

RESOLUTION NO. 8-<sup>20</sup>~~19~~

**A RESOLUTION ACCEPTING THE PERFORMANCE AUDIT FINAL REPORT  
PREPARED BY MATRIX CONSULTING GROUP**

**WHEREAS**, the Village of Chatham (“Village”) is an Illinois Municipal Corporation existing and operating under the Illinois Municipal Code and the laws of the State of Illinois; and

**WHEREAS**, on November 28, 2017, the Village entered into an Agreement with Matrix Consulting Group titled “Agreement to Provide Professional Consulting Services to the Village of Chatham, Illinois; and,

**WHEREAS**, Matrix Consulting Group has completed its study of the Village and prepared its Performance Audit Final Report which is attached hereto as **Exhibit A**; and,

**WHEREAS**, the Board of Trustees of the Village believe it is in the best interest of the Village to accept the Performance Audit Final Report.

**NOW THEREFORE, BE IT RESOLVED** by the President and Board of Trustees of the Village of Chatham, Sangamon County, Illinois, as follows:

**Section 1.** Recitals. The foregoing recitals shall be and are hereby incorporated into and made a part of this Resolution as if fully set forth in this Section 1.

**Section 2.** Acceptance of Report. The Village Board of Trustees hereby accepts and approves of the Performance Audit Final Report attached hereto as **Exhibit A**.

**Section 3.** Effective Date. This Resolution shall be in full force and effect from and after its passage and approval.

SO RESOLVED this 25 day of Feb, 2020.

	YES	NO	ABSENT	PRESENT
KRISTEN CHIARO	X			
ANDREW DETMERS	X			
BRETT GERGER	X			

RYAN MANN	X			
MATT MAU	X			
PAUL SCHERSCHEL	X			
DAVE KIMSEY				
TOTAL	6	0		

**APPROVED** by the President of the Village of Chatham, Illinois this 25 day of Feb., 2020.

  
 Dave Kimsey, Village President

Attest:

  
 Amy Dahlkamp, Village Clerk

**EXHIBIT A**  
**PERFORMANCE AUDIT FINAL REPORT**

# Performance Audit Final Report

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CHATHAM, ILLINOIS

**matrix** #  
consulting group

February 19, 2020



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# 1 Introduction and Summary of Recommendations

This report outlines the findings and recommendations from the performance audit of the Village of Chatham operations. The study included review and assessment of organizational structure, staffing levels, and operational practices.

## 2. Key Strengths of the Organization

Several aspects of the Village’s operations are worthy of noting at the outset. There are many positive aspects of operations currently in place. While the majority of this report will focus on opportunities to improve operations or adjust staffing, it is important to note that there are many positive aspects of current operations. These include, but are not limited to, the following:

- The Village has developed an approach to service delivery that is highly customer responsive.
- The Village has historically operated with staffing levels that appear to typically fall on the lower end of staffing levels and with positions that are highly flexible in the duties performed and with high-level of cross-training and utilization to maximize efficiency of each position.
- The Village has recently begun implementation and deployment of new and additional technology resources to assist them in managing, tracking and handling work activities.
- Appropriate costs for services are charged to enterprise funds to reimburse the general fund for services provided.
- Staff are generally well-trained and dedicated to the provision of a high level of services to the residents.

These provide a strong foundation for future progress of the Village.

## 3. Summary of Recommendations.

The following table provides a summary of all the recommendations in this report in sequential order. For each recommendation, the priority and timeframe for implementation is noted.

Recommendation	Priority	Timeframe
<b>Chapter 2 – Administration, Permitting and Code Enforcement</b>		

	Recommendation	Priority	Timeframe
1	The Village should begin tracking and reporting on a set of financial performance measures.	Medium	2021
2	The Village should develop and adopt a capital asset management policy.	High	2020
3	The Village should raise the formal bidding purchasing threshold to \$25,000 to align with the threshold permitted by the State municipal code.	Medium	2020
4	The Village should seek to process as many payable accounts as possible by electronic transfer rather than physical check.	Low	2021
5	The Village should track and report on a set of human resources performance measures.	Medium	2021
6	The Village should conduct an annual employee survey and act on the results gathered.	Medium	2021 and annually thereafter
7	The Village should ensure that employee performance appraisals are conducted and recorded on an annual basis.	High	2020
8	The Village should review a portion of job descriptions annually to ensure that they all remain updated and accurate to within three to four years.	High	2020
9	The Village should track and report on a set of performance measures for permitting and code enforcement.	Medium	2021
10	The Village should implement a code enforcement case management system.	Medium	2022
11	The Village should obtain an additional GIS user's license to ensure that the GIS/IT Technician has access to edit and update the Village's GIS layers.	High	2020
12	The Village should publish permit applications, checklists, process information, and ordinances in an easy-to-find location on the website's community development page.	High	2021
13	If permitting activity increases beyond existing levels, the Village should re-locate one of the utility billing staff to the permitting and public works offices to provide support for those functions.	Low	Based on permitting volume increases
14	The Village should track and report on selected technology-related performance measures.	Medium	2021

	Recommendation	Priority	Timeframe
15	The Village develop a long-range technology plan.	High	2021
16	The Village should expand on their existing activity measures to identify and adopt performance measures for key service areas to measure and report on performance levels.	Medium	2021
<b>Chapter 3 – Public Works and Recreation</b>			
17	The Village should develop an asset management policy and procedure to be adopted by the Village to guide decision making and work activities.	High	2022
18	The Village should establish a departmental asset management committee to facilitate a coordinated departmental asset management approach.	High	2022
19	The Village should designate the individuals within the department that are accountable for managing each specific type of asset assigned to the Department. Each asset manager should be responsible for the development of an asset management strategy and plan for those assets assigned to their management.	Medium	2022
20	The Village Manager, in conjunction with the Directors, should develop both short and long term capital investment plans necessary to maintain the Village's assets at an agreed upon condition and service level.	Medium	2021
21	In the future, the Village may desire to add a .5 FTE allocation for an Asset Coordinator to dedicate time to the development and implementation of the asset management plan and maintenance schedules if there is not sufficient time by existing staff.	High	2022
22	Staff should seek input through a community survey to identify new recreational programming opportunities and develop a plan to expand the number of programs offered.	High	2021
23	If programming is increased significantly, the Village will need to increase staffing to manage and implement the programs and should authorize a Recreation Coordinator position (initially this may be a .5 FTE level).	Medium	When recreational programming increases are implemented
24	The Village should adopt a cost recovery policy for Recreation Programming to provided necessary policy direction to staff by setting a target for revenue generation from programs.	High	2021

**Chapter 4 – Police Department**

	Recommendation	Priority	Timeframe
25	Minimum Staffing should be two sworn personnel, one of which can be a sergeant on each shift.	Medium	Immediate
26	Current authorized patrol strength should be 3 sergeants and 10 patrol officers.	High	2021
27	Continue current practice of having one sergeant assigned to each shift.	High	Ongoing
28	Increase staffing level to 1 investigator.	Medium	2022
29	Actively assign low level investigations (misdemeanors) back to patrol to reduce unit case load if necessary.	Medium	2021
30	Maintain 1 primary and 2 backup property and evidence technicians as collateral duties.	Medium	Ongoing
31	The Village should explore consolidation of dispatch operations with Sangamon County.	High	2021
32	If dispatch is moved to Sangamon County the police department should retain 2 dispatchers and convert their positions to full time day shift administrative positions.	High	Following consolidation
33	Maintain current staffing of one Chief and Deputy Chief.	n/a	Ongoing
34	Maintain police fleet of 18 vehicles.	n/a	Ongoing
35	Maintain fleet with age and mileage within replacement thresholds of no more than 100,000 miles and 5 years for patrol and 7 years for Detectives or Administration.	High	2021
36	Consider adopting a Body Worn Camera program.	Medium	2021
37	Develop a police facilities plan.	Medium	2022

The following chapters provide narrative detailing background regarding and the basis for each recommendation.

## **2. Administration, Permitting, and Code Enforcement**

The following sections of this report address issues in the operational practices, staffing, and technology utilization of the administration, permitting, and code enforcement functions. These functions are responsible for financial processes in the Village, payroll and human resources, utility billing and collections, building permitting, planning and zoning, and code enforcement.

### **1. FINANCE**

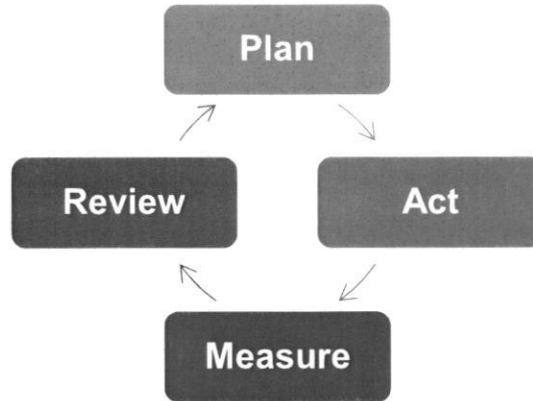
The Village's finance function is led by a Chief Financial Officer, with assistance from a staff Accountant and a Utilities Administrative Manager who supervises an additional three staff. The responsibilities include accounting, payroll, payables and receivables, billing, collections, budgeting, and financial reporting. The following subsections provide analysis of these functions and recommendations for measures which the Village should take to ensure that performance in these areas is optimized.

#### **(1) The Village Should Establish and Report on a Set of Financial Performance Measures.**

High-performing organizations define the outcomes of success and track the measures that will inform them of whether or not they are reaching those outcomes. Typically, these measures can be derived from data recorded in the course of providing services, and benchmarks are established to define the goals which the organization aspires to reach. These benchmarks, or performance measures, provide a number of benefits to an organization:

- They help the organization align its efforts with its wider strategic goals and its mission, vision, and values.
- They allow the organization to identify strengths and weaknesses, and to track its progress toward established goals over time.
- They frame discussions of success based on desired outcomes rather than personalities or behaviors of staff.
- They cultivate a growth mindset of long-term, continuous improvement and open discussion.

For these reasons, the Village should establish performance measures for each of its primary functions. In each subsection of this chapter, a targeted set of benchmarks will be provided which the Village can use to track and assess performance on an ongoing basis.



An effective performance management program works in a cycle of four stages, as shown above. The goals are defined and measures established in the planning stage, and the organization acts in an effort to meet the established goals in the second stage. In the third stage, the results and outcomes of action are measured, and they are compared to the established benchmarks in the fourth stage of review. This leads to adjustments in the action plan or the benchmarks themselves, and the cycle begins anew.

The Village should begin instituting a system of performance measurement by selecting just two or three metrics in each functional area and beginning to track data related to them, following the performance management cycle until a level of comfort and fluency is attained. Additional performance measures can be added later at the discretion of Village management. For the Village’s financial functions, the following metrics should be considered:

Performance Measure	Explanation
Percentage of account reconciliations completed within 30 days of the end of the month	Tracks the regularity with which the Village exercises oversight of budget and bank accounts. Reconciliations should always be completed within 30 days of the end of the month.
The ratio of budgeted revenue/expenditure amounts to actuals.	Tracks the accuracy of budget predictions and the Village’s ability to manage expenditures. Should be measured quarterly. Consistent variances between budgeted and actuals would signal a need for an adjustment in the approach to budgeting or tighter financial controls.
Average age of accounts receivable	Measures the Village’s effectiveness in collecting receivables. Should be recorded monthly. If the average age is unacceptably high (beyond 60 days), the Village may take a more aggressive approach to collections or lien placement.

Performance Measure	Explanation
Payroll errors as percentage of total checks	Measures the Village's accuracy in processing monthly payroll. If process errors consistently lead to error rates higher than 2-3%, this metric will make clear the need for improvement.

The Village may already be performing well in a number of areas, and these successes should be recorded along with any areas where room for improvement exists. The results of performance measures should be published in the Village's annual budget.

