

Opportunities for Sharing in the Delivery of Municipal Services

PROVINCETOWN AND TRURO,
MASSACHUSETTS



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1 Introduction and Executive Summary

1. Background and Scope of the Study

The Towns of Truro and Provincetown commissioned this study to evaluate the feasibility of shared services (e.g., sharing of services, ‘functional consolidation’, co-location of services, etc.). The objectives of the project are to provide assessments of the financial, organizational and governmental feasibility of specific approaches to shared services as well as implementation steps needed to carry out the single most feasible approach.

This study falls at a time in which potentially radical re-organizational approaches should be examined – not during a recession in which the focus would *just* be on the financial potential for shared services but at a time when the structural issues of individual agencies and opportunities of consolidation can be evaluated in a more balanced approach.

Moreover, longer term, towns on the Cape and especially the outer Cape are concerned about the sustainability of current staffing models as the region becomes more expensive to live and commutes extended. Demographic trends are not encouraging for employee recruitment and retention:

- The 65 year old and older age group is projected to grow on the Outer Cape by 7.5% by 2025 while other age groups are projected to decline.
- The average age in Provincetown is 50 years and Truro, 54; in Massachusetts overall it is 40 years.
- Housing prices are becoming out of reach for many households with low growth in housing stock on the Outer Cape.

As a result, the ability of towns on the Cape to recruit and retain employee talent is a serious long term issue.

The Commonwealth, in general, has a growing interest but not an extensive tradition for shared services. These views are changing throughout Massachusetts and is a reason for this study. The Cape, however, has been different – as a geographically distinct and relatively isolated part of the Commonwealth, forms of shared services have existed for years. As a result, this study needs to build on these regional successes and focus on the expansion of these approaches in the short and long term, including:

- Opportunities to share in the successes of one Town to the other.
- Opportunities to share equipment, facilities and staff.
- Opportunities to ‘functionally’ merge certain services, especially support services.

- Opportunities to merge certain functions.

The two towns obtained a grant from the Commonwealth to support the conduct of this study. The study commissioned is designed to examine all the services provided by Truro and Provincetown and evaluate the potential for alternative shared services approaches. The assessment focuses on:

- Service delivery and service capability.
- Organization and staffing.
- Infrastructure and assets.
- Financial impacts and revenue generation opportunities.
- Legal implications and governance.

While the study evaluated the feasibility of a wide range of opportunities in all municipal services, the study was structured to develop a detailed analysis and implementation plan for one pilot service. The selected service, Assessing, took advantage of an opportunity (the departure of Truro's Assessor), it also recognized that this was a likely candidate for shared services which has been implemented elsewhere in Massachusetts.

The approaches used by the project team on this assignment were comprehensive and fact based. The project team worked collaboratively with staff, elected officials and citizens to understand service delivery issues and alternatives, including shared services opportunities. These approaches included:

- Interviews with management and supervisory staff in Town departments.
- Interviews were supplemented through an employee survey which gave an opportunity to all staff in the two Towns to provide input on existing and potential expanded shared services. Most employees participated in this survey. The full results are provided in Appendix B at the conclusion of this report.
- Collection of various data describing organization and staffing patterns, workloads and service levels, etc.
- Research on shared services already implemented in the two Towns as well as opportunities which the Towns have had interest or other communities have implemented with potential here.
- Developed and administered a community **survey** for both Towns to provide input on their views on existing and expanded shared services. 864 members of the two

Towns responded to the invitation to participate in the survey (699 from Truro and 165 from Provincetown). The full results are provided in Appendix B at the conclusion of this report.

- Attended Board of Selectmen meetings in both Towns to initiate the project and to obtain public input.

This study represents the culmination of these efforts.

2. Existing Shared Services Between the Two Towns

Shared services are not a new concept in Massachusetts or especially the outer Cape. Below are a list of some examples of shared services currently in use in the two Towns and on the Outer Cape more widely. This includes service sharing between Truro and Provincetown as well as with other entities:

Administration and Finance – Both communities participate in regional purchasing; Truro procures IT support services from Barnstable County; Provincetown provides IT services to school district under a service contract.

Permitting and Licensing – Truro and Provincetown building officials provide backup to each other; Barnstable County department of health provides training and workshops to all health departments in that jurisdiction and encourages cross-training; Cape Cod Cooperative Extension provides training and technical expertise.

