of Public Works, and maintains the parks, including the maintenance of equipment, grounds, playing fields, irrigation systems, courts, playgrounds, and other parks amenities. Although this Division is not formally one within the Parks and Recreation Department, its activities have a direct impact on the operations of the Department, and as such is presented here in this descriptive profile. The following organizational chart provides an overview of the organizational structure and staffing allocation of the Parks Maintenance Division.



(3) Summary Description of Key Roles and Responsibilities

Although the Parks Maintenance Division reports to the Director of Public Works, the functions performed by the staff in this Division directly impact the functions and responsibilities of the Parks and Recreation Department. Therefore, the responsibilities of staff in this Division are presented in this descriptive profile in the matrix below. This

matrix also includes the staffing and responsibilities of the Park Rangers, who report organizationally to the Parks Maintenance Superintendent.

Unit / Position(s)	No. of Positions		Key Roles and Responsibilities
	Auth	Cur.	
PARKS MAINTENANCE			
Parks Maintenance Superintendent	1.0	1.0	• Responsible for building and overseeing the construction of certain parks projects, such as "Rails to Trails". • Makes assignments to staff on a daily basis and ensures that work is completed on time and in accordance with instructions. • Oversees the activities of the Park Rangers. • Performs carpentry work on structures. • Repairs certain plumbing fixtures. • As licensed Arborist, makes determinations regarding the pruning, trimming, removal and treatment of City trees. • As licensed pesticide applicator, makes determination regarding the proper use of pesticides on park properties.
Assistant Parks Maintenance Superintendent	1.0	1.0	• Fills in for Superintendent as required. • Serves as Chief Mechanic for Parks. • Manages certain construction projects in parks. • Makes certain electrical and plumbing repairs in parks facilities.
Parks Mechanic	1.0	Vac.	• Maintains and repairs Parks vehicles and equipment • Maintains records of repairs and maintenance in manual log. • Performs welding as needed in repair as well as fabrication.
Junior Operator	1.0	1.0	• Operates excavator and backhoe in performing duties in parks, such as abatement of drainage problems.
Gardener	1.0	1.0	• Plants new flowers and other vegetation in parks • Waters plants • Weeds and trims natural and landscaped areas of parks and Town grounds
Lead Man	2.0	2.0	• Serves as working member of crews in parks, ensuring that assigned work is accomplished in accordance with instructions and Town standards • Oversees certain construction projects in parks • Mows, trims grass in parks and Town grounds • Maintains amenities in the parks
Maintainer III	1.0	1.0	• Maintains parks and grounds by mowing, trimming, weeding • Maintains and repairs amenities at parks as required and necessary • Serves as member of crew assigned to specific construction projects in parks • Operates small machinery in maintenance and repair

Unit / Position(s)	No. of Positions		Key Roles and Responsibilities
	Auth	Cur.	
Maintainer II	6.0	6.0	• Maintains parks and grounds by mowing, trimming, weeding • Maintains and repairs amenities at parks as required and necessary • Serves as member of crew assigned to specific construction projects in parks • Operates small machinery in maintenance and repair
Chief Ranger	1.0	1.0	• Works 6:00 am till 2:00 pm, M-F • Checks on building to ensure that they are open and accessible, free of damage and vandalism, etc. • Checks fields to ensure that they are playable and, as necessary and applicable, posts conditions on web site via use of smart phone • Makes decisions regarding the suitability of fields for play for Town fields, and double-checks school fields maintained by private contractor. • Picks up trash at fields as time allows. • Issues fines for parking violations at parks • monitors the use of parks and fields for conformance to Town rules and regulations • Develops schedules for shift coverage by other Rangers.
Ranger	10	8	• One of the 10 Rangers is full time, and works 6:00 am till 2:00 pm on Sat, 10:00 am till 6:00 pm Tue-Fri. • Two Rangers are seasonal employees who work 40 hours on five days per week during periods of need, with the number of hours varying somewhat each year. • Other Rangers are 19 hour per week employees who are scheduled to ensure coverage seven days per week from 6:00 am till midnight each day. • Two of the 19-hour per week Rangers are currently filling 40 hour per week positions due to two recent resignations by other Rangers. • Checks on building to ensure that they are open and accessible, free of damage and vandalism, etc. • Checks fields to ensure that they are playable and, as necessary and applicable, posts conditions on web site via use of smart phone • Makes decisions regarding the suitability of fields for play for Town fields, and double-checks school fields maintained by private contractor. • Picks up trash at fields as time allows. • Issues fines for parking violations at parks • monitors the use of parks and fields for conformance to Town rules and regulations

(4) Operations

The Parks Maintenance Division is responsible for the maintenance of approximately 1,800 acres of property. The Division maintains 26 ballfields in the parks system and 19 in the Schools, some of which are maintained by a private contractor. The Division also maintains 20 parks covering approximately 787 developed acres. These parks, and their maintained acreage, are provided in the table below.

Park	Acreage
Abraham Nichols/Wood's Estate	13.8
Aldo Memorial	7
Robert G. Beach Memorial	331
Davidow Park	15.2
Great Oak Park	69.9
Indian Ledge	104.6
Island Brook Park	47
Kratz Pond Park	17.5
Kaechele Soccer Fields	12.23
Long Hill Green	0.1
Mischee Brook Park	16.6
Nothnagle Memorial Field	4
Parlor Rock Amusement Area	2.5
Pequonnock River Valler Park	
Gunther Park	1.3
Strawberry Brook Estates	4.4
Spring Hill Road Ballfields	2
Tashua Recreation Area	19.3
Twin Brooks Park	83.2
Unity Park	35.1
Total Acreage	**786.73**

The Division does not possess a management information system that records the maintenance and repair activities it performs in the parks. The Division does possess a software program for fleet maintenance, however, this is not utilized. Rather, the mechanic staff record maintenance manually in a book in the Parks Maintenance Division office.

APPENDIX B - DIAGNOSTIC ASSESSMENT OF PARKS AND RECREATION

While the Analysis for the Parks and Recreation in Trumbull is designed to provide an analysis of operations, organizational structure, and staffing, a comparison to 'best practices' represents an important step for the project team to report its preliminary findings and issues. In order to make the assessments of operational strengths and improvement opportunities, the project team developed a set of performance measures which we call "best management practices" against which to evaluate the programs, services and activities performed within the Parks and Recreation Department, as well as the parks maintenance functions performed within the Public Works Department.

The measures utilized have been derived from the project team's experience, and represent the following ways to identify organizational strengths as well as improvement opportunities:

- Statements of "effective practices" based on the study team's experience in evaluating operations in other agencies or "industry standards" from other research organizations.
- Identification of whether and how the Town meets the performance targets.
- A brief description of potential alternatives to current practice.