***Recommendation: The Village should begin tracking and reporting on a set of financial performance measures.***

**(2) The Village Should Develop and Adopt a Capital Asset Management Policy.**

The Village has established a number of financial policies to guide and set parameters for the operations of the financial management function. These policies include: Budgeting, Fund Balance, Fixed Asset, Purchasing, Cash Investments, Debt Service, Expenditures, Financial Reporting, Payroll, Utility Billing, Accounts Receivable, Police Investments, and Debt Management. This comprehensive set of policies is a strength of the Village.

In the coming year, the Village should add a capital asset management to its existing collection of policies and procedures. This policy should address the following points of capital planning:

- Define how the estimated and actual costs of capital projects will be developed and reconciled.
- Define criteria for the prioritization of capital projects.
- Define how maintenance costs associated with capital assets will be accounted for as either capital or operating expenses.
- Define how the lifespan of capital assets will be determined for the purpose of depreciation.

In developing this policy for adoption, the examples provided by GFOA at <http://www.gfoa.org/financialpolicies> may be helpful. The breadth of established policies in the Village currently is strong; the Village can improve further by adding guidelines for capital asset management to their handbook.



***Recommendation: The Village should develop and adopt a capital asset management policy.***

**(3) The Village Should Raise the Formal Bidding Purchasing Threshold to Align with the Threshold Permitted by the State Municipal Code.**

The Village's expenditures policy outlines the purchasing thresholds for procurement in the Village. It states:

*"Managers have purchasing authority up to \$5,000 for their related Departments. Purchases between \$5,000 up to \$20,000 require approval by the Village Manager. Purchases over \$20,000 require approval by the Council through an ordinance."*

The Illinois Municipal Code (65 ILCS 5/8-9-1) allows municipalities in the State to make purchases up to \$25,000 without a formal bidding process or ordinance approval of the Council. The Village should take advantage of this flexibility in purchasing power and adjust its policy to align with the threshold allowed by State statute.

***Recommendation: The Village should raise the formal bidding purchasing threshold to \$25,000 to align with the threshold permitted by the State municipal code.***

**(4) The Village Should Move Away from Using Physical Checks and Instead Use Electronic Payments as Much as Possible.**

The Village's preferred method for paying vendors currently is with a physical check. This method is more time-consuming and less secure than using electronic payments. In fact, many municipalities track the percentage of vendors paid electronically as a performance metric, aiming to make as many payments as possible without the use of physical checks. The Village processes about 2,000 accounts payable checks per year; using electronic payments whenever possible and seeking to reduce the use of physical checks would save time and enhance the security of the Village's accounts payable function.

***Recommendation: The Village should seek to process as many payable accounts as possible by electronic transfer rather than physical check.***

## **2. HUMAN RESOURCES**

The following subsections focus on personnel policies, performance measures, and operational changes which can be adopted to enhance the Village's management of personnel.

**(1) The Village Should Establish and Report on a Set of Human Resources Performance Measures.**

Effective performance measures allow an organization to establish quantifiable goals toward which staff strive, determine performance relative to those goals, identify areas for improvement, and track progress over time. As with the financial performance measures suggested earlier, the Village should also begin tracking and reporting on human resources performance measures. Just two or three measures should be used initially. The following list provides suggestions for performance measures which may be considered:

Performance Measure	Explanation
Percentage of employees rating job satisfaction as "high"	Indicates the morale and employee culture of Village staff from year to year, and helps to identify areas of dissatisfaction and departure risks. Should be measured as part of a brief annual employee survey.
Employee turnover rate	Percentage of Village-wide staff who leave the Village on an annual basis. Rates above 10% may indicate dissatisfaction or a need for more competitive compensation.
Average time to fill	The number of days from a position becoming vacant to the first day of employment for the new employee. This should range from 30-45 days for line-level staff to as long as 3-4 months for management positions.
Percentage of employees receiving performance appraisals	Tracks the Village's consistency in conducting formal employee performance appraisals each year. These should be completed within a week of each employee's hire date anniversary.
Percentage of employees receiving annual training	Tracks the Village's consistency in providing workplace training on topics such as safety, bias and discrimination, and sexual harassment. Employees should each receive at least one training session per year.

Tracking measures such as these and reporting on them each year will highlight the existing areas of strength in the way the Village manages its personnel and provide a baseline for improvement.

***Recommendation: The Village should track and report on a set of human resources performance measures.***

**(2) The Village Should Conduct Employee Surveys and Performance Appraisals.**

A key contributing factor to a healthy employee culture is the presence of open lines of communication between management and staff. When communication between the different levels of an organization is regular and transparent, it yields a number of benefits related to staff morale and behavior, and ultimately the performance of the organization. When employees regularly receive feedback, they know where they stand with regard to their performance, understand their strengths and the areas where they need to improve. When a mechanism is in place for offering input and feedback to their supervisors, employees are empowered to make their opinions known and participate in setting the direction of the organization. These each contribute to improved job satisfaction and performance.

The Village should take two key steps to promote a sense of employee agency and clear communication:

1. First, the Village should conduct and respond to an annual employee survey. This survey should be short and easy to complete, no more than ten to fifteen questions. It could be distributed and collected physically or electronically. The survey should be anonymous, and ask staff to rate things such as general job satisfaction, how well staff feel the Village performs in its different functional areas, the quality of management and supervision, the relationship with the public, what the best and worst things about working for the Village are, and what initiatives for improvement staff would most like to see.

When the results of surveys are collected and compiled, they should be shown to staff in aggregate format. The strengths should be highlighted and celebrated, and one or two primary opportunities for improvement should be identified. Action steps should be planned to improve on these areas, and any changes in employee opinions should be measured and reported on the following year's survey. Results of the employee survey can also form the basis of human resources performance measures, as noted in the prior recommendation.

2. Secondly, the Village should ensure that employee performance appraisals are completed and recorded on an annual basis for each employee. Performance appraisals should take the form of a simple two-step process:
  - The direct supervisor of each employee should complete the Village's performance appraisal form, which rates the employee's performance on a weighted scale in areas such as timeliness, professionalism, quality of work, initiative, and other employee characteristics which the Village values in that

position. The form also has space for written observations and comments. At the same time, the employee should complete the same form rating their own performance in each area.

- The employee and supervisor should then meet to compare their appraisals, celebrate the employee's strengths and achievements, and set goals for areas of improvement in the coming year. This conversation should take just 30-45 minutes, and should result in additional written notes on the topics covered. The evaluations and conversation notes should be recorded in the personnel file. The areas of improvement should be discussed in the following year's evaluation.

The completion of employee performance appraisals will ensure that employees have an opportunity to discuss their work, their achievements, and their goals for the coming year while receiving both positive and constructive feedback from their supervisors. Most importantly, it will make routine, professional and positive discussions about individual performance part of the organizational culture. Annual performance appraisals should be considered for inclusion as one of the Village's performance measures, as stated above.

Just as the use of Village-wide performance measures places a focus on continuous improvement at the organizational level through an objective lens, so the use of employee surveys and routine performance appraisals allow the management and staff of the Village to mutually communicate in a professional and transparent way about their strengths and opportunities for improvement.

***Recommendation: The Village should conduct an annual employee survey and act on the results gathered.***

***Recommendation: The Village should ensure that employee performance appraisals are conducted and recorded on an annual basis.***

**(3) The Village Should Update its Job Descriptions and Adopt a Routine Cycle of Updating Job Descriptions.**

Job descriptions are important documents for establishing the expectations of each position within an organization, defining their relationships to each other and the chain of command, documenting established pay ranges, and formalizing the education/skill/experience requirements for hiring. These documents should be reviewed every three to four years in order to ensure that each of the key elements – the supervision, hiring

requirements, job functions, compensation, and exempt/non-exempt status – remain accurate.

The job descriptions provided to the project team have all been most recently updated in 2013 or 2015. In reviewing those documents, their structure is generally sound; they contain the elements which should be present to describe the duties, requirements, and reporting relationships of each position. To ensure that they remain accurate, each job description should be placed on a cycle of review. The Village should review and update approximately a quarter of all job descriptions each year in order to keep each of them current to within three to four years.

***Recommendation: The Village should review a portion of job descriptions annually to ensure that they all remain updated and accurate to within three to four years.***

### **3. CODES AND PERMITTING**

The code enforcement and permitting functions are primarily handled by the Building and Zoning Administrator, with some assistance from the Village's GIS/IT Technician. This function involves developing additions to the zoning code, reviewing applications for building permits, issuing approvals and arranging inspections, coordinating the implementation of GIS layers in the Village, responding to code enforcement complaints, and administering hearings related to code violations.

#### **(1) The Village Should Establish and Report on a Set of Performance Measures for Permitting and Code Enforcement.**

As with other Village functions, performance measures in the permitting and code enforcement functions are useful for defining a vision of success and measuring the Village's progress toward achieving it. The Village should begin with just a few performance measures in this area, publishing them annually in the Village budget and refining them over time. The following measures should be considered initially for inclusion:

<b>Performance Measure</b>	<b>Explanation</b>
Response times to code enforcement complaints	Indicates the Village's level of service in upholding property standards and dealing with violations and nuisances. The percentage of complaints receiving a site visit within 2 business days should be measured quarterly.

Performance Measure	Explanation
Percent of code enforcement cases resolved within 30 days	Records the Village's effectiveness in eliminating property standards violations and nuisances quickly. This metric should be measured and recorded quarterly.
Permit application turnaround timeframes	Measures the Village's efficiency in processing and reaching a decision on building permit and entitlement applications. Should be measured quarterly. Excessive turnaround times for particular application types may indicate a need for process review or additional staff.
Percentage of development services costs recovered	Measures the efficiency of the Village's fee structure to recover the annual costs associated with plan review and inspections. While a cost recovery level less than 100% may be targeted, this metric will inform the Village of the function's cost effectiveness.
Inspection completion time	Indicated the Village's level of service in responding to requests for inspections. The percentage of complaints receiving a site visit within 2 business days should be recorded quarterly.

The Village should select from among these performance measures in order to emphasize the areas where levels of service are high and provide a context for improvement.

***Recommendation: The Village should track and report on a set of performance measures for permitting and code enforcement.***

## **(2) The Village Should Implement a Code Enforcement Case Management System.**

The Village currently has multiple avenues for reporting complaints related to things like code enforcement issues, potholes and paving, parks and trees, and other similar non-emergency municipal issues. Residents can send an email, call or leave a voicemail with the Village, physically walk in to make a request, or use the Chatham 311 application to report issues. Multiple points of access for citizens is a strength, because it allows residents with varying levels of comfort with technology to engage with the Village and report issues. The multiple avenues of complaints, however, complicate the ability to uniformly track and report on workload and performance. Currently, citizen requests for code enforcement which come via email or phone call are recorded on paper and scanned into a shared Village drive, while those coming through the Chatham 311 application are created as work orders in the Village's Q-Alert system, which is primarily intended for public works requests.



As the Village grows, the ability to monitor workload and performance is becoming increasingly important. In recognition of this fact, the Village should adopt a uniform system for recording code enforcement requests from all sources. The Q-Alert application used for public works requests could be used for code enforcement as well, but the processing of code cases is subject to State timeframe requirements for actions such as notices and citations, and Q-Alert is not equipped to handle those timeframes.

The most common and effective practice for the tracking, updating, and reporting of code enforcement cases is to use the same system which a municipality uses for processing permit applications. In Chatham, this arrangement would be appropriate because the Building Administrator also leads the Village's code enforcement operation. The systems used are typically off-the-shelf applications such as Tidemark, Cityworks, Accela, Eden, or another similar system.

The Village's permitting system is a custom-built software developed by MCS, a contracted information technology services provider. If this system can be modified to accommodate code enforcement cases as well as the building permits for which it is currently used, it would be an ideal location for code enforcement cases. If this system cannot be cost-effectively modified by the vendor, it is unlikely that obtaining a new software solely for the purpose of code enforcement cases would represent a sound investment for Chatham. Instead, the Village in this case should plan to migrate to an off-the-shelf permitting software solution when the useful lifespan of the current building permitting system has expired, and ensure that the selected system provides the ability to manage code enforcement cases as well as permitting functions.