Harbormaster – Both communities share the Provincetown crane barge and jointly participate in coastal planning.

Fire – Mutual aid for emergency response; common emergency Medical Services (through Lower Cape Ambulance Association); hazardous materials response; joint training exercises.

Police – Mutual aid and emergency back up on calls for service; forensics (crime scene investigations / evidence); assistance on investigations; matrons for females in custody; traffic enforcement at holidays and special events, traffic accident investigations; special enforcement (e.g., SWAT, hostage negotiations); task forces; and training. Finally, all Cape police officers have jurisdiction through the Cape.

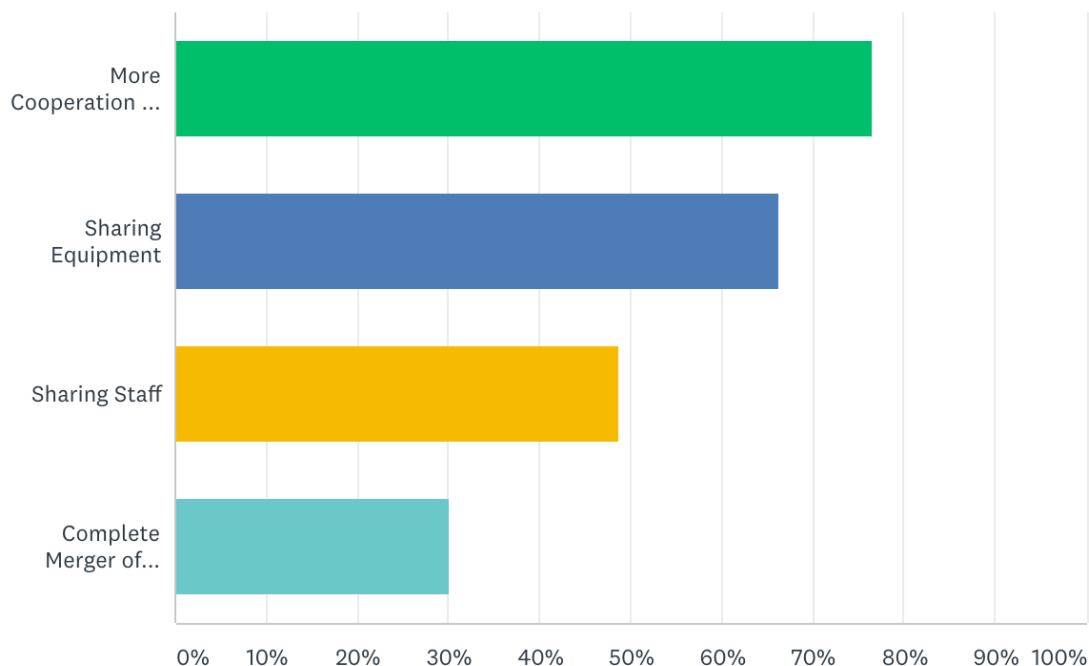
Public Library – Circulation of books and other media; reference materials; programming; technical services.

Public Works – Equipment sharing; water production (Truro) and treatment (Provincetown).

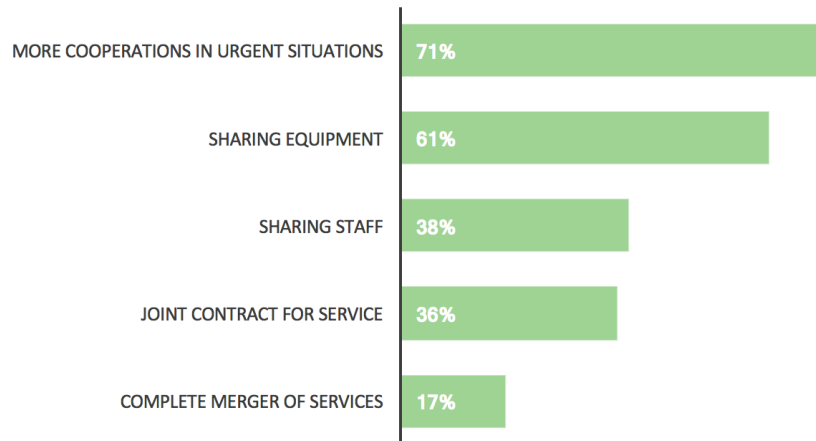
Recreation – Some shared programs when registration falls short in one or both towns. This broad array of existing shared services sets the stage for additional cooperation in the future.