The project team has utilized this diagnostic assessment as a basis for making recommendations in this report.

1. RECREATION

Performance Target	Strength	Improvement Opportunities
OVERALL ORGANIZATION AND MANAGEMENT		
Mission, vision and goal statements exist to guide the operations.	The budget document and website relate the mission and objective of the Recreation Department.	The mission, vision and goals of Recreation need to be updated and clarified as part of a department-wide strategic planning process to clarify the mission and future direction of the Recreation Department and to instill them in Recreation Department personnel
Clearly defined policies and procedures are in place to guide programs and operations.		Clearly defined Department-wide policies and procedures need to be developed and codified to provide specific and consistent guidance and direction for administrative personnel in as they perform their daily roles and responsibilities. Program policies also need to be clarified to ensure the consistent delivery of program services by program personnel and contract instructors.
A strategic plan is in place that outlines the future direction of the department programs and services.		Recreation needs to develop a strategic plan, as part of a department-wide strategic planning process, to guide the future direction of the Department and identify new program opportunities and strategies that implement the mission and goals of the department and provides recreation services to the residents of Trumbull.

Performance Target	Strength	Improvement Opportunities
The organizational structure makes authority, responsibility and accountability clear.	The existing organizational structure identifies the lines of authority and responsibility within Recreation.	Given the recently-combined Parks and Recreation Department and the addition of the Arts Commission program and the Trumbull Youth Association to the Department's organization, adjusting the span of control in the Recreation Department and realigning recreation-related services could add to more effectively coordinated programs and services, strengthen accountability and ensure consistent program delivery to the community.
Customer service is maximized through hours of operation, on-site contact, online, telephone assistance.	Recreation provides on-site customer contact during scheduled program hours and direct customer services to walk-in clients of the department offices along with phone assistance and online information.	Opportunities could be available to expand customer service contacts by expanded office hours, expanded website presence, and more extensive use of social media. Ensuring that all program personnel are knowledgeable about office and facility hours of operation and appropriate contact information in the event of customer questions will enhance customer service.
In-service training and continuing education program are in place to ensure that staff receives appropriate training and professional development opportunities to enhance the effectiveness of their position.	Recreation provides one day orientation training for part-time playground and aquatic personnel to review policies and procedures.	Strengthening the Recreation Department training program for part-time personnel would ensure that healthy and safe environments are maintained, a high level of program quality is achieved and program personnel effectively carry out the responsibilities of their positions. Opportunities for professional development for administrative personnel should be explored to increase staff skill sets and overall effectiveness. The highest priority in this regard will be training in the RecTrac software that the Department has acquired.

Performance Target	Strength	Improvement Opportunities
The recruitment and selection process is tailored specifically for recreation personnel.	Recruitment and selection of program personnel are currently conducted by the Civil Service Department with no input from the Recreation Department personnel.	Ensuring that Department program personnel actively participate in the recruitment and selection process for department program personnel could improve the overall effectiveness and quality of employees and programs and services offered to the community.
Adequate technology resources are available to support the work of program personnel.	All full-time personnel have computers and smart phones available for use in implementing the responsibilities of their positions. Registration and scheduling software is available to the Department but not utilized at this time.	Development of a technology improvement plan would strengthen the effectiveness of the Recreation Department. Computerized registration and scheduling systems, along with financial management and marketing software could increase the overall effectiveness of the Recreation Department in providing services to the Town. Currently there are no computers available at program sites for use by staff for program planning, participant contact and communications in the event of an emergency or changes in program status.
A long-range facility plan is in place to identify facility and space needs required to support recreation programs and services.	The Recreation Department currently uses existing park sites, the Teen Center facility, Town outdoor swimming pools and sports fields along with Board of Education school playgrounds, indoor pool facilities, and sports fields, and other community/private sector facilities for program operations.	The Department should conduct an extensive assessment of existing facilities as part of the strategic planning process, to determine needed improvements to existing facilities to ensure the health and safety of program participants and employees. In addition, the Department needs to identify an action plan to ensure that facilities are upgraded to meet program needs. The strategic plan should also identify current and future needs for facilities that will meet future needs for recreation programming.

Performance Target	Strength	Improvement Opportunities
A process for obtaining outside support and funding for recreation programs is in place.	The Department currently works in partnership with local businesses to sponsor concerts, theater productions and arts programs. In addition, grant funds help support the concert series. Scholarships are provided for some programs.	The Division should explore new opportunities for added sponsorships, scholarships, grants and individual support from local businesses and not-for-profits for the continuation of existing programs and the development of new program opportunities. Further exploring the creation of a foundation or "Friends of Parks and Recreation" could add additional financial and in-kind support for Division programs and services.
RECREATION PROGRAMMING		
Facilities provide opportunities for a variety of recreation programs, services and events for residents of the Town.	Town parks, athletic fields, teen center, natural areas, pools and schools provide spaces for recreation, cultural arts, sports, outdoor programs and events provided by the Division.	While a variety of spaces are available for programs and services, the development of a community center facility, as part of the long-range facilities plan, would provide much needed indoor space for expanded recreation program opportunities.
The Recreation Department offers a variety of unduplicated programs for all ages, skill levels and interests in the community.	The Recreation Department offers programs and events from aquatics, playground programs, camps, sports, teens, arts and special interest classes to residents in the community. Special needs programs are also offered. Cultural arts programs including theater, concerts, arts festivals, and art exhibits are available throughout the year.	A program analysis or focus group process would provide an opportunity for resident input into the current and future recreational needs of the community. This process could identify gaps for both ages groups, (e.g. teens, active adults, baby boomers) and areas of interest (fitness, fine arts, culinary skills). Efforts could be made to determine an appropriate level of need and potential for offering programs and services to the broader segments of the community currently underserved.

Performance Target	Strength	Improvement Opportunities
Opportunities to cooperate and collaborate with other Town agencies, nonprofit organizations, and private-sector clubs and businesses to provide recreation services to the community are maximized.	The Department currently partners with several private businesses to offer programs at reasonable rates to residents of the community. In addition, the Division coordinates with the Library and Senior Center related to programs and services.	Continuing to explore opportunities to collaborate with other recreation agencies including the YMCA, private businesses, and nonprofit community organizations to provide services to the community will enhance recreation experiences for Trumbull residents while maximizing available resources.
Programs are offered and accommodations made for special populations and persons with disabilities in compliance with the ADA.	The Department offers two special needs programs for persons with disabilities.	The Department could establish an inclusion program to ensure appropriate accommodations for participants with disabilities in existing recreation programs in compliance with the ADA. Continued efforts to inform the community of opportunities for persons with disabilities to participate in programs will enhance the overall services to residents in the Town.
An advisory committee is in place to provide input on programs and services.	The Parks and Recreation Commission provides input and direction to the Parks and Recreation Department related to parks, programs and services.	Opportunities are available to obtain feedback from parents and participants regarding program effectiveness through the development of advisory/support groups for selected programs.
Adequate full and part-time positions are in place to ensure effective operations and program implementation.	The Recreation Department operates with one full-time program manager and utilizes a cadre of part-time personnel to implement programs and services.	Given the recent organizational changes in the newly-combined Parks and Recreation Department, an analysis of supervisory responsibilities in the Recreation Department can identify potential areas for change and improvement in supervisory responsibilities and increase the overall effectiveness of programs and services offered to the residents of Trumbull.