When a code enforcement case management system is implemented, citizen emails, calls, or walk in requests will be converted into cases which can be smoothly tracked, assigned, and updated as actions are taken. Additionally, the Village will be able to more easily generate reports on response times and service levels (for the purpose of performance measures, for example) which will make patterns of resident needs and Village performance easier to identify.

***Recommendation: The Village should implement a code enforcement case management system.***

**(3) The Village Should Secure the Needed User's Licenses for Staff to Use the GIS System.**

The Village uses an ESRI GIS product to record most elements of the Village's infrastructure. This includes sewers, storm drains, components of the electrical system,

cemetery plots and grave sites, water mains, fire hydrants, and other important physical points in the Village's geography. The system is integrated with the Chatham 311 application to allow geographic tracking of request locations.

Currently, the Village has only one user's license for the GIS system, which belongs to the Village Manager. This position is not primarily responsible for entering new data into the GIS system, however. Rather, the GIS/IT Technician is in the field gathering location data for new and existing infrastructure. Because this position lacks a user's license, they must send data back to the Village offices for the Village Manager to enter. In addition to the inefficiency caused by requiring the GIS/IT Technician to transmit the data which they collect in the field instead of inputting it, this also means that the Village Manager is spending time on data entry instead of management tasks. Because the GIS/IT Technician is the position which updates, edits, and uses the GIS layers most frequently, their lack of access hampers their ability to work efficiently and adds inefficient work to the Village Manager.

To address this and streamline the use of the Village's GIS system, the user license should be either shared with or transferred to the GIS/IT Technician, or an additional license obtained for this position.

***Recommendation: The Village should obtain an additional GIS user's license to ensure that the GIS/IT Technician has access to edit and update the Village's GIS layers.***

#### **(4) The Village Should Use Its Website as a Tool to Facilitate Streamlined Permit Applications.**

One of the key factors in achieving a streamlined permit application and review process is maximizing the number of applicants who are informed about the process, its requirements, and the components of a complete application which can be reviewed by the Village. When applicants are knowledgeable, it saves staff the time involved in distributing forms, explaining processes, and contacting applicants in an attempt to secure additional information regarding an incomplete submittal. One of the most straightforward and effective ways to achieve this is by using the website as an informational tool about the permit application and review process.

Currently, the website features a copy of the zoning ordinance and a link to an interactive copy of the zoning map. These are helpful features, but the website does not include a number of useful items such as 1) links to the building code and general plan to go along with the zoning code, 2) descriptions or flowchart diagrams of the building and zoning



permitting processes, 3) frequently asked questions, 4) copies of permit application forms for download, and 5) checklists of requirements which must be met for a complete application.

The addition of process information and supporting documentation for permit applicants will benefit both members of the public and Village staff. It will improve the quality of application submittals, limit the potential for frustrations and delays on the part of applicants, and reduce the amount of staff time spent reviewing incomplete submittals. They should be published in an easy-to-find location on the website's community development page.

***Recommendation: The Village should publish permit applications, checklists, process information, and ordinances in an easy-to-find location on the website's community development page.***

#### **4. STAFFING AND ORGANIZATION**

The Village currently has four staff in the utility billing office: a Utilities Administrative Officer and three additional personnel who perform various functions related to utilities receivables such as customer service, billing, collecting and depositing payments, assigning meter reading routes, and recording payments in Springbrook. At the offices of the Public Works, Permitting, and Code Enforcement functions, there are no administrative support staff. The Village should re-locate one of the four utility billing staff to the Public Works, Permitting, and Code Enforcement offices. There are two primary reasons for this:

First, the Public Works, Permitting, and Code Enforcement offices are in need of administrative assistance. Currently, the lead staff in these functions – the Public Works Manager and the Building Administrator – who are frequently called to the field in the course of their technical and supervisory duties, are also required to act as the customer service personnel, greet walk-in visitors, and answer phone calls for their divisions. Also, because there are no front desk or customer service staff at the Village's permitting offices, applications and plans submitted for review are typically submitted to the utility office. Because the staff in that office are not plans examiners, they are unable to make a determination of completeness for applications received. A front desk receptionist in the main building, trained to recognize the components of a complete permit application, would streamline this process by providing a consistent and knowledgeable customer service point of contact for these functions.

Secondly, the requirements of the utility billing function should be manageable with fewer than four full-time staff. Given the duties of the Utilities office – managing customer accounts, billing and collections, handling complaints, accounting for payments, and providing water meter readings to the South Sangamon Water District and the Sangamon County Water Reclamation District – the size of the Village and its overall staffing suggests that three full-time staff are sufficient to manage the function. The following table shows a comparison between Chatham and four other similarly-sized municipalities in Central and Southern Illinois.

Municipality	Population	Area (SqMi)	Overall Staff	Utility Billing Staff
Bethalto	9,328	7.6	37	3
Morton	16,287	13.1	42	1
Swansea	13,500	6.6	39	2
Washington	16,851	8.0	46	3
<b>Average</b>	<b>13,992</b>	<b>8.8</b>	<b>41</b>	<b>2.25</b>
<b>Chatham</b>	<b>12,569</b>	<b>7.0</b>	<b>41</b>	<b>4</b>

As the table shows, Chatham has fewer residents than the average of these comparable municipalities but has four full-time utility billing staff compared to the maximum of three in the other towns.

To accomplish the tasks involved in utility billing with a staff of three, the division should adopt the following basic structure of roles and responsibilities:

Position	Roles and Responsibilities
<b>Utilities Administrative Manager</b>	<ul style="list-style-type: none"> <li>• Reports to the Chief Financial Officer.</li> <li>• Supervises three line-level billing, accounts receivable, and collections staff, and fills in when they are absent.</li> <li>• Signs up new customers and creates accounts.</li> <li>• Assigns, edits, and removes penalties for delinquent accounts.</li> <li>• Handles specialized billing programs such as budget billing and solar billing, and processes automatic recurring payments.</li> <li>• Provides reading information to the South Sangamon Water District and Sangamon County Water Reclamation District.</li> </ul>

**Utility Billing Specialist**

- Answers customer phone calls and helps walk-in customers.
- Creates work orders for utilities staff related to leak detection, meter installation and replacement.
- Loads meter reading routes into Springbrook and MV-RS for technicians to follow.
- Creates billing reports for all utilities customers each month and handles final bills for customers ending services.
- Accepts and records payments made in person, online, phone, or mail.
- Deposits incoming payments from all Village departments to the appropriate account based on the fund.
- Records receivables in Springbrook.

**Utility Collections Specialist**

- Assists accounts receivable staff, receives payments, processes mail, provides customer service.
- Writes disconnection notices for delinquent customers after the 16<sup>th</sup> of the month.
- Makes payment arrangements for customers who call and request them, and connects residents with help to pay if they need it.
- Handles inactive accounts, sending reminders and submitting them to collections when necessary.
- Tracks foreclosures and bankruptcies.

In this arrangement, the Accounts Receivable Specialist will be re-located to the Public Works, Permitting, and Code Enforcement offices. Of the four personnel currently at the utility billing office, this position is best suited for re-location to the Village's other building because the functions are a blend of tasks that either a) already deal directly with Public Works and Code Enforcement, such as verifying permit payments and recording park reservations, b) can be assumed by the other utilities staff, such as depositing payments and recording receivables in Springbrook, or c) can be executed from any of the Village's offices.

The Accounts Receivable Specialist, once re-located to the Public Works, Permitting, and Code Enforcement offices, should provide front desk customer service for these functions as well as continued assistance in some utility's functions. The roles and responsibilities should include:

- Answering phone calls and helping walk-in customers for the Public Works, Permitting, and Code Enforcement offices.
- Receiving permit applications and making determination of completeness.
- Working with code enforcement to verify payment for permits, and issues permits.
- Receiving and recording payments for park reservations, garbage hauler licenses, etc.
- Relaying reports of electric and water emergencies to specified personnel or radio requests to work crews.
- Creating utilities work orders in response to various customer requests.

Re-locating one staff member to directly support the Public Works, Permitting, and Code Enforcement offices will provide much-needed assistance to those functions while bringing the Village's utility billing staffing into alignment with the staffing of other similarly-sized towns (while still using the re-located position for some utilities functions as necessary).

***Recommendation: If permitting activity increases beyond existing levels, the Village should re-locate one of the utility billing staff to the permitting and public works offices to provide support for those functions.***

## 5. TECHNOLOGY

The following subsections focus on steps the Village can take to enhance its use of technology in the administrative, permitting, and code enforcement functions. Fortunately, no glaring shortcomings are apparent in the Village's overall approach to the use of technology, and there is a demonstrated commitment to implementing systems as they have the ability to optimize the efficiency with which the Village executes key functions. With that said, the following recommendations will formalize the IT function and place the Village on a path toward sustained success with technology.

### (1) **The Village Should Establish and Report on a Set of Information Technology Performance Measures.**

As with other service areas such as finance, permitting, and code enforcement, performance measures are a useful tool to ensure that performance levels related to the Village's technology are prioritized in alignment with the organization's priorities. As with these other functions, the Village should establish performance management approach of regularly reporting on, analyzing, and acting upon the results of performance measurement to ensure that the measures tracked are used in the pursuit of continuous improvement. Just two or three performance measures should be adopted initially, with more potentially added later in alignment with the Village's technology plan. The following measures should be considered for inclusion in this effort:

Performance Measure	Explanation
Network availability rate	Measures the connectivity of the Village's offices in terms of reliability. The "uptime" rate of the Village's servers and network should exceed 99.9% and should be reported at least quarterly.
Average issue resolution timeframe	Records the Village's efficiency in resolving technical issues for staff. The village should target same-day resolutions for simple problems. This should be reported quarterly or annually.

Performance Measure	Explanation
Age of workstation equipment	Measures the Village's progress in maintaining updated equipment for staff. Given the fast pace of technology improvements, the Village should target an average age of less than 4 years, and replace equipment older than 5 years.

Tracking and reporting on measures like these will establish the Village's commitment to maintaining its technological environment, highlight the areas where performance levels are highest, and provide data and reference points for improvements in the future.

***Recommendation: The Village should track and report on selected technology-related performance measures.***

## **(2) The Village Should Develop a Three- to Five-Year Technology Plan.**

In any growing organization with technology needs such as those of the Village of Chatham, a strategic approach to adopting, implementing, and paying for digital resources is beneficial. A technology plan is useful for positioning the organization to maintain high levels of service in the context of growth and the accompanying technological advancements.

The Village of Chatham does not currently have an established technology plan. Information technology functions are handled by a contracted service provider along with the GIS/IT Technician, and most of the written materials available are focused on disaster recovery. Only a few written guidelines, goals, or strategic guidelines are in place. In order to effectively plan technology initiatives and investments, the Village should establish a three- to five-year technology plan. This plan should be developed by Village staff and management with input from the current contracted IT services vendor, and it should be updated each year. The technology plan should include, but not be limited to, the following:

- An updated inventory of technology assets, including servers, radios, mobile devices, and workstation components. The age, replacement life cycle, and estimated cost of each asset should be listed. The Village already has much of this information on file.
- Established responsibilities for providing software management and desktop support, to include internal staff, vendor support, and contracted IT services providers.

- A plan to maintain the Village's network and servers, including commitments to routine maintenance, the projected timing and expense of future upgrades, and the extent to which cloud-based services will play a role in the Village's technology strategy.
- A summary of the Village's cybersecurity measures for maintaining the security and confidentiality of the Village's data, including contracted support and/or periodic audits.
- A strategy for using off-the-shelf software applications as much as possible in the coming years, and a stated set of priorities (service level provided by vendor, implementation references of other cities, compatibility and potential for integration with existing software, etc.) for consideration when purchasing new applications.

The development and maintenance of a technology plan will help the Village regularly take stock of its technological position, objectively consider the needs of the coming year(s), and outline strategies and approaches to cost-effectively safeguard the security, efficiency, and cost-effectiveness of its digital resources.