3. Additional Opportunities

These historical and current efforts are an effective foundation upon which to build. Many communities in the Commonwealth and New England generally lack these successes and, as a result, lack the vision to consider it further. This study has identified many short term and long range opportunities to share additional services. There is much support for additional shared services within the communities and among staff in the two Towns. The following graph shows the communities' support for additional shared services, especially in the forms of increased sharing compared to structural re-organization, to be high.



Most staff are also open to shared services – both current approaches and expansion of opportunities. The employee survey showed the following with respect to this interest in expanded shared services:

What kinds of approaches should be considered?

While the body of the report describes and evaluates these opportunities in detail, the following table summarizes the recommended steps that Truro and Provincetown should take. The first recommendation, on the opportunity to consolidate the Assessing function in the two Towns, provides a detailed plan to implement that recommendation, as required in the scope of work for this project.

Department	Short or Long Term	Objective	Action Item	Impacts and Considerations
Management / Leadership	Short	Provide leadership at the Board and Town Manager level to demonstrate support for shared services.	Establish a Joint Committee to identify, help implement, and oversee service sharing initiatives	None
Administration and Finance	Short	Share needed expertise and credentials; reduce duplication; improve efficiency	Establish a combined Assessor Office as a case study	Eliminates one Assessor position but expands capacity in both communities in other positions.
Administration and Finance	Short	Reduce duplication; improve efficiency; set stage for future cooperation.	Align IT functions between Truro and Provincetown	Scope of IT requirements may differ in the communities.
Administration and Finance	Short	Identify staffing solutions that include regional approaches; prepare for turnover and potential loss of expertise.	Implement Joint Workforce Planning and Hiring Programs	Must address employee concerns associated with workload and service impacts.
Administration and Finance	Short	Reduce duplication and improve competition.	Review job descriptions, compensation and benefits in both communities	None
Administration and Finance	Short	Reduce duplication and improve competition.	Expand joint purchasing	None.
Administration and Finance	Long	Reduce duplication and expand services available to communities.	Explore creation of a single IT department serving both towns and both school districts, and potentially other communities	Must ensure scope and level of services is clearly defined.

Department	Short or Long Term	Objective	Action Item	Impacts and Considerations
Administration and Finance	Long	Reduce duplication of effort, create economics of scale, improve operational efficiency in both departments.	Jointly Implement Labor-Saving Software Programs	Scope of IT requirements may differ in the communities.
Administration and Finance	Long	Reduce duplication, create commonality in compensation to eliminate potential barriers to future service sharing.	Align staffing, salary plans, and benefits	Employee relations / morale impacts if not managed effectively. May affect compensation.
Administration and Finance	Long	Create consistency between departments.	Jointly Revise Job Descriptions	May require changes in town operations.
Administration and Finance	Long	Streamline operations, reduce duplication, share limited expertise and knowledge across towns.	Consider a combined HR department	Ensure employee service quality remains the same or improves for both communities.
Building, Licensing and Permitting	Short	Enhance efficiency in licensing and permitting operations.	Duplicate Provincetown's Licensing, Permitting, and Inspections Software in Truro	High level of effort to implement in Truro.
Building, Licensing and Permitting	Short	Identify opportunities and barriers to regionalizing the health function.	Establish a Planning Committee to examine options for a Regional Health District	Address community concerns regarding service levels.
Building, Licensing and Permitting	Long	Reduce duplication, improve consistency, and expand service offerings.	Create a Joint or Regional Health District	Address community concerns regarding service levels.