Performance Target	Strength	Improvement Opportunities
Appropriate office space and equipment are available for employees carry out the roles and responsibilities of their positions.	All full-time administrative personnel have office space, although not optimal in terms of either the amount of space or the layout.	Current office and storage needs should be evaluated to determine adequate space needs to effectively implement programs and services offered by Recreation.
A volunteer program is in place to augment staff efforts.	Individual programs utilize volunteers but there is no Department-wide volunteer program.	Expanding volunteer services could be extremely effective in supporting existing and future recreation programs and services, providing opportunities to increase the quality of program supervision, and ensuring safe environments at programs.
An aggressive marketing effort is in place to inform residents of program opportunities.	A Department-wide program guide is developed for the fall/winter and summer program cycles and published on the Town website. Press releases and marketing materials are produced for selected programs. The Town Facebook page is utilized for announcements about specific programs and the TYA program maintains a program specific website.	Opportunities are available to improve and expand marketing efforts for programs and services offered by the Recreation Department to ensure that all Trumbull residents are aware of recreation opportunities available in the community. Updating the format of the program guides can increase information while making the program registration process easier for residents to use.
Coordination agreements for use of non-Town owned facilities are in place.	Facility use agreements currently exist with the Board of Education for use of selected schools and sports fields.	A review process could be established and implemented on an annual basis to ensure that all parties are complying with the agreements and/or to amend existing agreements as deemed appropriate.
Registration systems make program registration as easy as possible for participants and encourage new and increased program participation.	Although an online registration system is available currently all program registrations and permit systems are processed manually utilizing only walk-in and some mail-in registration procedures.	Opportunities are available to expand the program and permit registration processes to make the system more efficient, less staff intensive and more accessible to the residents of Trumbull by implementing an online program registration system, thus encouraging increased program participation.

Performance Target	Strength	Improvement Opportunities
Opportunities are available for customer feedback on programs and services.	Customer feedback is achieved through personal contact with program participants. There is no established procedure to provide opportunities for customer feedback from all program participants.	Establishing a program evaluation/customer feedback process could provide valuable input in determining trends in current programs, appropriate changes in programs, opportunities for further program development and provide the data necessary to make decisions regarding the continuation of, improvements to, or elimination of specific programs and services.
PAYMENT AND CASH HANDLING		
Cash handling duties are separated so that the individuals receiving payments are not the same as the individuals balancing the payments, or there is a separate system to track expected versus received revenues.	Two employees are now checking the cash box at the end of the day.	There is currently no separation of duties between cash intake and cash reconciliation.
The town reconciles revenues (cash, check, and credit card) against sales to ensure that all payments have been accounted for.		Revenues are not tracked against expected revenues to ensure that all payments for recreation programs were received and recorded.
Sequential cash receipts are used to document cash-related transactions.	The Department recently began using cash receipts.	During the project team's on-site visit, the Department was using non-numbered cash receipts.
Cash drawer is monitored at the beginning and end of each day.	The Departmental employee does check the cash drawer balance twice daily.	
Employees have received training on proper cash handling policies.		Employees will all require training on proper cash handling policies, once the new systems are in place.

Performance Target	Strength	Improvement Opportunities
Employees receive and file backup documentation for reduced or waived recreation fees.		No documentation occurs other than to check "scholarship" on registration form.
All revenues are balanced on a daily basis.		The deposit is sent to finance daily but there is no formal balancing.
Documentation is included with deposit slips to ensure that revenues are appropriately allocated.		Cash and checks are placed in different envelopes based on the type of payment, however there is no clear documentation to allow coding to specific categories.
Internal controls exist for cash handling and accounting.	Internal processes have been established for cash handling and accounting.	Internal procedures for handling cash and accounting for revenues that are consistent with current municipal accounting procedures and Town policies need to be developed to ensure that appropriate controls are in place and that all administrative personnel are incorporating established procedures in day to day cash handling operations.
BUDGETING AND FINANCIAL MANAGEMENT		
The Department has clear policies regarding which funds should be used for specific categories of expenditure.		There are no clear policies regarding when payments are made from the general fund and when they are made from the special trust account.

Performance Target	Strength	Improvement Opportunities
The operating budget provides comprehensive information on program expenditures, staffing and revenues, along with goals, objectives and performance measures for all programs operated by Recreation.	The Recreation Department budget currently provides organization-wide salaries and expenditures for programs.	Although the budget provides salaries and expenditures for programs, it does not detail the individual program costs. Revenues from program fees are deposited in a Special Agency Account and any budget overruns are balanced at the end of the fiscal year with funds from the Special Agency Account. Establishing a program-based budgeting process that identifies the staffing requirements, expenditures and revenues for each program offered by the Department, along with performance measures, will provide greater management oversight and control of expenditures and provide the basis for determining appropriate and consistent program fee structures. Program revenues placed in the Special Agency Account should be administered as part of the general fund budget.
Revenues are coded to categories (e.g., aquatics, camp, sports league, movie tickets) to allow for analysis of revenue.		Currently revenues are not coded.
Expenditures are allocated by category (temporary personnel, equipment, services).		Currently expenditures are not coded.
The Department tracks expenditures and costs associated with specific programs.		There is no tracking by program type.
The Department has set cost recovery targets for specific programs.		The department has no cost recovery policy in place and has not conducted any analysis to determine what percentage of costs are being recovered through recreation fees.

Performance Target	Strength	Improvement Opportunities
Recreation fees are evaluated periodically and increased as related costs increase.		Recreation fees have remained fixed and have not been reassessed against inflation, costs, or cost recovery targets.
The Department has clear policies for reduced or no-cost programs for low income residents.		Recreation fees are waived for any resident who states that they cost of the program is beyond their means. No documentation is required.
Special trust accounts are included in the Town budget with clear reporting on fund balances, revenues, and expenditures at beginning and end of the budget cycle.		There is no reporting on the special trust account in the budget.
A cost recovery policy and plan are in place.	Based on a long-standing community tradition, recreational programs have operated on a minimal program fee philosophy with the intent of ensuring participation for all residents. Fees for programs have existed for the last ten years. Revenues generated from program fees are deposited in the Special Agency Account.	The Department should establish a written cost recovery policy along with a cost recovery plan that establishes a model to assist in determining program fees. A consistent cost recovery policy can then be applied in establishing program fees including the percentage return for programs using contractual personnel.