***Recommendation: The Village develop a long-range technology plan.***

## **6. PERFORMANCE MEASURES.**

The Village should further develop the activity measures that are presented in the budget into performance measures for the organization as a whole. This will enable elected officials and management to implement more data-informed decision-making framework in the future. By collecting, analyzing and utilizing data regarding service provision, the Village can improve decision-making and education of the public regarding overall service delivery and performance.

The Village should identify a small number of critical performance metrics for each department with the Village's performance in meeting these measures widely reported – both to the elected officials and the public – and published in a summary report format on the website. Where practical, the Village should attempt to identify performance metrics that report on outcomes achieved from the services provided and which are linked to the overall adopted strategic goals of the Village as adopted by the elected officials.

An effective and robust performance measurement program is designed to meet many organizational needs. Some common aspects include:



- Serving as a tool to assist in the evaluation of the quality and effectiveness of operations. It is accomplished by collecting, analyzing, and reporting performance-related data.
- Measures can be based on inputs (resources used), outputs (activities performed), efficiency measures (ratio between inputs and outputs), or outcomes (results achieved). Efficiency and outcome measures are often the most difficult to effectively measure or quantify but provide more useful data than simple input/output counts.
- Government accountability is often a driving factor in local government use of performance measurement. Effective use of performance measures can enhance transparency and public trust.
- Measures should ideally be aligned with adopted strategic goals. Is progress being made toward the highest-level goals? What has the greatest effect on the people served?
- The performance measure should be easily understood by the general public. Overly complicated or obscure measures, even if providing great data on performance, will not be effective if the public cannot understand what it is showing? Some measures are more important for use by managers to make decisions but aren't appropriate for public reporting.

Ideally, the performance measures would be provided on the Village's website with frequent updating (to maintain relevancy) at least quarterly.

***Recommendation: The Village should expand on their existing activity measures to identify and adopt performance measures for key service areas to measure and report on performance levels.***

### 3. Infrastructure Maintenance and Direct Service Departments

This chapter covers the assessment of the operational practices, staffing, and technology utilization for the departments that are principally focused in service delivery for areas related to Infrastructure maintenance and direct service provisions. The recommendations in this chapter cover the following departments and funds: Streets, Cemetery, Parks and Recreation Departments, Electric Fund, and Water and Sewer Fund. Together, these departments are the organizational units primarily responsible for the oversight, administration and maintenance of the Village's infrastructure, as well as, providing other public services in their assigned areas of responsibility.

Since the initiation of this study, the Village has addressed many staffing and operational changes that the project team initially identified as potential issues based on initial interviews, data collection and analysis. These changes include the following:

- Staffing modifications to address service needs. Specifically, the Village has added or is considering additional staffing to provide additional resources in Parks and Recreation (1 position which should free up resources to ensure sufficient staff resources are available for Cemetery maintenance also), an additional maintainer position in Streets (enabling increased service levels related to street sweeping and street maintenance), and filling a vacancy in the Electric Department.
- Creation of a General Foreman Position – Water & Parks to address span of control issues and enhance focus on technical knowledge related to areas overseen.
- Alteration of the approach to funding and conducting leaf and branch pickups and services to the public.
- Ensuring that administrative costs and support provided to the enterprise funds (Electric and Water and Sewer) are appropriately charged-back to the general fund to ensure they are covering all of their direct and indirect costs and are not subsidized by the General Fund. This was addressed in the last budget cycle with the recommended implementation of a Utility Administration Fee – is the amount of 2% of estimated revenues transferred to the General Fund. The Village should annually review this charge to ensure that this fee level is appropriate. Best practice is that the administrative fee should cover all administrative costs (including personnel, benefits, technology, etc.) provided by non-enterprise fund resources but not exceed those costs.

In our initial assessment, these were critical needs that were identified by the project team. With the Village's actions during the study to address these areas, the key staffing issues, the principal financial recommendation, and a major operational issue within these departments have been addressed.



Specifically, regarding staffing, while no additional staff modifications are recommended based upon existing service levels and needs, the Village will need to continue to monitor staffing as workloads change, maintenance levels are modified, and/or as the infrastructure under the Village's control for maintenance expands. Notwithstanding that many initial recommendations were addressed, there are additional opportunities to improve the efficiency, effectiveness and operational practices in these service areas and these are addressed in the following sections.

During FY18-19, the Village began implementation of a comprehensive CIP document as part of the annual budget document. This is an important step in providing the information, foresight, and financial estimations needed for important policy decisions to be made for the Village to maintain its infrastructure. The Village's CIP, in accordance with best practices in local government CIP development, provides a five-year projection of capital needs and costs. Additionally, and to its credit, the Village has implemented within the development of the CIP the identification of operational and maintenance costs associated with each capital project. This is critical to ensure that there is a link between the capital and operating budget and enables the Village to identify additional staff, or contractual resources, needing to be allocated to support the implementation of the CIP. Finally, this approach helps ensure that staffing resources, for implementation or maintenance of new infrastructure, will not be strained by the addition of capital projects.

These recommendations are primarily in recommending operational approach and practices that will enable the Village to be more strategic in the planning of and implementation of infrastructure management to ensure that the Village is effectively maintaining these resources for the long-term.

## **1. ASSET MANAGEMENT AND MAINTENANCE MANAGEMENT.**

One of the critical findings noted in this assessment is that while the Village of Chatham provides a high and responsive level of service to the community, it is primarily operating in a more reactive rather than proactive manner on maintenance efforts. While not uncommon in smaller local governments, longer-term this is not the best approach for ensuring cost effective maintenance and management of the Village's infrastructure. This is due to many factors including: the focus placed on customer service requests, the lack of a comprehensive asset management program, and the need to enhance the technology and management of core work activities. To move from a reactive approach to service delivery to a more planned and proactive approach, means that the City must focus on ensuring that all core work activities are planned, that preventive maintenance activities are identified and scheduled, that actual work activities performed conform to the scheduled maintenance activities, and that customer service requests are appropriately prioritized into the daily work activities of each department. This can best be accomplished if the City has a single comprehensive technology solution that is utilized for both asset management and maintenance management functions.

### **(1) Asset Management Overview.**

Asset management focuses on the facts about the infrastructure assets, their performance, their preservation, and their anticipated longevity / life expectancy. Effective asset management in the Village of Chatham is important for a number of reasons including:

- While the Village has a generally younger infrastructure due to growth in the last decades, a significant portion is within a narrow age range and may require replacement within a similar time period in the future;
- The funding for some aspects of the Village's asset renewal and rehabilitation has been insufficient and not based upon actual replacement needs nor comprehensive evaluation of the asset condition.
- The risks, liability, and costs associated with future aging infrastructure may be significant.

Effective asset management uses accurate asset information to enable decisions regarding condition, performance, and other needs with a long-term view of the preservation and renewal of these assets.

The American Public Works Association has developed a *Guidance Position Statement for Public Works Infrastructure Asset Management*.<sup>1</sup> The Statement of Position states, "The American Public Works Association is committed to the principle that public works facilities and their management organizations are valuable assets and should be managed to provide the highest possible return on the public's investment. Reliable public works services are crucial to a safe, healthful, and productive civil society. Each generation inherits the complex system of infrastructure that facilitates these services, develops and operates this system to meet our current demands and aspirations, and then passes the system on as a legacy to future generations. These valuable assets—sewers, streets, storm-water facilities, parks, waste management systems, public buildings, and the like - should be managed to get the highest possible return for the public."

The framework for an asset management plan can be described in terms of the following seven questions.

Question	Characteristic
What assets does the Village have and where is it located?	Inventory of Assets
What is the value of the Village assets?	Cost / Replacement Rates
What is the current condition of each asset and what is the expected remaining service life?	Condition and Life Expectancy

<sup>1</sup> Guidance Position Statement for Public Works Infrastructure Asset Management, American Public Works Association, 2003

Question	Characteristic
What is the level of service expectation, and what needs to be done to achieve this?	Capital and Operating Plans – Service Levels
When do you need to do it?	Capital and Operating Plans - Schedule
How much will it cost and what is the acceptable level of risk?	Short and Long Term Financial Plan
How do you ensure long-term affordability?	Short and Long Term Financial Plan

## (2) Maintenance Management Overview.

Effective maintenance management systems use accurate information to enable efficient deployment of staff, materials, and capital resources to cost-effectively maintain assets on an on-going basis.

To effectively implement the asset management program and an effective maintenance management program, the City should evaluate the full implementation of a single software program to provide the technological resource needed to implement the programs.

Maintenance management is basically a management-by-objective approach to planning, organizing, directing and controlling work. This approach has three primary goals: increased productivity, effective management of levels of maintenance and repair service, and management of the Village's assets. The implementation of a software solution, and effective utilization of the functionality of it, would enable the Department to accomplish a best practice defined by the *American Public Works Association* in its *Management Practices Self-Assessment*. Management Practice 10.14 states "infrastructure maintenance activities are managed using dedicated work order systems to track requests, work orders, and costs of maintaining various infrastructure assets."

The management of the maintenance and repair of assets to optimize their useful life and reduce maintenance costs is an ongoing challenge for the Department. However, the Department must shift its management process for the entire range of its assets to one of managing and delivering a proactive, managed system of preventive maintenance, renewal, and rehabilitation, and not a reactive system.

What is the benefit of a maintenance management system in accomplishing this change? These benefits are noted in the paragraphs below.

- **Are maintenance procedures working?** The management of the Village and department should be able to determine the total employee hours, grouped by work type or asset, and compare the amount of work performed to the amount of work scheduled. A key metric is amount of work accomplished that was scheduled versus unscheduled.

- **Are maintenance activities adequate?** The management of the Village and each department should be able to look at the number of scheduled work orders grouped by work type or asset and compare the amount of work that was scheduled to be performed based on pre-determined service levels to the amount of work actually performed. For example, the planned frequency with which sanitary sewers are cleaned can be compared to the actual frequency to determine whether assets are appropriately preventively maintained.
- **Where are my problems and where should limited resources focus?** The management of the Village and each department should be able to look at the total cost for work type or class and sort the work requests by asset, and sort by location. This will identify by asset where all the time and associated costs are being accumulated. This is typically referred to as the "Top 10" list report. By example, such information can be used to justify replacement of a sewer main or overlay of a street as opposed to re-investing efforts in continued corrective maintenance.
- **Where is maintenance focusing their efforts?** The management of the Department should be able to look at the total employee hours grouped by work type or class. Depending on the established work types, this will identify the type of work that the maintenance organization is accomplishing. This is critical to ensure true maintenance work is being accomplished in support of service level goals and targets. For example, are staff being used for repairs of assets (replacing a concrete street), while preventive maintenance of these assets is not being adequately accomplished (e.g., crack sealing of these streets)?
- **What is the profile of our work backlog?** Management should be able to look at the backlog of all requested work, assuring that there is an appropriate level of backlog.
- **How efficient is our maintenance staff?** Management should be able to review the labor hours per employee and per work order and compare these to developed benchmarks (e.g. the curb miles of streets swept per sweeper operator per day). These efficiency and effectiveness measures can be used to justify existing and future desired staffing levels.
- **How much money are we spending on maintenance services?** This includes parts, material and supply costs, contractor costs, and maintenance labor costs. Management should be able to review the unit costs for work accomplished by each department and trends in those unit costs.

In summary, it is clear that a well-implemented and properly utilized system will generate several important benefits contributing to improved business processes and enhanced management decision-making. This is critical to achieving the desired shift from a reactive to a proactive infrastructure maintenance and management approach.

### **(3) STRENGTHS AND OPPORTUNITIES FOR IMPROVEMENT IN THE ASSET MANAGEMENT PRACTICES OF THE VILLAGE.**

In evaluating the existing asset management practices of the Village, a number of strengths were evident. This includes the following:

- The availability of some historical data on the effort required to complete various maintenance activities.
- The availability of inventory data for many types of assets including: streets, water distribution, sanitary sewer, streetlights, etc.