Department	Short or Long Term	Objective	Action Item	Impacts and Considerations
Building, Licensing and Permitting	Long	Share limited staffing resources, improve efficiency, reduce duplication, enhance service offerings.	Consider Combining Building Permitting Activities	Reduce need for two Building Officials; allow for hiring of full time staff (shared) where neither town's individual workload can support full time positions.
Harbormaster	Short	Provide coverage for the Harbormaster during absences	Coordinate schedules so that coverage is provided during planned absences	Provides for continuity of services
Harbormaster	Short	Conduct joint training operations	Coordinate needs annually to schedule periodic training exercises in accordance with Harbormaster Training Council requirements.	Ensures both towns are properly trained, and familiar with the other's personnel and training regimens.
Public Safety	Short	Improved Response	Develop an 'automatic aid' response network of closest unit response for police and fire units on calls for service.	Potential for significantly improved response (lower response times for initial and back up units) at minimal additional costs.
Public Safety	Short	Improved operational effectiveness.	Jointly purchase of share rather than duplicated purchases of specialized equipment.	Expands service capabilities at reduced costs through sharing of equipment.
Public Safety	Short	Improved operational and programmatic effectiveness	Develop a list of specialized staff or staff with specialized skills and share those skills regionally.	Expands service capabilities at reduced costs through sharing of specialized staff.

Department	Short or Long Term	Objective	Action Item	Impacts and Considerations
Public Safety	Long	Improved service to the community, operational and cost effectiveness	Merge public safety communications in the two Towns and in the wider region.	A public safety dispatch would improve the coordination of public safety services on the outer Cape, would be more effective as an operating unit and could better attract and retain staff.
Public Library	Short	Improved operational and programmatic effectiveness	Share professional staff dedicated to programming, reference and special collections.	Expands service capabilities at reduced costs through sharing of specialized staff.
Public Library	Long	Consider consolidating the management of Public Libraries in the two towns while retaining separate facilities.	Begin discussion of benefits and disadvantages of consolidation. Determine overall course, program and activity offerings.	One Director position could be eliminated through voluntary separation of employment.
Public Works	Long	Consider consolidating the management of Public Works in the two towns and examine opportunities for regional efficiencies.	Begin discussions of the benefits and disadvantages of consolidation. Determine appropriate service levels, staffing requirements, equipment, facilities and equipment needed. Establish a joint committee of the two towns to review the priority of joint engineering and maintenance issues.	More standardized service delivery for the two towns at lower cost. Alternatively, the towns may increase service levels for the same overall cost. One Director, and perhaps an administrative position, could be eliminated through voluntary separation of employment.

Department	Short or Long Term	Objective	Action Item	Impacts and Considerations
Public Works	Short	Share equipment to minimize capital investments of the two towns	Determine the sets of equipment that may be feasibly shared. This report lists several, however there may be others. Schedule times for each town to utilize the shared equipment.	Minimizes overall capital investments on the parts of both towns, and increases the utilization of the equipment.
Public Works	Short	Jointly contract for certain facilities maintenance services	Determine the maintenance services for which internal capabilities do not exist. Issue bid documents as necessary.	Greater utilization of a single maintenance provider for the two towns may minimize costs, and decrease response times to service calls.
Public Works	Short	Share the services of a Town Engineer	Determine the current cost of contracted engineering services. Determine added value of internal engineering services that are needed but not currently performed. Determine cost sharing arrangement.	Better responsiveness to engineering design, plan review and inspection needs at potentially lower cost.
Recreation	Short	Combine certain programmatic offerings	Assess the current programmatic offerings and the potential interests of each town's residents in participating in those of the other town. Open registration to all residents of both towns.	Increased participation and lower likelihood of class/program cancelations.

Department	Short or Long Term	Objective	Action Item	Impacts and Considerations
Recreation	Short	Share registration software	Provide access of Truro's registration software to Provincetown Recreation	Better information on Provincetown's participation, costs of programs, cost recovery measures. Ease of registration and payment for Provincetown residents.
Recreation	Long	Consider consolidating Recreation departments	Begin discussion of benefits and disadvantages of consolidation. Determine overall course, program and activity offerings.	Broader and more standardized offerings at a lower cost. One Director position could be eliminated through voluntary separation of employment.

2 Overview of Shared Services

This chapter provides an overview of what shared services arrangements can encompass, identifies potential pitfalls, risks and benefits of shared services, identifies what factors may make specific services good candidates for shared services, and provides guidelines for a successful shared service endeavor.

1. Shared Services Encompasses a Wide Array of Arrangements

Shared services involves two or more municipal governments joining forces in undertaking their work. The ultimate form of service sharing is the consolidation of departments or creation of a regional entity to provide services once provided by separate local governments. However, there is a wide array of less extreme arrangements that also constitute service sharing, as outlined in the following table.