2. PARKS

Performance Target	Strength	Improvement Opportunities
PARKS MAINTENANCE		
Maintenance activities are centralized so as to facilitate coordination with recreational programming	Currently, parks maintenance functions are performed by staff who are organizationally located within the Public Works Department. The maintenance staff in parks and other divisions of the Department share equipment and personnel on a regular basis.	Placement of the parks maintenance function under the Parks and Recreation Department would have the benefit of closer coordination with recreational services in ensuring that playing fields are maintained according to recreational schedules.
Staff periodically inspects the condition of the parks and related facilities.	The Parks Maintenance staff, as well as the Park Rangers, are in each of the parks on a daily basis, and make notes regarding issues that need attention. Rangers handle certain issues that are less time-consuming, but will report conditions to the Parks Superintendent on other concerns requiring greater levels of attention. The Parks Maintenance Division does not have a Certified Playground Inspector on staff, however it contracts with an independent instructor each year to report issues of concern that are addressed by the Parks Maintenance Division staff.	
Quality standards have been developed for park-related maintenance.	The Parks Division has informal quality standards, however they are not documented.	Maintenance standards should be developed and formalized for such items as grass/turf height, edging of sidewalks and playing fields, presence of weeds and weed trimming, presence of rocks on playing surfaces, drainage, trip hazards on walking surfaces, fencing, and many other elements.

Performance Target	Strength	Improvement Opportunities
Levels of service have been developed that define the frequency in which various maintenance tasks are to be performed.	The Parks Superintendent completes daily work assignments and has objectives that form the basis for these work plans. The Division also has developed an annual calendar for the major services it provides. This calendar provides the service description as well as the deadlines for completion.	
The levels of service provided have been formally adopted and classified as level "A," level "B," level "C," or "level D" (or similar classification system) to ensure a linkage between policy-level decision-making and actual service delivery.		The Parks Division has not classified each park and athletic field in terms of the level of maintenance required, although it is understood by the Superintendent and the staff who maintain the fields. As a practical matter, however, it is unreasonable and, to some extent, undesirable to maintain each surface with the same maintenance standards as all others. Levels of service should be developed for each park and playing field in terms of the level of maintenance that should, and will, be provided. This not only assists in communicating standards and expectations to residents and other park visitors, but is a useful tool in planning the work of staff.

Performance Target	Strength	Improvement Opportunities
Sufficient resources have been provided to maintain at least a "B" level of maintenance such as weekly mowing, bi-weekly edging, weekly inspection of playground equipment, daily restroom cleaning, aeration 2 to 3 times annually, fertilization once annually, etc.	Although the ratio of developed acres per FTE is somewhat greater than that which is typically necessary to provide a "B" level of maintenance in the parks, both visual observations and interviews indicate that the parks are maintained in good condition.	The Parks Maintenance Division has 11 field staff members that include a Junior Operator, a Gardener, two (2) Lead Men, six (6) Maintainer II, and a Maintainer III. Additionally, although the Supt and Asst. Supt are not fully allocated to the maintenance of parks and grounds, they do so occasionally. In addition to these staff members, the Division hires four (4) part time staff during the summer months. This full contingent equates to between 12 and 13 FTE, who maintain about 192 developed, mowable acres, which equates to between 14.8 and 16.0 developed acres per FTE. This ratio is somewhat greater than the ratio of 8 to 12 acres per FTE that would be required to provide a "B" level of maintenance.
The section keeps a comprehensive list of park-related inventory such as the square feet of turf, linear feet of edging, square feet of sidewalks, number of picnic areas, etc.	The Parks Division possesses a listing of all parks, the acreage within each, and the amenities available at each park. These data, along with a text description of the park, are provided on the Town's web site, and are very helpful to readers.	The Division does not maintain a detailed listing of such features as areas of sidewalks, square feet of turf, etc.
The Department maintains and uses information on the full unit costs of maintenance activities.		The Division does not capture information related to the work performed by crews to the level of detail that would be required to report full unit cost of service delivery. Further, the Division does not have access to a computerized maintenance management system (CMMS) that would facilitate the development and analysis of cost data at this level of detail.

Performance Target	Strength	Improvement Opportunities
The Division has developed a tree inventory		The Parks Maintenance Division has not developed an inventory of park trees. A tree inventory should be developed that describes the type of tree, the age, height, treatment regiment, any diseases to which it is susceptible, and a record of maintenance of the tree.
An annual maintenance calendar has been developed that identifies when seasonal tasks will be performed (e.g., turf will be fertilized in March and September, color planting in Spring, etc.).	The Superintendent maintains an annual calendar for all major services that provides times of service and deadlines for completion.	
Parks has identified the maintenance tasks and staff hours required to maintain service areas using specific inventory information, desired levels of service, and an annual maintenance calendar. As a result, Parks is able to deploy staffing levels to meet targeted service levels.		The Parks Division has not identified staff hours, materials or equipment needed to complete tasks, although the Superintendent generally has expectations in this regard. The formal documentation of task and service levels is more than an academic exercise – it assists the Division in determining the manpower needed to assume additional responsibilities when they are given to the Division.
A computerized maintenance management system (CMMS) is in place to handle and schedule preventive, routine, and emergency maintenance service requests.		The section has no access to a CMMS.

Performance Target	Strength	Improvement Opportunities
Alternative service delivery methods are periodically assessed to determine if there are cost-effective alternative service delivery options.	The Parks Maintenance Division contracts out less than 10% of its total expenditures, which is typical of surrounding towns, as was determined in the comparative survey. The Division routinely contracts out maintenance on the BOE fields, and tree work in the rights of way.	
Seasonal part-time and volunteer staff are utilized.	The Division hires four part time workers for parks maintenance activities in the summer months.	
An integrated pest management program is utilized that includes a range of treatment strategies including setting action thresholds, monitoring and identifying pests, preventing the damage specific pest types are likely to cause, and choosing the right and least damaging option.	While there is ongoing debate within the Town, and in the Division, the Division Superintendent has developed plans to utilize pest control alternatives in the least intrusive and damaging manner, balancing this with the need to manage certain problems such as aquatic invasives and turf pests. For example, fertilizers are no longer used in watershed areas, however certain chemical treatments must be applied to abate problems with aquatic invasives.	
Management, supervisory, and line staff have obtained appropriate certification in their profession. Pesticide applicators possess state-required applicators licenses.	The Division Superintendent possesses certification to apply pesticides, and is the only employee who applies these chemicals.	
Safety reviews of facilities, parks, playground equipment and other resources are conducted at an appropriate frequency level (such as: playground equipment – daily to weekly; facilities and parks – monthly, etc.)	Park Rangers and maintenance staff are in the parks daily and report on and/or repair obvious problems with facilities and equipment. The Division contracts with a certified inspector on an annual basis to determine any structural problems, or problems that are not obvious through a visual inspection.	It may be beneficial to the Town to certify one or more employees in the Parks Maintenance Division as certified playground inspectors in order to identify problems on a more frequent basis than annually.