There are also a number of opportunities for improvement that can form a basis for the implementation of a more comprehensive asset management program and maintenance management effort in the Village of Chatham. These include:

- The lack of a comprehensive asset management policy;
- The lack of long-term asset preservation strategies and plans for managing assets under the care of the Department;
- The need to further prioritize the management of assets to preserve, renew and replace in accordance with objective criteria;
- The lack of a unified set of asset management principles, processes, and procedures; and
- The lack of up-to-date asset inventory databases for all assets maintained by the Department and appropriate condition assessments and/or document life expectancies of each asset.

The existing strengths provide a sound foundation for the improvement of asset management practices within the Village.

### **(4) AN ASSET MANAGEMENT POLICY AND PROCEDURE SHOULD BE DEVELOPED.**

The Village should develop and adopt a comprehensive asset management policy. The policy should be based on a systems approach, such as the approach suggested in the exhibit on the following page. The asset management policy is the starting point for unifying asset management practices across the organization. Without this, alignment and consistent management control is not possible and appropriate decisions regarding ongoing work activities, renewal and replacement investments, and prioritization of daily work activities will not occur. The Village lacks such a unifying, organization-wide policy to coordinate the management of assets across the major categories (sanitary sewer, storm water collection, streets, traffic signals, regulatory signs, sidewalks, etc.).



The Village should develop a formal, written policy and procedure regarding asset management that is related to clear goals, objectives, and measures of performance. The policy should define organizational roles and responsibilities in the implementation of the asset management policy and procedure. The specific aspects of this policy and procedure are presented below.

- Goals and objectives reflect a comprehensive, long-term view of asset management.
- Policy goals and objectives are comprehensive, and integrated with other Village policy objectives, and supported by quantitative and measurable performance measures or criteria.
- Principles of good asset management are articulated in the policy and procedure and clearly recognized as the driving force for resource allocation and utilization.
- The goals and objectives support the preservation of infrastructure assets.
- Goals and objectives embody the perspective of life-cycle economic analyses of asset performance and cost and focus on long-term benefits.
- The goals and objectives recognize the importance of reliable information on asset inventory and condition.
- The policy should encourage the development and updating of long-range asset management plans (e.g., pavement management program, sanitary sewer master plan) to provide clear and specific guidance for the capital program development process.
- The policy includes criteria for allocating resources, setting program priorities, and selecting projects consistent with stated policy goals and objectives and defined performance measures.
- The policy should require the regular, ongoing collection of information on the condition of assets.
- The policy should require the use of information on changes in asset condition over time to develop and improve forecasts of asset life and deterioration.

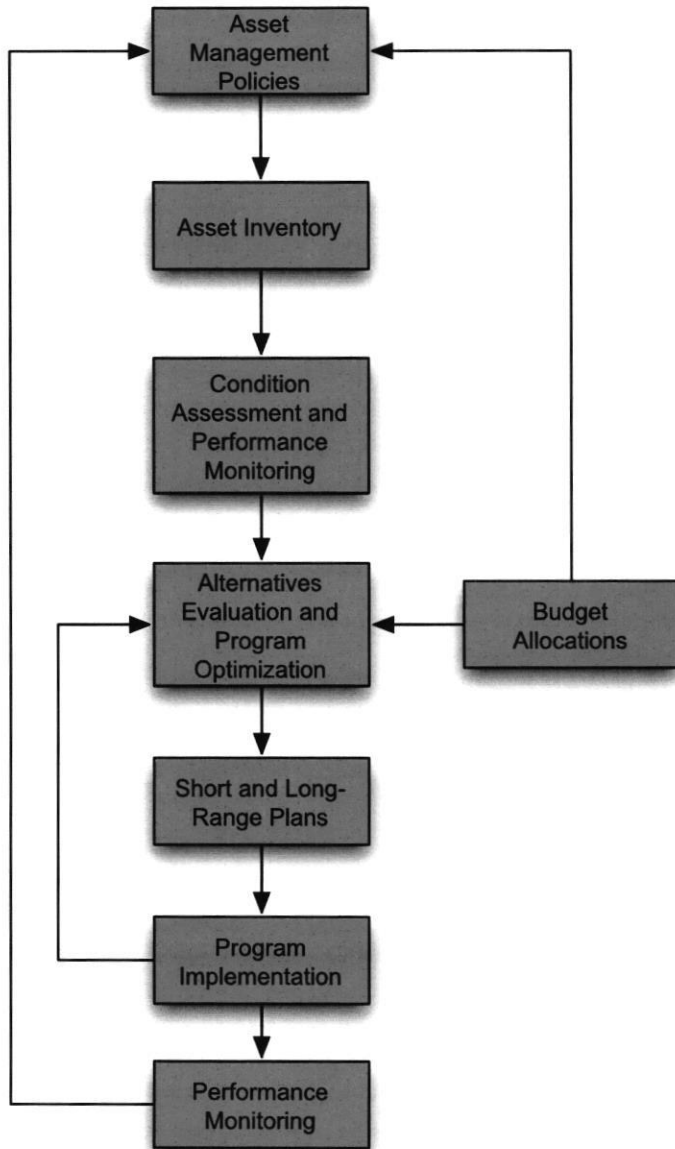
The Village's asset management policies and goals will define its most important priorities with regards to allocation of limited financial resources.

There are a number of other cities that have developed such an asset management policy that can serve as a model. The American Association of State Highway Officials has also developed extensive information regarding asset management that can provide a

framework for use by the Village. The following graphic provides a visual perspective of the overall approach to asset management that it typically followed.

## Asset Management Systems Approach

### Key Questions



What are the asset policies and goals?

What is included in the inventory of assets?  
 What is the value of the assets?  
 What are their functions?  
 What services do they provide?

What was the past condition of assets?  
 What is the current condition and predicted future condition?

How can we preserve, maintain, or improve the assets to ensure the useful life and provide acceptable service to the public?

What financial resources are available?  
 What is the projected level of future funding?

What financial options have been identified within and among asset classes?  
 What are the costs and benefits of the options?

Which option or combination of options is "optimal"?

What are the consequences of not maintaining our assets?  
 How can we communicate the impact of the condition and performance of our assets on the system and end user?

How do we monitor the impact of our decisions?  
 How do we adjust our decision-making when indicated?

How can we best manage our assets in order to least inconvenience the customer when we repair or replace these facilities?



**Recommendation: The Village should develop an asset management policy and procedure to be adopted by the Village to guide decision making and work activities.**

**(5) The Village should Assign Accountability for Management of the Assets it is Responsible for Maintaining.**

In the development of the asset management policy and procedure, the Village should clarify accountability for the management of each of the assets under its stewardship. This would include such assets as sanitary sewer collection, water distribution, electric transmission, signals, streetlights, streets, facilities, etc. The Village should designate a specific manager for each asset. Each of these different classes of assets should have a separate asset manager which would typically be the Director or other assigned position with the respective department responsible for managing the asset.

Each Department Director should develop a specific asset strategy and plan for the assets assigned to their management. These should be developed in a coordinated approach and based upon an adopted template and their responsibilities would include:

- Each asset manager would be responsible for the development of the Department's asset strategy for that specific asset;
- Each asset manager would be responsible for coordinating asset management of that specific asset across the Department;
- Each asset manager would be responsible for the preparation of an asset plan for that asset; and
- Each asset manager would be responsible for continuous improvement in the Department's approach for evaluating capital projects for that specific asset.
- The Village Manager, in conjunction with each Director, would develop short and long term capital investment strategies for each asset category.

These asset managers, designated for each specific asset, are responsible for development of asset management plans; implementing asset management strategies and enabling tools; and evaluating asset performance and condition.

In the future, additional resources may be needed to enable the Village to dedicate the necessary hours to the development of the Village's overall asset management plan and maintenance schedules. The time commitment is greatest during initial development and implementation and for an organization, like the Village of Chatham, with limited staffing assigning these new functions as auxiliary duties may divert needed resources away from the provision of maintenance activities to the detriment of the organization. If the Village does not feel comfortable allocating existing resources to this effort, it should consider hiring a .5 FTE position for a one-year period to dedicate resources for development.

***Recommendation: The Village should establish a departmental asset management committee to facilitate a coordinated departmental asset management approach.***

***Recommendation: The Village should designate the individuals within the department that are accountable for managing each specific type of asset assigned to the Department. Each asset manager should be responsible for the development of an asset management strategy and plan for those assets assigned to their management.***

***Recommendation: The Village Manager, in conjunction with the Directors, should develop both short and long term capital investment plans necessary to maintain the Village's assets at an agreed upon condition and service level.***

***Recommendation: In the future, the Village may desire to add a .5 FTE allocation for an Asset Coordinator to dedicate time to the development and implementation of the asset management plan and maintenance schedules if there is not sufficient time by existing staff.***

## **2. Recreation Services.**

Currently, the Village principally provides recreation services through contracted vendors. The last budget included approximately \$24,000 allocated to pay for the costs associated with recreation program vendors. The vast majority of resources in the Parks and Recreation Department are allocated to staff responsible for establishing, maintaining and enhancing parks.

As community growth continues, the demand for additional services related to recreational programs is likely to expand and grow. With limited facilities available for the provision of recreation program, the number and type of programs that are provided by the Village of Chatham will likely continue to be similar to the approach currently utilized. Staffing for recreation will likely not be needed in the near future; however, if the Village desires to increase the services provided it will want to consider in the future employing a Recreation Coordinator responsible for the development, oversight, and administration specifically of recreation programs to supplement the resources available from the Director. The Village could consider implementing a .5 FTE Recreation Coordinator initially and only taking to full-time if, in the future, the level of recreational programming significantly increases. For a community the size of Chatham, staffing would typically be approximately 1 to 1.5 dedicated staff for recreational programming including the Director. Should the Village desire to increase recreation programs, it should seek to focus on providing recreation programs that are not readily available in the community from the private sector or where there are identifiable special need populations that are presently underserved.

To assist in determining the future needs of the Village, it is recommended that the Village undertake a short survey of residents to identify desired recreational programming needs.

This survey should be done through an electronic survey technology (such as SurveyMonkey) to minimize staff efforts in survey administration and be widely distributed with notices on the Village's website, utility bills, and other public information dissemination approaches available to the Village. The survey should seek input regarding types of programs desired, suitability of different fee levels, and desired timing (day of week, year) for various types of suggested programs. Once the survey is completed, staff should review the findings to determine if there is sufficient demand to expand the recreational programs and enhance services to the public.

An important policy decision should be made by the elected officials prior to launching any new recreational programs related to the level of cost recovery desired. For most local government recreational program activities, municipalities typically subsidize the provision of recreational services to some extent in accordance with an adopted cost recovery policy. The Village should adopt a formal cost recovery policy outlining the percentage of recreational programming expenses that should be covered by revenues received from fees and charges. For most local governments, the cost recovery target for recreational programming efforts is typically between 50 to 70%. The adoption of a formal cost recovery target is important to provide direction to staff so that they develop programs and set fees at levels that enable them to meet the target.

***Recommendation: Staff should seek input through a community survey to identify new recreational programming opportunities and develop a plan to expand the number of programs offered.***

***Recommendation: If programming is increased significantly, the Village will need to increase staffing to manage and implement the programs and should authorize a Recreation Coordinator position (initially this may be a .5 FTE level).***

***Recommendation: The Village should adopt a cost recovery policy for Recreation Programming to provided necessary policy direction to staff by setting a target for revenue generation from programs.***

## 4. Police Department

This section of the report provides the data and analysis of the workload associated with Police operations and the resulting staffing requirements.

### 1. Analysis of the Police Patrol Unit Workload

There are many factors that impact the workload associated with any law enforcement agency. The nature of work for most law enforcement agencies, especially for officers responsible for responding to community generated calls for service fluctuates greatly. This section of the report will analyze the community generated workload.