Arrangement	Examples
Informal cooperation	Municipalities coordinate training programs and provide backup to each-other as workload requires.
Joint purchasing	Municipalities join in a bid or RFP process for the purchase of goods or services.
Mutual Aid	Municipalities provide formal back-up to each other, especially for emergency events where the required response exceeds the resources of the local government.
Shared equipment	Municipalities jointly purchase, own, use, and maintain equipment.
Subcontracted service	One municipality or other entity (regional planning organization, county, or private provider) provides / takes over a service from a municipality on a contract basis.
Regional service delivery	A regional district or cooperative is formed to take over certain functions.

Shared services can also encompass a wide array of institutional arrangements, involving the state government, county government, regional planning agency, or other provider.

2. Benefits of Shared Services

With 351 individual cities and towns in Massachusetts providing many of the same services, pooling resources is seen as a way to eliminate redundancies improve efficiency. Much of historical impetus for shared services has been a desire to reduce costs; however, there are other benefits that can actually be of greater significance to cities and towns and their constituents.

- Sharing can allow governments to offer a greater range and breadth of services.
- Administrative time and effort overseeing certain functions is reduced.
- Greater consistency among the municipalities in the way services are delivered.
- More municipalities (and their customers) benefit from a limited talent pool of high quality employees.
- There are greater opportunities to cross-train and develop employees within a larger organization.
- A larger entity can potentially command better pricing and services from vendors.

Many of these benefits are especially likely for smaller governments who may lack the scale to offer services or expertise in specific areas.

Surveys of community residents and municipal employees showed a relatively high level of support for some levels of service sharing, especially cooperation in emergency situations, sharing of equipment, and sharing of staff. Below are some sample comments on this topic.

Sample comments from surveys regarding benefits of shared services:

Residents

Any shared services that would result in saving time and money without sacrificing service is a good idea.

By cooperating with neighboring towns, responsiveness and quality of service should improve without increasing the expense. I would be against a reduction of service just to save money.

Sharing some services to gain economy of scale seems to make sense.

Municipal Employees

Sharing staff and resources will help the towns operate with uniform systems and procedures and standardize the approach to issues, which will save time and money. I think that collaboration will improve morale, make us more of an Outer Cape Community and improve our understanding of the bigger issues that affect us.

3. Challenges in Implementing a Shared Services Arrangement

Despite the potential benefits, shared services have had mixed success in Massachusetts and elsewhere in the country. There are a number of reasons for this:

- Public reticence – concern about funding a service that might benefit non-

taxpayers, concern that the quality of services could decline.

- Quality – public and government concern that the quality of services could decline or that they will have less control over service quality.
- Labor issues – employee resistance, differences in compensation-plans, conflicting union contracts, barriers to managing employees across jurisdictions.
- Complexity of arrangements – while the goal of service sharing may be to reduce the number of governments involved, in some cases doing so involves creating an entirely new entity, with a new governing structure and associated complexities.

Some of these concerns were expressed in the surveys of town employees and residents conducted as part of this study and should be taken into consideration when implementing any of the recommended changes.

Sample comments from surveys regarding risks of shared services:

Residents

If efficiencies and economies of scale can be achieved without losing control and character of our town, than certain shared services could be implemented.

Do NOT change what is working so well for just pennies on the dollar. We MUST KEEP what we currently have - nothing less is acceptable.

Massachusetts is made of 351 city and town governments. Fire and Police as a rule function well with others in grave emergencies due to engraved indemnification agreements. Everything else is 275 years of tradition unimpeded by progress. It works well, leave it alone.

Municipal Employees

Both outer cape towns have a history of 'territoriality' (if that's a word); changing the mindset that each community should have its own X, Y or Z may prove challenging. Start slow.

This will be difficult. The two towns have distinct voters mindsets. Whatever is proposed will need a lot of education for the public in advance.

4. Elements of Successful Service Sharing

While there are many examples of successful service sharing, the following elements increase the likelihood of success.

- **Led and coordinated.** Implementation of service sharing requires leadership and openness to change. Given the operational and political challenges, they are most often successful when there is an entity that is leading the charge, both advocating for the approach and helping work through logistical and other barriers. This can

be an entity such as a county or regional planning agency, or a committee representing participating agencies. Lacking this type of leadership, the status quo will usually prevail, even if it means higher costs and fewer services.