Performance Target	Strength	Improvement Opportunities
Continuous training programs are provided to keep step with state-of-the-art advances and continuously improve workers' knowledge and skills in safety, park care and maintenance practices.	The Division receive ongoing safety training such as for bloodborne pathogens, chain saw operation, trenching safety, pool operation and others.	
EQUIPMENT MAINTENANCE		
The Division allocates sufficient mechanic staff to maintain parks equipment and machinery in operating condition.	Although the equipment listing provided to the project team is not precise in terms of the total numbers of smaller equipment, the single mechanic appears to be maintaining an appropriate number of pieces of equipment to achieve full productivity. The listing of equipment shows approximately 86 total units, equating to about 81 VEU, which is near the lower end of the scale. The project team typically uses a range of 90 to 110 VEU per mechanic as being at full capacity, however it is also true that the equipment listing may be incomplete to some extent.	
The Fleet Maintenance shop maintains an electronic record of all maintenance performed on all equipment.		Although the shop reportedly has access to an automated fleet management information system ("Fleet Maintenance"), it does not utilize the program. Rather, maintenance records are made manually in a book in the office.
PARK RANGER		

Performance Target	Strength	Improvement Opportunities
Park Ranger staffing is sufficient to ensure that all parks are visited at least once daily	The Division has two full time Park Rangers, one of whom is the Chief Ranger. There are also nine part time and seasonal Ranges who, between them, cover all hours for which parks are open, as well as after-hours through midnight during the heavy visitation season. Hours of coverage throughout the year vary according to needs.	
Park Rangers are responsible for routine maintenance of the parks.	Park Rangers do pick up small amounts of debris in the parks on occasions.	The Town has adopted a policy that patrons of the parks must remove all trash that they bring into the parks. As the parks do not have trash receptacles, this results in an occasional need to pick up varying amounts of trash, as not all patrons comply with the policy. The Rangers have not historically been required to remove trash from the parks, however the use of Rangers for this purpose is strongly recommended, as Rangers are in each park each day, and Parks Maintenance employees may not be there to collect the trash.
Park Rangers make daily reports of any required maintenance in the parks	The Chief Ranger makes a daily report of any required maintenance in each park, and the Parks Maintenance Superintendent assesses the priority and makes assignments for maintenance to the staff.	
Park Rangers make daily reports on any security issues in the parks.		Although any security issues are communicated to the Police and to the Division Superintendent, the Chief Ranger should make a weekly report of security issues and provide this to the Parks and Recreation Director, who in turn should make this a routine element of the brief to the Parks and Recreation Commission.

APPENDIX B - DIAGNOSTIC ASSESSMENT OF PARKS AND RECREATION

While the Analysis for the Parks and Recreation in Trumbull is designed to provide an analysis of operations, organizational structure, and staffing, a comparison to 'best practices' represents an important step for the project team to report its preliminary findings and issues. In order to make the assessments of operational strengths and improvement opportunities, the project team developed a set of performance measures which we call "best management practices" against which to evaluate the programs, services and activities performed within the Parks and Recreation Department, as well as the parks maintenance functions performed within the Public Works Department.

The measures utilized have been derived from the project team's experience, and represent the following ways to identify organizational strengths as well as improvement opportunities:

- Statements of "effective practices" based on the study team's experience in evaluating operations in other agencies or "industry standards" from other research organizations.
- Identification of whether and how the Town meets the performance targets.
- A brief description of potential alternatives to current practice.

The project team has utilized this diagnostic assessment as a basis for making recommendations in this report.

1. RECREATION

Performance Target	Strength	Improvement Opportunities
OVERALL ORGANIZATION AND MANAGEMENT		
Mission, vision and goal statements exist to guide the operations.	The budget document and website relate the mission and objective of the Recreation Department.	The mission, vision and goals of Recreation need to be updated and clarified as part of a department-wide strategic planning process to clarify the mission and future direction of the Recreation Department and to instill them in Recreation Department personnel
Clearly defined policies and procedures are in place to guide programs and operations.		Clearly defined Department-wide policies and procedures need to be developed and codified to provide specific and consistent guidance and direction for administrative personnel in as they perform their daily roles and responsibilities. Program policies also need to be clarified to ensure the consistent delivery of program services by program personnel and contract instructors.
A strategic plan is in place that outlines the future direction of the department programs and services.		Recreation needs to develop a strategic plan, as part of a department-wide strategic planning process, to guide the future direction of the Department and identify new program opportunities and strategies that implement the mission and goals of the department and provides recreation services to the residents of Trumbull.

Performance Target	Strength	Improvement Opportunities
The organizational structure makes authority, responsibility and accountability clear.	The existing organizational structure identifies the lines of authority and responsibility within Recreation.	Given the recently-combined Parks and Recreation Department and the addition of the Arts Commission program and the Trumbull Youth Association to the Department's organization, adjusting the span of control in the Recreation Department and realigning recreation-related services could add to more effectively coordinated programs and services, strengthen accountability and ensure consistent program delivery to the community.
Customer service is maximized through hours of operation, on-site contact, online, telephone assistance.	Recreation provides on-site customer contact during scheduled program hours and direct customer services to walk-in clients of the department offices along with phone assistance and online information.	Opportunities could be available to expand customer service contacts by expanded office hours, expanded website presence, and more extensive use of social media. Ensuring that all program personnel are knowledgeable about office and facility hours of operation and appropriate contact information in the event of customer questions will enhance customer service.
In-service training and continuing education program are in place to ensure that staff receives appropriate training and professional development opportunities to enhance the effectiveness of their position.	Recreation provides one day orientation training for part-time playground and aquatic personnel to review policies and procedures.	Strengthening the Recreation Department training program for part-time personnel would ensure that healthy and safe environments are maintained, a high level of program quality is achieved and program personnel effectively carry out the responsibilities of their positions. Opportunities for professional development for administrative personnel should be explored to increase staff skill sets and overall effectiveness. The highest priority in this regard will be training in the RecTrac software that the Department has acquired.