#### (1) Calls for Services Analysis

Our project team has calculated the community-generated workload of the Village of Chatham Police Department by analyzing incident records in the computer aided dispatch (CAD) database, for 2017. For incidents to be identified as community-generated calls for service and included in our analysis of patrol, each of the following conditions needed to be met:

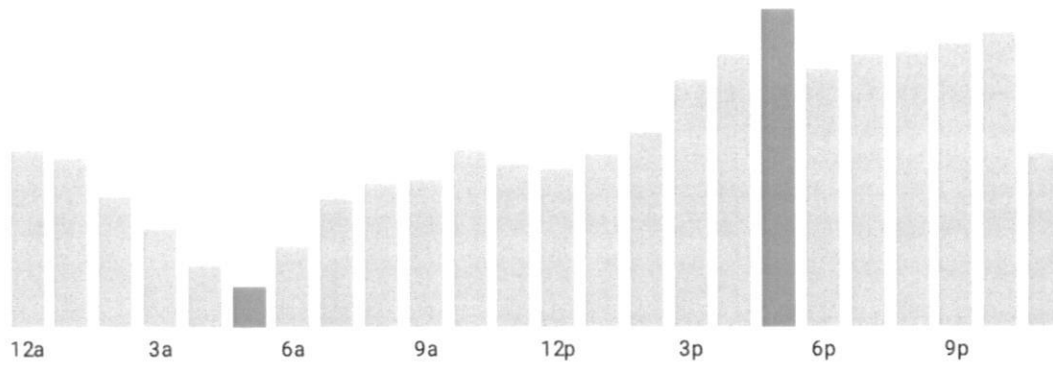
- The incident must have been unique.
- The incident must have involved at least one Officer assigned to patrol, as identified by the individual unit codes of each response to the call.
- The incident must have been originally initiated by the community.

After filtering through the data using the methodology outlined above, the remaining incidents represent the community-generated calls for service (CFS) handled by Chatham patrol officers.

#### (2) Call Distribution by Time of Day

As to be expected, the CFS volume fluctuates by the time of day. The following graph presents the CFS volume throughout the day.

#### Calls for Service by Hour



CFS are the lowest during the early morning hours, then steadily increase throughout the day, peaking at 5pm. After 10pm CFS steadily decline.

Additionally, the project team analyzed the CFS workload by hour and day of week. The following table presents the CFS by hour and day.

**Calls for Service by Hour and Weekday**

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
<b>12am</b>	36	17	18	19	23	22	36	<b>171</b>
1am	36	12	14	21	31	14	34	<b>162</b>
2am	27	21	14	15	11	17	21	<b>126</b>
3am	21	8	5	5	18	19	18	<b>94</b>
<b>4am</b>	7	5	7	8	9	10	13	<b>59</b>
5am	7	5	3	8	5	5	6	<b>39</b>
6am	10	13	15	10	9	11	9	<b>77</b>
7am	10	13	20	27	19	23	10	<b>122</b>
<b>8am</b>	16	22	19	26	16	22	17	<b>138</b>
9am	15	19	20	22	25	22	19	<b>142</b>
10am	12	30	34	16	32	26	20	<b>170</b>
11am	21	15	30	18	25	18	28	<b>155</b>
<b>12pm</b>	26	16	19	21	24	24	22	<b>152</b>
1pm	23	20	19	25	29	31	20	<b>167</b>
2pm	26	28	29	32	23	23	26	<b>187</b>
3pm	26	26	38	38	41	37	31	<b>237</b>
<b>4pm</b>	28	42	30	45	38	46	34	<b>263</b>
5pm	40	43	50	51	49	44	28	<b>305</b>
6pm	31	36	32	48	41	42	18	<b>248</b>
7pm	40	35	32	44	50	39	22	<b>262</b>
<b>8pm</b>	33	37	46	37	41	33	37	<b>264</b>
9pm	30	35	40	28	52	47	40	<b>272</b>
10pm	44	30	30	38	35	49	56	<b>282</b>
11pm	20	20	19	18	19	28	43	<b>167</b>
Total	585	548	583	620	665	652	608	4,261

The CFS workload by day of week is fairly stable throughout the week but peaks on Friday. Furthermore, the most CFS peaked around mid to late afternoon each day. However, noting that the largest single time for CFS was on Saturday between 10pm and 11pm.

In total, Chatham Patrol Officers responded to a total of 4,261 community generated CFS in during a one-year period, with workloads varying significantly by time of day.

**(3) Calls for Service by Month**

The following table displays CFS totals by month, showing seasonal variation as a percentage difference from the quarterly average:

#### Calls for Service by Month

Month	# of CFS	Seasonal +/-
Jan	321	
Feb	291	-8.5%
Mar	363	
Apr	353	
May	401	+4.6%
Jun	360	
Jul	341	
Aug	395	+9.6%
Sep	432	
Oct	355	
Nov	314	-5.7%
Dec	335	
<b>Total</b>	<b>4,261</b>	

As expected, the CFS workload varies throughout the year. The CFS by month begins to increase in May and peaks in September. The following graph provides a graphic illustration of CFS by month:

#### (4) Most Common Types of Calls for Service

The following table provides the ten most common incident categories of CFS handled by patrol officers over the last year, as well as the average call handling time (HT)<sup>2</sup> for each. Please note the darker the shade of blue indicates the more frequent the timeframe.

#### Most Common CFS Incident Types and Distribution by Time of Day

<sup>2</sup> Handling time (HT) is defined as the total time in which a patrol unit was assigned to an incident, as identified by its dispatch and clear time stamps recorded in the CAD data.



Incident Type	# CFS	HT	12a	4a	8a	12p	4p	8p
Patrol Investigation	537	16.9						
Burglar Alarm	329	11.0						
Suspicious Vehicle	268	11.7						
Station Report	209	25.1						
Disturbance	205	40.3						
Accident Prop Dmg	150	37.3						
Directed Patrol	146	18.0						
Check on Welfare	140	35.1						
Suspicious Person	132	16.6						
Reckless Driving	99	15.2						
All Other Types	2,046	28.4						
<b>Total</b>	<b>4,261</b>	<b>24.5</b>						

The ten most common CFS represent 51% of the call types received by the Department. These types of call types represent a wide variety of workload with Patrol Investigation representing the most frequent call type (12%) followed by Burglar Alarm (7%). The majority of the CFS peaked during the late afternoon/early evening hours.

## 2. Analysis of Net Availability and Proactivity

The following sections build upon the initial analysis of patrol CFS to determine patrol service levels based on current workloads and net availability of patrol officers.

### (1) Purpose of Calculating Patrol Proactivity

Analysis of the community generated calls for service workload handled by patrol units provides the basis for patrol staffing needs. Developing an understanding of where, when, and what types of calls are received provides a detailed account of the service needs. Additionally, measuring the time used in responding and handling these calls, the staffing requirements for meeting the community's service needs can then be determined.

In addition to responding to CFS, patrol officers provide other services that impact the

community as a whole. Providing a high-level of service, patrol officers work proactively to address community issues, conduct problem-oriented policing, and perform other self-directed engagement activities within the community. As a result, patrol staffing needs are calculated not only from a standpoint of current resources to handle CFS workload, but also their ability to provide a certain level of service beyond responding to CFS. In Chatham, officers spend significant time on self-initiated activity such as vehicle stops, business checks and pedestrian stops.

These needs are determined by measuring the proactivity of patrol, or the uncommitted time that patrol units have outside of handling call for service workloads and administrative duties, which is expressed as a percentage of the total time that they are on-duty and available to handle workloads. With this focus in mind, the following sections examine the process used by the project team to determine patrol resource needs based on current workloads, staff availability, and service level objectives.

## **(2) Patrol Officer Net Availability**

Schedules provide a roster of assigned staff, the number of personnel that are actually on-duty and available to work at any given time varies greatly. For example, an officer is assigned to work a total of 2,180 hours annually. However, a significant percentage of scheduled time is not actually spent on-duty and available in the field for a variety of reasons. As a result, it is important to understand the amount of time officers are available to staff their post and analyze the data associated with time away. This analysis and calculation is referred to as net availability, the amount of time that an officer is available to actively patrol and respond to calls for service.

As a result, it is critical to understand the amount of time that officers are on leave – including vacation, sick, injury, personal, military, comp time, or any other type of leave – as well as any hours dedicated to on-duty court or training time, and all time spent on administrative tasks such as attending shift briefing. The impact of each of these factors is determined through a combination of calculations made from the Chatham Police Department data and estimates based on the experience of project team, which are then subtracted from the base number of annual work hours per position.

The result represents the total net available hours of patrol officers, or the time in which they are both on-duty and available to complete workloads and other activities in the field. The following table summarizes this calculation process, displaying how each individual net factor contributes to the overall net availability of patrol officers. Factors that have been estimated by the project team are shown with an asterisk:

### Breakdown of Officer Availability

<b>Base Annual Work Hours</b>		<b>2,080</b>
Total Leave Hours	–	300
On-Duty Training Hours	–	65
On-Duty Court Time Hours	–	20
Administrative Hours	–	334
<b>Net Available Hours Per Officer</b>	<b>=</b>	<b>1,362</b>
<i>Number of Officer Positions</i>	x	9
<b>Total Net Available Hours</b>	<b>=</b>	<b>12,255</b>

Overall, officers combine for 12,255 net available hours per year, representing the total time in which they are on duty and able to respond to community-generated incidents, and be proactive.

### (3) Overview of Call for Service Workload Factors

Previous sections of this chapter examined various trends in patrol workloads, including fluctuations by time of day and of week, common incident types, and other various analytics. The following section builds on this preliminary analysis, detailing the full extent of resource demands that these incidents create for responding patrol officers.

Each call for service represents a certain amount of workload, much of which is not captured in the handling time of the primary responding unit. Some of these factors can be calculated directly from the data provided by the Department, while others must be estimated due to limitations in their availability or measurability.

The following table details factors that must be considered in order to capture the true workload associated with community-generated workload:

#### Factors Used to Calculate Total Patrol Workload

##### Number of Community-Generated Calls for Service

Data obtained from an export of CAD data covering a period of an entire year that has been

analyzed and filtered in order to determine the number and characteristics of all community-generated activity handled by patrol officers.

The calculation process used to develop this number has been summarized in previous sections.

*Calculated from CPD data: **4,261 community-generated calls for service***

#### **Primary Unit Handling Time** (multiplied by the rate)

The time used by the primary unit to handle a community-generated call for service, including time spent traveling to the scene of the incident and the duration of on-scene time. For each incident, this number is calculated as the difference between 'call cleared' time stamp and the 'unit dispatched' time stamp. At 24.5 minutes, the average handling time for CPD units is on the lower end of the typical range for most agencies.

*Calculated from CPD data: **24.5 minutes of handling time per call for service***

#### **Number of Backup Unit Responses**

The total number of backup unit responses to community-generated calls for service. This number often varies based on the severity of the call, as well as the geographical density of the area being served. This number can also be expressed as the *rate* of backup unit responses to calls for service and is inclusive of any additional backup units beyond the first. This information was calculated based on secondary units responding to calls for service from the CAD data.

*Calculated from CPD data: **0.31 backup units per call for service***

#### **Backup Unit Handling Time** (multiplied by the rate)

The handling time for backup units responding to calls for service is calculated using the same process that was used for primary units, representing the time from the unit being dispatched to the unit clearing the call.

*Estimated: **23.2 minutes of handling time per backup unit***

#### **Number of Reports Written**

The total number of reports and other assignments relating to calls for service that have been completed by patrol units, estimated at one report written for every three calls for service. This includes any supporting work completed by backup units. In the absence of report data, the project team estimated one in three calls for service requires an incident report.

*Estimated: 0.33 reports written per call for service*

#### **Report Writing Time** (multiplied by the report writing rate)

The average amount of time it takes to complete a report or other assignment in relation to a call for service. 45 minutes was estimated as the time spent per written report, including the time spent by backup units on supporting work assignments.

*Estimated: 45 minutes per written report*

#### **Total Workload Per Call for Service**

The total time involved in handling a community-generated call for service, including the factors calculated for primary and backup unit handling time, including jail transport/booking time, and report writing time. This number represents the addition of the previous factors, relative to their rates (e.g., 45 min. of report writing time is added to approximately 0.33 of all calls for service). The total number of workload hours for the year is then divided by the number of calls, producing an average per incident.