- **Incremental.** New arrangements that represent a major upheaval in the current order are more likely to face internal and external resistance and are at greater risk of failure. Incremental changes are politically and logistically easier to implement. Thus, the communities should look at ways to build on existing successes as well as to make small incremental steps that can lead the way to larger initiatives in the future.
- **Apolitical.** Focusing on low-visibility functions will create less political pushback. These are typically back office functions that are elemental to municipal operations but not seen by the public as elemental to “their” services.
- **Reversible.** Efforts at service sharing will have more support if participants see an exit strategy if the program is not a success or loses support.

There is a rich tradition of shared services on the Cape, especially the outer Cape upon which to build. The next chapter of the report describes what these success stories have been for the two Towns.

3 Existing Shared Services in Truro and Provincetown

Shared services are not a new concept in Massachusetts or the outer Cape.

In 2008, the Towns of Eastham, Provincetown, Truro, and Wellfleet held a joint meeting to discuss shared issues. They formed an “Inter-municipal Cooperation Committee,” which began to identify the most easily attainable opportunities for collaboration. While the committee is no longer in existence, there remains a tradition of the communities working together directly as well as through the County and the Cape Cod Commission.

Below are a list of some examples of shared services currently in use in the Outer Cape. This includes service sharing between Truro and Provincetown as well as with other entities

1. Administration and Finance

Currently and significantly, the Towns already have in place a Memorandum of Understanding that allows for sharing of personnel in all government functions if appropriate. The Town Managers consult informally on a broad range of issues affecting both agencies.

- Both communities participate in regional purchasing through Barnstable County Purchasing Office and through the State of Massachusetts bid lists.
- Truro procures IT support services from Barnstable County.
- Provincetown provides IT services to school district under a service contract.

As a result of these efforts, many services are already on a shared services path and provide a route to greater resource sharing.

2. Permitting and Licensing (Building, Health, Planning, Conservation)

There are significant joint planning initiatives through the Cape Cod Commission. In addition:

- The communities are currently leading an effort for all outer cape communities to develop a more robust plan for coastal resiliency.
- Truro and Provincetown building officials provide backup to each other. Part time trade inspectors work in more than one jurisdiction as there is not adequate workload for a full time inspector in these areas.

- The County health inspector assists in inspections for both Truro and Provincetown.
- Barnstable County department of health provides training and workshops to all health departments in that jurisdiction and encourages cross-training.
- Cape Cod Cooperative Extension provides training and technical expertise to both communities for wetlands / conservation issues.
- Truro and Wellfleet both have a contract with visiting nurse association.

3. Harbormaster

- The Truro Harbormaster formerly held the same position in Provincetown, and the two departments have a long-standing cooperative relationship.
- The two towns jointly participate in coastal planning.
- The two towns cooperate on the sharing of equipment, most notably by sharing the Provincetown crane barge to assist in removing Truro's mooring blocks during dredging projects during the winter.
- Although not formalized, the two towns provide mutual aid during emergencies.

4. Fire

- Mutual aid for emergency response – the two towns and the Cape generally have a high level of mutual aid and assistance on calls, including specialized response capabilities (e.g., hazardous materials response).
- Emergency Medical Services (through Lower Cape Ambulance Association) – a largely Cape-wide emergency medical response system.
- Joint training exercises – the two Fire Departments, as well as other neighboring agencies, train and share training resources.
- Emergency management coordination throughout the Cape.

5. Police

- Mutual aid and emergency back up on calls for service – the two towns and the Cape generally provide back up on emergency calls and coverage when other agencies are stretched. This also includes a multi-level maritime response.