Performance Target	Strength	Improvement Opportunities
The recruitment and selection process is tailored specifically for recreation personnel.	Recruitment and selection of program personnel are currently conducted by the Civil Service Department with no input from the Recreation Department personnel.	Ensuring that Department program personnel actively participate in the recruitment and selection process for department program personnel could improve the overall effectiveness and quality of employees and programs and services offered to the community.
Adequate technology resources are available to support the work of program personnel.	All full-time personnel have computers and smart phones available for use in implementing the responsibilities of their positions. Registration and scheduling software is available to the Department but not utilized at this time.	Development of a technology improvement plan would strengthen the effectiveness of the Recreation Department. Computerized registration and scheduling systems, along with financial management and marketing software could increase the overall effectiveness of the Recreation Department in providing services to the Town. Currently there are no computers available at program sites for use by staff for program planning, participant contact and communications in the event of an emergency or changes in program status.
A long-range facility plan is in place to identify facility and space needs required to support recreation programs and services.	The Recreation Department currently uses existing park sites, the Teen Center facility, Town outdoor swimming pools and sports fields along with Board of Education school playgrounds, indoor pool facilities, and sports fields, and other community/private sector facilities for program operations.	The Department should conduct an extensive assessment of existing facilities as part of the strategic planning process, to determine needed improvements to existing facilities to ensure the health and safety of program participants and employees. In addition, the Department needs to identify an action plan to ensure that facilities are upgraded to meet program needs. The strategic plan should also identify current and future needs for facilities that will meet future needs for recreation programming.

Performance Target	Strength	Improvement Opportunities
A process for obtaining outside support and funding for recreation programs is in place.	The Department currently works in partnership with local businesses to sponsor concerts, theater productions and arts programs. In addition, grant funds help support the concert series. Scholarships are provided for some programs.	The Division should explore new opportunities for added sponsorships, scholarships, grants and individual support from local businesses and not-for-profits for the continuation of existing programs and the development of new program opportunities. Further exploring the creation of a foundation or "Friends of Parks and Recreation" could add additional financial and in-kind support for Division programs and services.
RECREATION PROGRAMMING		
Facilities provide opportunities for a variety of recreation programs, services and events for residents of the Town.	Town parks, athletic fields, teen center, natural areas, pools and schools provide spaces for recreation, cultural arts, sports, outdoor programs and events provided by the Division.	While a variety of spaces are available for programs and services, the development of a community center facility, as part of the long-range facilities plan, would provide much needed indoor space for expanded recreation program opportunities.
The Recreation Department offers a variety of unduplicated programs for all ages, skill levels and interests in the community.	The Recreation Department offers programs and events from aquatics, playground programs, camps, sports, teens, arts and special interest classes to residents in the community. Special needs programs are also offered. Cultural arts programs including theater, concerts, arts festivals, and art exhibits are available throughout the year.	A program analysis or focus group process would provide an opportunity for resident input into the current and future recreational needs of the community. This process could identify gaps for both ages groups, (e.g. teens, active adults, baby boomers) and areas of interest (fitness, fine arts, culinary skills). Efforts could be made to determine an appropriate level of need and potential for offering programs and services to the broader segments of the community currently underserved.

Performance Target	Strength	Improvement Opportunities
Opportunities to cooperate and collaborate with other Town agencies, nonprofit organizations, and private-sector clubs and businesses to provide recreation services to the community are maximized.	The Department currently partners with several private businesses to offer programs at reasonable rates to residents of the community. In addition, the Division coordinates with the Library and Senior Center related to programs and services.	Continuing to explore opportunities to collaborate with other recreation agencies including the YMCA, private businesses, and nonprofit community organizations to provide services to the community will enhance recreation experiences for Trumbull residents while maximizing available resources.
Programs are offered and accommodations made for special populations and persons with disabilities in compliance with the ADA.	The Department offers two special needs programs for persons with disabilities.	The Department could establish an inclusion program to ensure appropriate accommodations for participants with disabilities in existing recreation programs in compliance with the ADA. Continued efforts to inform the community of opportunities for persons with disabilities to participate in programs will enhance the overall services to residents in the Town.
An advisory committee is in place to provide input on programs and services.	The Parks and Recreation Commission provides input and direction to the Parks and Recreation Department related to parks, programs and services.	Opportunities are available to obtain feedback from parents and participants regarding program effectiveness through the development of advisory/support groups for selected programs.
Adequate full and part-time positions are in place to ensure effective operations and program implementation.	The Recreation Department operates with one full-time program manager and utilizes a cadre of part-time personnel to implement programs and services.	Given the recent organizational changes in the newly-combined Parks and Recreation Department, an analysis of supervisory responsibilities in the Recreation Department can identify potential areas for change and improvement in supervisory responsibilities and increase the overall effectiveness of programs and services offered to the residents of Trumbull.

Performance Target	Strength	Improvement Opportunities
Appropriate office space and equipment are available for employees carry out the roles and responsibilities of their positions.	All full-time administrative personnel have office space, although not optimal in terms of either the amount of space or the layout.	Current office and storage needs should be evaluated to determine adequate space needs to effectively implement programs and services offered by Recreation.
A volunteer program is in place to augment staff efforts.	Individual programs utilize volunteers but there is no Department-wide volunteer program.	Expanding volunteer services could be extremely effective in supporting existing and future recreation programs and services, providing opportunities to increase the quality of program supervision, and ensuring safe environments at programs.
An aggressive marketing effort is in place to inform residents of program opportunities.	A Department-wide program guide is developed for the fall/winter and summer program cycles and published on the Town website. Press releases and marketing materials are produced for selected programs. The Town Facebook page is utilized for announcements about specific programs and the TYA program maintains a program specific website.	Opportunities are available to improve and expand marketing efforts for programs and services offered by the Recreation Department to ensure that all Trumbull residents are aware of recreation opportunities available in the community. Updating the format of the program guides can increase information while making the program registration process easier for residents to use.
Coordination agreements for use of non-Town owned facilities are in place.	Facility use agreements currently exist with the Board of Education for use of selected schools and sports fields.	A review process could be established and implemented on an annual basis to ensure that all parties are complying with the agreements and/or to amend existing agreements as deemed appropriate.
Registration systems make program registration as easy as possible for participants and encourage new and increased program participation.	Although an online registration system is available currently all program registrations and permit systems are processed manually utilizing only walk-in and some mail-in registration procedures.	Opportunities are available to expand the program and permit registration processes to make the system more efficient, less staff intensive and more accessible to the residents of Trumbull by implementing an online program registration system, thus encouraging increased program participation.