*Calculated from previously listed factors: 46.6 total minutes of workload per call for service*

Each of these factors contributes to the overall picture of patrol workload – the total time required for patrol units to handle community-generated calls for service, including primary and backup unit handling times, report writing time, and jail transport time. These factors are summarized in the following table:

#### **Summary of Patrol Workload Factors**

The total number of committed hours for patrol officers responding to the community-generated workload for 2017, the last complete year of data provided, was approximately 3,311 hours.

	Value	%
<b>Total Number of Calls for Service</b>	<b>4,261</b>	
Avg. Primary Unit Handling Time (min.)	24.5	53%
<b>Backup Units Per CFS</b>	<b>0.31</b>	
Avg. Backup Unit Handling Time (min.)	23.2	15%
<b>Reports Written Per CFS</b>	<b>0.33</b>	
Time Per Report (min.)	45.0	32%
Avg. Workload Per Call (min.)	46.6	
<b>Total Workload Hours</b>	<b>3,311</b>	

#### (4) Calculation of Patrol Proactivity

Equally important to understanding the time associated with responding to the community-generated workload, is the amount of proactive or unassigned time for patrol officers. Proactive time is important in any community, especially for communities such as Chatham which emphasize strong public relations and interactions between the Police Department and citizens.

Patrol proactivity is calculated by comparing the total call-driven workload handled by patrol against the resources available to handle it. This is done by subtracting the total net available hours that patrol officers spend on duty against total workload hours:

$$\frac{\text{Total Net Available Hours} - \text{Total CFS Workload Hours}}{\text{Total Net Available Hours}} = \% \text{ Proactivity}$$

With net availability and call-driven workloads having been calculated previously in the analysis, overall proactivity for patrol officers can be calculated as follows:

#### Overall Patrol Proactivity

Total Patrol Net Available Hours		12,255
Total Patrol Workload Hours	–	3,311
<b>Resulting # of Uncommitted Hours</b>	<b>=</b>	<b>8,944</b>
<i>Divided by total net available hours</i>	<i>÷</i>	12,255
<b>Overall Proactivity Level</b>	<b>=</b>	<b>73.0%</b>

An overall proactivity level of 73% indicates strong proactive capabilities of patrol officers; however, most of the proactive time for Chatham occurs after 10pm and before 12pm when there are less community engagement opportunities and fewer community contacts possible. For a community the size of Chatham and its engaged citizenry, a proactive goal of 60% or greater would be considered an effective target. It should be noted that available proactive time does not mean the officers are not active when they are not on community generated calls for service. Chatham officers are engaged in self-initiated activity when not on calls for service as noted previously.

#### **(5) Proactivity and Deployment Effectiveness**

As discussed previously, the community-generated workload fluctuates throughout the day. Based on the current deployment of 2 patrol officers on day shift and 2 patrol officers on afternoon shift and 2 officers on night shift (There is no set minimum), the following tables presents proactivity by weekday in four-hour time blocks:



### Proactivity by Hour and Weekday

Time	# Units	S	M	T	W	Th	F	Sa	Overall
2am-6am	1.3	78%	84%	91%	85%	89%	84%	81%	84%
6am-10am	1.5	83%	83%	79%	67%	80%	78%	87%	79%
10am-2pm	1.7	79%	79%	75%	80%	63%	74%	75%	75%
2pm-6pm	1.7	68%	61%	59%	55%	53%	64%	68%	61%
6pm-10pm	2.2	74%	69%	72%	69%	59%	67%	78%	70%
10pm-2am	2.0	68%	80%	77%	79%	79%	71%	60%	73%
Overall	1.7	75%	75%	74%	72%	69%	72%	74%	73%

As seen in the table, patrol proactivity is very robust and well above benchmark targeted ranges of over 60%.

#### (6) Use of Proactive Time

The effective use of proactive time relies on front line supervisions ability to direct the time so that it used to best serve the community. With 73% proactive time available to the department some of the duties of other functions can be assisted to be more effective such as investigative follow up on low level offenses.

All officers have collateral responsibilities that include: Drug Recognition Expert, Crisis Intervention, HNT, Instructors, Evidence Tech and Crime Scene Investigators.

Sergeants need to be actively involved in identifying problems in the community that would benefit from more proactive emphasis, the deployment of field patrol staff to address those problems and making them accountable for resolution.

### 3. Analysis of Patrol Staffing Needs

Staffing needs can be calculated for certain targeted levels of proactivity, with each officer position representing 1,362 net available hours per year. The typical proactivity ranges utilized to calculate staffing needs for larger agencies are between 35% to 45%; however, in small to mid-sized departments there tends to be a much higher level of proactive time as is the case in Chatham at 73%. The above proactive time levels are achieved by a minimum staffing of 2 officers and a supervisor on day shift, 2 officers and a supervisor on afternoon shift and 2 officers and a supervisor on night shift. CPD does not have set

minimum staffing though they attempt to maintain at least 2 sworn personnel on at all times. Chatham's current proactive range of 73% is achieved by lower calls for service levels after 10pm until about 10am the next day.

Staffing of police operations must consider the normal operating environment and then allow for proactive time. In Chatham drive time, road networks, geography and time for back up must also be considered to provide for effective call response times and officer safety. Chatham covers approximately 7 square miles. In calculating the needs for Chatham, we note that the busiest time for calls is between 10pm and 11pm on a Saturday at 56 calls for the year occurring on that day and time. Since there are 52 weeks in a year, we know that approximately 1 call on average will occur on any given Saturday between 10pm and 11pm. Thus, Chatham will have at least 2 officers available for calls that require back up assigned to the call and with current staffing of 2 officers leaving a sergeant to handle any additional calls. In our proactive analysis for the one-year period during a four-hour block from 2pm to 6pm on Thursdays. Chatham officers still had an overall proactive rate of 53%, which would indicate under current staffing that they are able to be remain proactive.

While available proactive time is an important factor in determining appropriate staffing, however in a department the size of Chatham, it is critical to consider staffing requirements to staff the department 24 hours a day. As noted earlier while there is no minimum staffing, it is recommended to have two officers on shift at all times to handle priority calls.

Coverage for two patrol positions 24 hours a day is displayed in the following table:

#### **24 hour Staffing**

<b>Number of Positions</b>	<b>Hours per Day</b>	<b>Hours per year needed to staff two positions.</b>
2	48	17,520

As the above table indicates it requires 17,520 hours to staff two positions 24 hours a day for 365 days. As previously noted, each full-time position equals 2,080 hours before vacation, training and other absences. As previously calculated the average Chatham officer works approximately 1,362 a year after leave and training are deducted. The following table shows the staffing needed to obtain 17,520 hours with current leave and training deducted:

Hours of patrol work per year per Officer	Hours per year needed to staff two positions.	Total hours needed divided by average patrol hours	Total sworn positions needed.
1,362	17,520	12.8	13

It is common in smaller agencies to utilize front line supervisors (Sergeants) to take calls for service, this is also the case in Chatham. With current staffing of 9 patrol officers and 3 patrol sergeants Chatham is one officer short of required staffing to maintain 2 sworn positions 24 hours a day. To meet minimum staffing of two which is recommended based on the number of calls for service and calls types that require 2 officer response one officer position should be added.

***Recommendation: Minimum Staffing should be two sworn personnel, one of which can be a sergeant on each shift.***

***Recommendation: Current authorized patrol strength should be 3 sergeants and 10 patrol officers.***

#### **4. Patrol Supervisory Staffing**

Patrol supervision is a critical component to effective policing for a community. Patrol supervision sets the tone for what type of policing will be delivered and what patrol expectations are for officers in the field. Patrol supervisors should support the direction of the command staff and work to implement their policing priorities. The lack of effective patrol supervision can lead to moral issues, failure to adequately serve the community, poor investigative follow up and increased liability for the department and the Village. The following is a list of some of the basic requirements that encompass effective field supervision:

- Supervisors should monitor priority calls and respond quickly.
- Supervisors should help resolve critical incidents.
- Supervisors should instill the department vision in subordinates.
- Sergeants should mentor officers.
- Supervisors should properly assess officers for performance evaluations.
- Supervisors should help officers work within policy and address problems.
- Supervisors should direct patrol activities during proactive times.
- Supervisors should help officers address community related problems.

Having well trained and professional patrol supervisors in the field can help reduce liability

for the department by providing frontline supervision and addressing performance issues as they arise.

The Chatham Police Department has 3 sergeants each assigned to each patrol shift. During our interviews the project team was informed that patrol supervision is effective. Sergeants respond to all critical incidents and are available to take calls for service when needed.

The current ratio of sergeants to officers is 3 officers to 1 sergeant. This is an appropriate ratio for the Village of Chatham. The ratio allows close supervision and assistance for officers.

***Recommendation: Continue current practice of having one sergeant assigned to each shift.***

## **5. ANALYSIS OF INVESTIGATIONS**

This chapter discusses the workload, work management and staffing of the Investigators.

### **(1) Investigative Analysis**

The evaluation of staffing levels in investigations requires a different approach because, unlike field services, qualitative determinants of workload and work practices are more important. Patrol services have the benefit of several quantitative measures, such as calls for service, response time and proactive time, to assist in the evaluation of staffing requirements. Investigative services, given the nature of this work, have fewer such reliable measures. Investigative staffing requirements need to be examined from a variety of perspectives in order to obtain an overall portrait of staffing issues, case handling issues and operational philosophies.

Investigative workload can employ a series of indicators to determine the extent to which core investigative staffing is adequate and general workload is appropriate. Performance against these metrics can ultimately influence staffing requirements for detectives. The Matrix Consulting Group has devised an approach where staffing is based on how investigative resources are used and how the caseloads are managed now and could be managed in the future. The approach used is unique for each law enforcement agency under study.

### **(2) Chatham Detective Staffing**

At the beginning of this study, Chatham police department was using one officer part-time to conduct follow up investigations. The investigator was also responding to calls for service when needed. Due to staffing reduction this position is no longer staffed.

**(3) Caseload Information**

The project team used the FBI Part 1 reported crime as a guideline to determine approximate 2017 detective caseload in the absence of case load data as the unit had just been started. The following table shows the potential workload for the investigator based on reported part 1 crimes which are most often assigned to an investigator.

Violent Crime	Property Crime	Average per Month
13	104	9.75

**(4) Analysis of Investigative Staffing**

If a full time investigator was assigned, they would have an average of 9.75 cases per month. A generalist detective can effectively investigate 8 to 12 cases per month. When reviewing caseloads for police departments the project team uses benchmarks from other departments and available research as summarized below.

Comparative Measures	Detective Workload Expectations
<b>Active cases assigned to “generalists” Detectives.</b>	12 to 15 <b>active</b> cases per month based on a survey of dozens of law enforcement agencies performed by the Matrix Consulting Group over many years. Recent research by our firm suggests this range has been reduced to <b>8-12 cases</b> , as the complexity of evidence collection and testing has increased the overall time required to investigate a case.

As shown by the data above, average caseloads that could be assigned to a detective would be within the recommended caseload for a generalist investigator. In reviewing the potential caseload, the majority of cases would be property crime related as part 1 person crimes average 1 per month in Chatham.

Chatham Patrol Officers currently perform follow up on criminal cases due the lack of investigative resources; though this can be adequate for some cases, felony cases should receive more dedicated resources to make sure all investigative efforts are exhausted to bring resolution to the case. Serious cases may require the following:

- Writing and applying for search warrants (4 to 6 hours).
- Writing and applying for search warrants/subpoenas for cell phone data (4 to 6 hours).
- Plain clothes surveillance.
- Writing and service arrest warrants.
- Coordination with Prosecuting Attorney
- Re-interviewing victims and witnesses.
- Interviewing suspect.

The proceeding list is only a portion of some tasks that must be performed on serious criminal cases. Officers can perform these tasks; however, some are time intensive and time critical which could require them to be off of patrol duties while they perform the tasks. There are sufficient felony cases in Chatham to give a full time investigator a full case load as noted above.

***Recommendation: Increase staffing level to 1 investigator.***

***Recommendation: Actively assign low level investigations (misdemeanors) back to patrol to reduce unit case load if necessary.***

## 5. ANALYSIS OF PROPERTY AND EVIDENCE.

The property room is managed by the investigator. Three people are authorized access into the property room.