- All Cape police officers have proprietary jurisdiction on the Outer Cape.
- Radio inter-operability between the towns and Cape-wide; both towns share the same computer aided dispatch system which facilitates operational cooperation. They two towns also share part time dispatchers.
- Emergency management planning – the two Departments participate through an inter-municipal agreement for cooperative emergency planning and management.
- Forensics (crime scene investigations / evidence) – on the Cape, the Barnstable County Sheriff and the State Police offer assistance on major crime scenes.
- Assistance on investigations – as with forensics, the Barnstable County Sheriff and the State Police offer assistance on major crime investigations. Neighboring agencies assist too.
- Matrons for females in custody – Truro and Provincetown will share matrons as needed so that each agency is over-committing to a not often used resource.
- Traffic enforcement at holidays and special events, traffic accident investigations – coordinated through the Cape Cod Regional Law Enforcement Council traffic resources are shared Cape-wide. Regular sharing of motors also occurs between the two towns.
- Special enforcement (e.g., SWAT, hostage negotiations) – there are several shared call out units high risk situations. The Sheriff offers assistance as do other police departments.
- Task forces – task forces exist, at present, for proactive drug investigations. These are all shared service task forces coordinated by the Sheriff. DEA and others.
- Training (specialized or scheduled) – there are ad hoc cooperative training efforts between the two towns and they share instructors; in addition, the Cape Cod Regional Law Enforcement Council sponsors extensive regional training.
- Emergency management coordination throughout the Cape.

6. Public Library

- Circulation of books and other media (e.g., DVDs) – all Cape (and Commonwealth) libraries share materials from a common catalog (CLAMS).
- Reference materials – reference materials that can be circulated are a part of this common catalog; sharing reference expertise among libraries is common.

- Programming – libraries share success stories and lessons learned for both children's and adult programs.
- Authors' events – are promoted region-wide.

7. Public Works

- The two towns share certain equipment when not being used by the owning town. This has historically included the skid steer for emergency roadway work, the Provincetown message board, and Truro's jersey barrier.
- Wellfields and two water treatment plants are located in Truro, and Provincetown treats and produces water for sale to both towns, and also maintains the water distribution system.
- On occasions when the Provincetown trash compactor is inoperable, Truro accepts Provincetown waste for a fee.

8. Recreation

- The two towns, along with Wellfleet, consolidate children for youth soccer, basketball, softball, and cheerleading.
- There is some limited sharing of programs when registration falls short in one or both towns for both youth and adult programs.

This broad array of existing shared services sets the stage for additional cooperation in the future.

The value of shared services now will only grow more so in the future with expected cost of living increases and resulting impacts of being able to attract and retain municipal staff. These issues are explored in the next section.

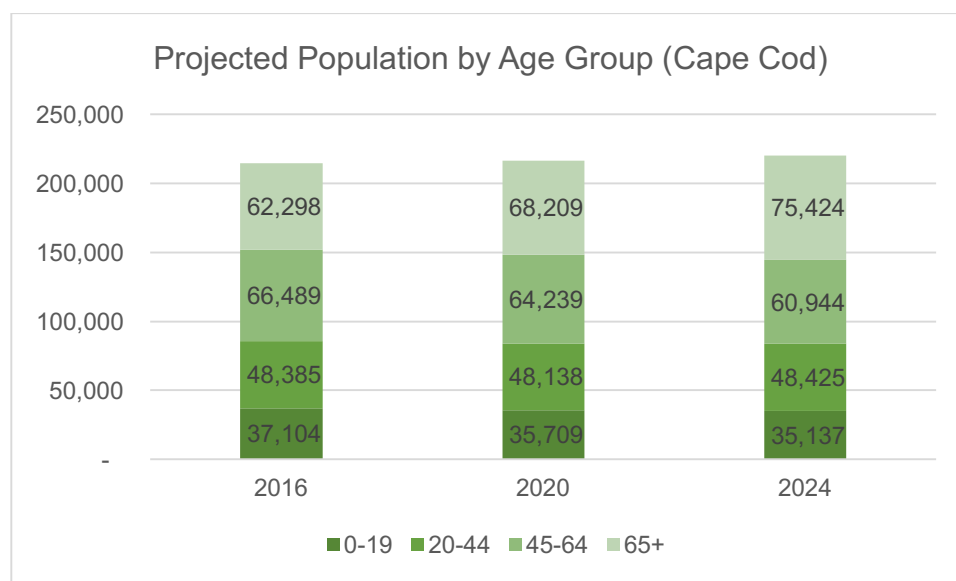
4 Growing Importance of Shared Services in the Region

1. Summary of Projections of the Cape Cod Service Environment

One of the key current challenges faced by towns on the Cape is the need to find and retain quality employees to provide the services that their residents count on. This will only become more difficult with expected changes to the Cape's population, housing stock, and labor market.