Performance Target	Strength	Improvement Opportunities
Opportunities are available for customer feedback on programs and services.	Customer feedback is achieved through personal contact with program participants. There is no established procedure to provide opportunities for customer feedback from all program participants.	Establishing a program evaluation/customer feedback process could provide valuable input in determining trends in current programs, appropriate changes in programs, opportunities for further program development and provide the data necessary to make decisions regarding the continuation of, improvements to, or elimination of specific programs and services.
PAYMENT AND CASH HANDLING		
Cash handling duties are separated so that the individuals receiving payments are not the same as the individuals balancing the payments, or there is a separate system to track expected versus received revenues.	Two employees are now checking the cash box at the end of the day.	There is currently no separation of duties between cash intake and cash reconciliation.
The town reconciles revenues (cash, check, and credit card) against sales to ensure that all payments have been accounted for.		Revenues are not tracked against expected revenues to ensure that all payments for recreation programs were received and recorded.
Sequential cash receipts are used to document cash-related transactions.	The Department recently began using cash receipts.	During the project team's on-site visit, the Department was using non-numbered cash receipts.
Cash drawer is monitored at the beginning and end of each day.	The Departmental employee does check the cash drawer balance twice daily.	
Employees have received training on proper cash handling policies.		Employees will all require training on proper cash handling policies, once the new systems are in place.

Performance Target	Strength	Improvement Opportunities
Employees receive and file backup documentation for reduced or waived recreation fees.		No documentation occurs other than to check "scholarship" on registration form.
All revenues are balanced on a daily basis.		The deposit is sent to finance daily but there is no formal balancing.
Documentation is included with deposit slips to ensure that revenues are appropriately allocated.		Cash and checks are placed in different envelopes based on the type of payment, however there is no clear documentation to allow coding to specific categories.
Internal controls exist for cash handling and accounting.	Internal processes have been established for cash handling and accounting.	Internal procedures for handling cash and accounting for revenues that are consistent with current municipal accounting procedures and Town policies need to be developed to ensure that appropriate controls are in place and that all administrative personnel are incorporating established procedures in day to day cash handling operations.
BUDGETING AND FINANCIAL MANAGEMENT		
The Department has clear policies regarding which funds should be used for specific categories of expenditure.		There are no clear policies regarding when payments are made from the general fund and when they are made from the special trust account.

Performance Target	Strength	Improvement Opportunities
The operating budget provides comprehensive information on program expenditures, staffing and revenues, along with goals, objectives and performance measures for all programs operated by Recreation.	The Recreation Department budget currently provides organization-wide salaries and expenditures for programs.	Although the budget provides salaries and expenditures for programs, it does not detail the individual program costs. Revenues from program fees are deposited in a Special Agency Account and any budget overruns are balanced at the end of the fiscal year with funds from the Special Agency Account. Establishing a program-based budgeting process that identifies the staffing requirements, expenditures and revenues for each program offered by the Department, along with performance measures, will provide greater management oversight and control of expenditures and provide the basis for determining appropriate and consistent program fee structures. Program revenues placed in the Special Agency Account should be administered as part of the general fund budget.
Revenues are coded to categories (e.g., aquatics, camp, sports league, movie tickets) to allow for analysis of revenue.		Currently revenues are not coded.
Expenditures are allocated by category (temporary personnel, equipment, services).		Currently expenditures are not coded.
The Department tracks expenditures and costs associated with specific programs.		There is no tracking by program type.
The Department has set cost recovery targets for specific programs.		The department has no cost recovery policy in place and has not conducted any analysis to determine what percentage of costs are being recovered through recreation fees.

Performance Target	Strength	Improvement Opportunities
Recreation fees are evaluated periodically and increased as related costs increase.		Recreation fees have remained fixed and have not been reassessed against inflation, costs, or cost recovery targets.
The Department has clear policies for reduced or no-cost programs for low income residents.		Recreation fees are waived for any resident who states that they cost of the program is beyond their means. No documentation is required.
Special trust accounts are included in the Town budget with clear reporting on fund balances, revenues, and expenditures at beginning and end of the budget cycle.		There is no reporting on the special trust account in the budget.
A cost recovery policy and plan are in place.	Based on a long-standing community tradition, recreational programs have operated on a minimal program fee philosophy with the intent of ensuring participation for all residents. Fees for programs have existed for the last ten years. Revenues generated from program fees are deposited in the Special Agency Account.	The Department should establish a written cost recovery policy along with a cost recovery plan that establishes a model to assist in determining program fees. A consistent cost recovery policy can then be applied in establishing program fees including the percentage return for programs using contractual personnel.

2. PARKS

Performance Target	Strength	Improvement Opportunities
PARKS MAINTENANCE		
Maintenance activities are centralized so as to facilitate coordination with recreational programming	Currently, parks maintenance functions are performed by staff who are organizationally located within the Public Works Department. The maintenance staff in parks and other divisions of the Department share equipment and personnel on a regular basis.	Placement of the parks maintenance function under the Parks and Recreation Department would have the benefit of closer coordination with recreational services in ensuring that playing fields are maintained according to recreational schedules.
Staff periodically inspects the condition of the parks and related facilities.	The Parks Maintenance staff, as well as the Park Rangers, are in each of the parks on a daily basis, and make notes regarding issues that need attention. Rangers handle certain issues that are less time-consuming, but will report conditions to the Parks Superintendent on other concerns requiring greater levels of attention. The Parks Maintenance Division does not have a Certified Playground Inspector on staff, however it contracts with an independent instructor each year to report issues of concern that are addressed by the Parks Maintenance Division staff.	
Quality standards have been developed for park-related maintenance.	The Parks Division has informal quality standards, however they are not documented.	Maintenance standards should be developed and formalized for such items as grass/turf height, edging of sidewalks and playing fields, presence of weeds and weed trimming, presence of rocks on playing surfaces, drainage, trip hazards on walking surfaces, fencing, and many other elements.

Performance Target	Strength	Improvement Opportunities
Levels of service have been developed that define the frequency in which various maintenance tasks are to be performed.	The Parks Superintendent completes daily work assignments and has objectives that form the basis for these work plans. The Division also has developed an annual calendar for the major services it provides. This calendar provides the service description as well as the deadlines for completion.	
The levels of service provided have been formally adopted and classified as level "A," level "B," level "C," or "level D" (or similar classification system) to ensure a linkage between policy-level decision-making and actual service delivery.		The Parks Division has not classified each park and athletic field in terms of the level of maintenance required, although it is understood by the Superintendent and the staff who maintain the fields. As a practical matter, however, it is unreasonable and, to some extent, undesirable to maintain each surface with the same maintenance standards as all others. Levels of service should be developed for each park and playing field in terms of the level of maintenance that should, and will, be provided. This not only assists in communicating standards and expectations to residents and other park visitors, but is a useful tool in planning the work of staff.