The property room is located in a small room within the police department. The property room took in 1061 items in 2017. This is an average of 88 items per month. At 10 minutes per item this represents approximately 176 hours of work per year to process items taken in. It takes approximately 15 minutes per item to return, destroy or sell unneeded items. Since 3 sworn members assist with property and evidence this does not have a large impact on operations.

***Recommendation: Maintain 1 primary and 2 backup property and evidence technicians as collateral duties.***

## 6. DISPATCH

Sangamon County operates as the Village PSAP, though police calls for service are forwarded to Chatham Police Department. Sangamon County handles EMS and Fire dispatch. Chatham Police Dispatch consists of 6 full time dispatchers. The Deputy Chief



serves as the unit supervisor. Minimum staffing is 1 dispatcher. The dispatch center uses the same system as the county and any updates to status changed by dispatch is reflected on the County wide CAD.

The Chatham Dispatch unit handled 4261 community generated police calls for service in 2017. The following chart details work performance metrics for police calls for service only.

<b>Calls for Service 2017</b>	<b>Average / Month</b>	<b>Average per Day</b>	<b>Average per Hour</b>
4261	355	11.6	.48

The above table shows that the dispatch center dispatches about one police call per 2 hours on average. During peak times the rate rises to about one call per hour on average. The above totals do not include self-initiated activity or other voice transmissions between police units and dispatch. These transmissions increase the workload because they often require CAD entry to update call status. All dispatchers have collateral duties as there is no administrative staff to perform routine clerical duties within the department.

### **(1) Call Response and Call Processing**

The Chatham Police Department utilizes the Sangamon County CAD system for police dispatch. The dispatch unit is responsible for entering call information into the CAD system so that the right information is received by responding units. Chatham Police Department dispatch also handles after hours dispatch for other village departments.

A typical target for a call handling time is 2.50 minutes which would mean that the dispatch is typically able to handle all call loads even at peak demand at 1 call per hour with current staffing.

The current staffing level of minimum one dispatcher is adequate for the current call volume of police calls which averages less than one call an hour other than under unusual circumstances; however, with very low utilization, this is not the most efficient dispatch operation. With low utilization rates the Village dispatchers have significant time for collateral duties. Collateral duties include:

- Handle walk-ins to the police department,
- Enter citations and written reports into records,
- Complete UCR reporting,
- Send out Boil alerts,
- Send out Elerts for road closures or other Village notifications, and
- Handle Electric System call outs.



The Village should explore consolidation with Sangamon County to reduce costs and improve efficiency with calls no longer having to be forwarded to Chatham police dispatch. The additional call volume would not have a significant impact on Sangamon County dispatch as Chatham call volume is low. The collateral duties could be shifted to 2 full time administrative positions.

***Recommendation: The Village should explore consolidation of dispatch operations with Sangamon County.***

***Recommendation: If dispatch is moved to Sangamon County the police department should retain 2 dispatchers and convert their positions to full time day shift administrative positions.***

## **7. DEPARTMENT ADMINISTRATION**

The following chapter discusses the Chief's office administration which consists of the Chief and Deputy Chief. The Chief is in charge of the day to day operations and sets the goals and overall direction of the department. The Deputy Chief oversees policy updates, IDOT grants, Internal Affairs, Scheduling, Department training and supervises dispatch operations. Additionally, the Deputy Chief covers for sergeants when they are unavailable. There is no administrative support for the police department outside of collateral duties from dispatchers outlined above

### **Chief and Command Staff**

As mentioned above the Chief is charge of day to day operations. The Chief serves as a mentor and coach to the other sworn leaders and is involved all major decision making. Other tasks and responsibilities of the position include:

- Goal Setting for the Department.
- Mentoring, Coaching and Developing Subordinates.
- Equipment Procurement.
- Handles complaints and assigns complaint investigations.
- Writes and updates policies.
- Procedures Compliance.
- Setting and Tracking Performance Metrics.
- Media/Public Relations.
- Provides direction for patrol operations.
- Assigns Tasks.

- Attends meetings and community events on behalf of the Police department.

The Command staff has a clear separation of tasks, though they assist each other when needed. The Deputy Chief oversees Dispatch, Investigations and other tasks. The Deputy Chief serves as the second in command and oversees policy development, grants and sergeants. The Chief must be present at community related events to represent the department and to hear directly from the community to be better informed on community expectations.

**Recommendation: Maintain current staffing of one Chief and Deputy Chief.**

## 8. FLEET

### Assessment of the Fleet

The project team conducted an assessment of the police fleet for general conditions and equipment. There is a total of 18 vehicles assigned to the Police Department that includes detective vehicle, command staff and patrol units. The average age of the patrol fleet is 7.1 years as the oldest patrol vehicle is a 2005 model which is outside the typical life span for a patrol vehicle. The average millage of the police fleet is approximately 65,850 (as of February 2018).

An assessment was also conducted on the police equipment installed on or in the vehicles. The vehicles had the following equipment:

- Digital light bars and light bar controller units.
- Additional warning flashers mounted inside front and rear flasher assemblies
- Digital police radios
- Safety equipment and extra gear located in trunk/rear cargo area
- In car computers

The vehicle fleet is in good condition, given its age, and all accessories appeared to be functioning properly.

The table below shows the mileage and years of service as of 2/21/2018:

Patrol Fleet					
Year	Make	Model	Miles	Vehicle Age	Average miles Yr.
2009	Dodge	CHRG	59,000	9	6556
2012	Dodge	CHRG	60,000	6	10000
2012	Dodge	CHRG	54,000	6	9000

2008	Ford	CRNV	89,000	10	8900
2008	Ford	CRNV	93,500	10	9350
2008	Ford	CRNV	89,300	10	8930
2016	Ford	EXPL	22,000	2	11000
2016	Ford	EXPL	22,500	2	11250
2007	Chev	IMP	97,000	11	8818
2007	Chev	IMP	103,800	11	9436
2006	Chev	IMP	115,100	12	9592
2005	Chev	IMP	115,700	13	8900
2013	Dodge	RAM	51,000	5	10200
2016	Dodge	RAM	15,300	2	7650
2009	Chev	Tahoe	90,000	9	10000
2010	Chev	Tahoe	101,000	8	12625
2017	Ford	EXPL	3,600	1	3600
2017	Ford	EXPL	3,500	1	3500
<b>Average</b>			<b>65,850</b>	<b>7.1</b>	<b>8,850</b>

As noted above, the average age of vehicles assigned to the Police Department is 7 years and average mileage is 65,850. Each vehicle is driven an average of 8,850 miles per year. Though the average millage for vehicles is well within useful life, the average age is higher than we typically see for a municipal fleet. Older fleets typically require more maintenance and are less efficient. Additionally, manufacturer warranties typically expire after 5 years or 100,000 miles.

A part of any effective fleet management plan is the proper replacement of vehicles as they age. For law enforcement agencies, vehicles may transition from front line patrol vehicles to less intensive usages such as detectives or specialty units as they increase in age or have maintenance issues. There are several best practices related to the replacement cycle for law enforcement vehicles:

- Patrol vehicles (pool) should be replaced at approximately 5 years of age or 100,000 miles.
- Administrative vehicles (non-patrol) replaced every 7 years or over 125,000 miles (to maximize resale value).

The Village has not been consistent in their approach to vehicle replacement as some vehicles are beyond age. To keep a more even budget and consistent replacement schedule, the Village should replace some vehicles every year.

Most vehicle manufactures extended warranties end after 100,000 miles and 5 years.

Patrol vehicles are operated under harsher conditions than is a typical for most vehicles. They endure frequent stops, long idling times and quick acceleration and hard braking. They also are driven over sometimes harsh surface conditions. Under these operational conditions they experience more frequent repairs, which tend to increase with age. Due to this best practice to replace vehicles at approximately 5 years and 100,000 miles. The Village and Department should replace approximately 5 vehicles per year. By keeping a consistent fleet replacement program, the fleet will be kept within fleet age and millage.

The Chatham police fleet consists of 18 vehicles while each shift has a need of up to 4 vehicles per shift with three shifts operating each day. The department should have officers and vehicles ready for patrol immediately at shift change. Additionally, the department needs vehicles to cover for repairs and crashes or special events when there is a need to have more than 7 vehicles on patrol. With this in mind the appropriate patrol fleet should consist of 18 vehicles.

***Recommendation: Maintain police fleet of 18 vehicles.***

***Recommendation: Maintain fleet with age and mileage within replacement thresholds of no more than 100,000 miles and 5 years for patrol and 7 years for Detectives or Administration.***

## 9. TECHNOLOGY AND EQUIPMENT

The project team conducted an assessment of current police technology and equipment and its use within the Department. The assessment is made by comparing current equipment and technology trends in law enforcement as evidenced by trade shows, research articles and comparisons to other departments. The Matrix Consulting Group views the effective use of technology as essential to modern policing but does not view every piece of equipment or technology available to law enforcement as necessary or essential. The following list of technology and equipment is broken out by department area and does not encompass all technology or equipment used in the department.

### Police Technology Assessment

Unit / Area	Equipment /System	Status	Comments
Patrol	Body Worn Cameras	Not issued	The department has opted not to deploy BWCs due to cost. BWCs can reduce liability and improve transparency.

Unit / Area	Equipment /System	Status	Comments
	Patrol Rifles	Issued	Chatham equips its officers with patrol rifles. Patrol rifles allow officers to use distance as a tactic and are much more accurate than shotguns.
	In Car Camera System	They are in 14 of 16 Patrol vehicles.	This is best practice.
	Taser	Taser	Officers have Tasers, this allows an additional less lethal option for officers. This is best practice.
	Shotguns	Issued	Some agencies that have patrol rifles are phasing out shotguns. Rifles are more accurate at distance, Shotguns are effective at close range and can be used to defeat door locksets for breaching in emergencies.
	Naloxone	Issued	Lifesaving medicine that is easily administered by officers to prevent fatal overdoses.
	Pepper Spray	Issued	Option to physical force, which is best practice.
	E-Ticket/ Citation		The department was in the process of installing them in 2018.
<b>Vehicles (Electronics Only)</b>	MDC Network Connection	Installed/Not consistent	The computers in the patrol vehicles lose connection in many dead spots in the Village.
	LIDAR	Issued	This equipment is standard for traffic enforcement.
<b>Dispatch</b>	CAD	Integrated	The department uses the same CAD as Sangamon County.

**Recommendations: Consider adopting a Body Worn Camera program.**

## 10. Facilities

This section of the report focuses on the police departments facilities. The current police department is located in a non-law enforcement specific facility. This is not uncommon in law enforcement; however, it is best practice to have a law enforcement specific building that is target hardened to survive natural disasters and to provide security for department personnel.

### (1) Office Space

The department does not have a separate office for the Deputy Chief. The Deputy Chief shares an office with the three sergeants. The Deputy Chief has to take confidential phone calls, conduct internal investigations and handle other sensitive matters that require a private office.

## **(2) Interview Room**

The current police department does not have a dedicated interview room. A dedicated interview room allows the department to have an adequate space to conduct interviews. Ideally the room should be equipped with audio/video recording equipment.

## **(3) Soft Interview Room**

The department lacks a soft interview room. Best practice is to have a soft interview room off the reception area of a police facility to conduct interviews of walk in victims. In many instances victims of crime will drive to a police facility to report a crime. There were 209 walk in reports in 2017. Some of these reports may be of a sensitive nature and require a private room to conduct the interview. Having an interview room accessed from the lobby area avoids making a victim walk through workspaces where confidential material may be observed or where confidential conversations may be occurring.

## **(4) Property Room**

The department has a dedicated property room. The room is small and near capacity at this point and larger items must be stored in a separate location within the village offices. High values items, guns and narcotics should be stored in individual locked areas within the locked property room to meet current best practice.

The existing police department space is adequate for the short term, but long term the Village should plan for a police specific facility or a remodel to bring it up to current industry standards.

**Recommendation: *Develop a police facilities plan.***