Performance Target	Strength	Improvement Opportunities
Sufficient resources have been provided to maintain at least a "B" level of maintenance such as weekly mowing, bi-weekly edging, weekly inspection of playground equipment, daily restroom cleaning, aeration 2 to 3 times annually, fertilization once annually, etc.	Although the ratio of developed acres per FTE is somewhat greater than that which is typically necessary to provide a "B" level of maintenance in the parks, both visual observations and interviews indicate that the parks are maintained in good condition.	The Parks Maintenance Division has 11 field staff members that include a Junior Operator, a Gardener, two (2) Lead Men, six (6) Maintainer II, and a Maintainer III. Additionally, although the Supt and Asst. Supt are not fully allocated to the maintenance of parks and grounds, they do so occasionally. In addition to these staff members, the Division hires four (4) part time staff during the summer months. This full contingent equates to between 12 and 13 FTE, who maintain about 192 developed, mowable acres, which equates to between 14.8 and 16.0 developed acres per FTE. This ratio is somewhat greater than the ratio of 8 to 12 acres per FTE that would be required to provide a "B" level of maintenance.
The section keeps a comprehensive list of park-related inventory such as the square feet of turf, linear feet of edging, square feet of sidewalks, number of picnic areas, etc.	The Parks Division possesses a listing of all parks, the acreage within each, and the amenities available at each park. These data, along with a text description of the park, are provided on the Town's web site, and are very helpful to readers.	The Division does not maintain a detailed listing of such features as areas of sidewalks, square feet of turf, etc.
The Department maintains and uses information on the full unit costs of maintenance activities.		The Division does not capture information related to the work performed by crews to the level of detail that would be required to report full unit cost of service delivery. Further, the Division does not have access to a computerized maintenance management system (CMMS) that would facilitate the development and analysis of cost data at this level of detail.

Performance Target	Strength	Improvement Opportunities
The Division has developed a tree inventory		The Parks Maintenance Division has not developed an inventory of park trees. A tree inventory should be developed that describes the type of tree, the age, height, treatment regiment, any diseases to which it is susceptible, and a record of maintenance of the tree.
An annual maintenance calendar has been developed that identifies when seasonal tasks will be performed (e.g., turf will be fertilized in March and September, color planting in Spring, etc.).	The Superintendent maintains an annual calendar for all major services that provides times of service and deadlines for completion.	
Parks has identified the maintenance tasks and staff hours required to maintain service areas using specific inventory information, desired levels of service, and an annual maintenance calendar. As a result, Parks is able to deploy staffing levels to meet targeted service levels.		The Parks Division has not identified staff hours, materials or equipment needed to complete tasks, although the Superintendent generally has expectations in this regard. The formal documentation of task and service levels is more than an academic exercise – it assists the Division in determining the manpower needed to assume additional responsibilities when they are given to the Division.
A computerized maintenance management system (CMMS) is in place to handle and schedule preventive, routine, and emergency maintenance service requests.		The section has no access to a CMMS.

Performance Target	Strength	Improvement Opportunities
Alternative service delivery methods are periodically assessed to determine if there are cost-effective alternative service delivery options.	The Parks Maintenance Division contracts out less than 10% of its total expenditures, which is typical of surrounding towns, as was determined in the comparative survey. The Division routinely contracts out maintenance on the BOE fields, and tree work in the rights of way.	
Seasonal part-time and volunteer staff are utilized.	The Division hires four part time workers for parks maintenance activities in the summer months.	
An integrated pest management program is utilized that includes a range of treatment strategies including setting action thresholds, monitoring and identifying pests, preventing the damage specific pest types are likely to cause, and choosing the right and least damaging option.	While there is ongoing debate within the Town, and in the Division, the Division Superintendent has developed plans to utilize pest control alternatives in the least intrusive and damaging manner, balancing this with the need to manage certain problems such as aquatic invasives and turf pests. For example, fertilizers are no longer used in watershed areas, however certain chemical treatments must be applied to abate problems with aquatic invasives.	
Management, supervisory, and line staff have obtained appropriate certification in their profession. Pesticide applicators possess state-required applicators licenses.	The Division Superintendent possesses certification to apply pesticides, and is the only employee who applies these chemicals.	
Safety reviews of facilities, parks, playground equipment and other resources are conducted at an appropriate frequency level (such as: playground equipment – daily to weekly; facilities and parks – monthly, etc.)	Park Rangers and maintenance staff are in the parks daily and report on and/or repair obvious problems with facilities and equipment. The Division contracts with a certified inspector on an annual basis to determine any structural problems, or problems that are not obvious through a visual inspection.	It may be beneficial to the Town to certify one or more employees in the Parks Maintenance Division as certified playground inspectors in order to identify problems on a more frequent basis than annually.

Performance Target	Strength	Improvement Opportunities
Continuous training programs are provided to keep step with state-of-the-art advances and continuously improve workers' knowledge and skills in safety, park care and maintenance practices.	The Division receive ongoing safety training such as for bloodborne pathogens, chain saw operation, trenching safety, pool operation and others.	
EQUIPMENT MAINTENANCE		
The Division allocates sufficient mechanic staff to maintain parks equipment and machinery in operating condition.	Although the equipment listing provided to the project team is not precise in terms of the total numbers of smaller equipment, the single mechanic appears to be maintaining an appropriate number of pieces of equipment to achieve full productivity. The listing of equipment shows approximately 86 total units, equating to about 81 VEU, which is near the lower end of the scale. The project team typically uses a range of 90 to 110 VEU per mechanic as being at full capacity, however it is also true that the equipment listing may be incomplete to some extent.	
The Fleet Maintenance shop maintains an electronic record of all maintenance performed on all equipment.		Although the shop reportedly has access to an automated fleet management information system ("Fleet Maintenance"), it does not utilize the program. Rather, maintenance records are made manually in a book in the office.
PARK RANGER		

Performance Target	Strength	Improvement Opportunities
Park Ranger staffing is sufficient to ensure that all parks are visited at least once daily	The Division has two full time Park Rangers, one of whom is the Chief Ranger. There are also nine part time and seasonal Ranges who, between them, cover all hours for which parks are open, as well as after-hours through midnight during the heavy visitation season. Hours of coverage throughout the year vary according to needs.	
Park Rangers are responsible for routine maintenance of the parks.	Park Rangers do pick up small amounts of debris in the parks on occasions.	The Town has adopted a policy that patrons of the parks must remove all trash that they bring into the parks. As the parks do not have trash receptacles, this results in an occasional need to pick up varying amounts of trash, as not all patrons comply with the policy. The Rangers have not historically been required to remove trash from the parks, however the use of Rangers for this purpose is strongly recommended, as Rangers are in each park each day, and Parks Maintenance employees may not be there to collect the trash.
Park Rangers make daily reports of any required maintenance in the parks	The Chief Ranger makes a daily report of any required maintenance in each park, and the Parks Maintenance Superintendent assesses the priority and makes assignments for maintenance to the staff.	
Park Rangers make daily reports on any security issues in the parks.		Although any security issues are communicated to the Police and to the Division Superintendent, the Chief Ranger should make a weekly report of security issues and provide this to the Parks and Recreation Director, who in turn should make this a routine element of the brief to the Parks and Recreation Commission.