The Outer Cape's current population is approximately 12,647, and is expected to increase slightly by 2025 to 13,137. However, the bulk of this increase is expected to be in ages 65 and older (2.5% projected increase), while the population of children ages 5-19 is expected to decline by .8 % and of adults aged 20-64 is expected to decline by 0.5%.

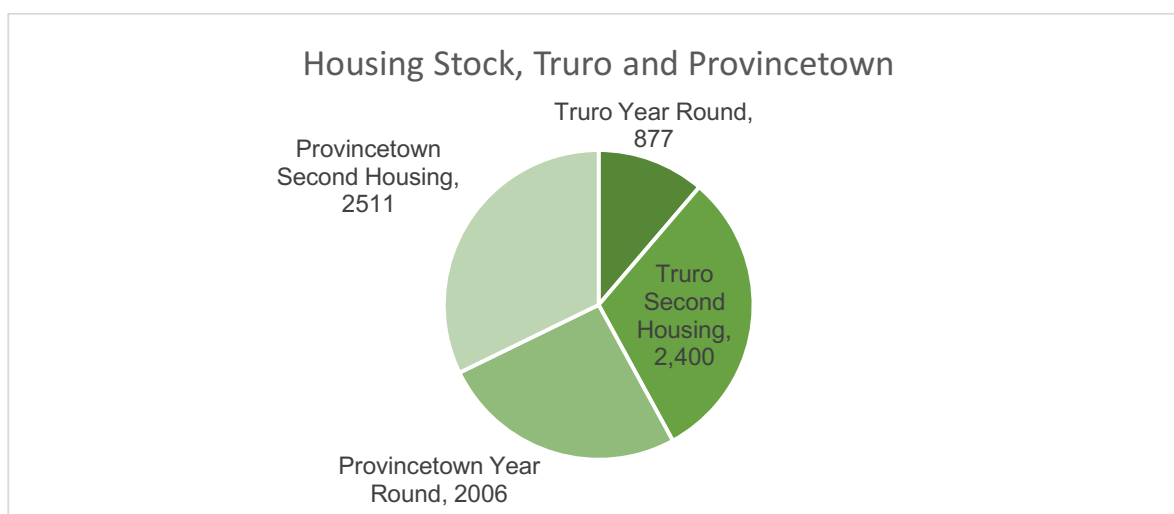
The table below shows projected population changes for Cape Cod as a whole between 2016 and 2024.



Source: Cape Cod Commission; Moody's Analytics

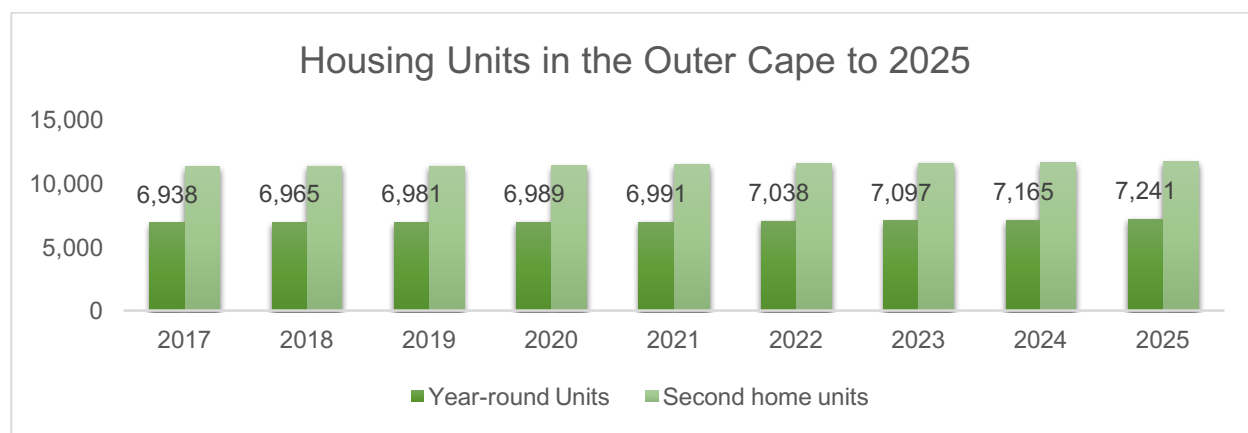
Provincetown's median age is currently 59.1 years old; Truro's is 53.7. This compares with a Massachusetts median age of 39.5 years. The current and projected demographic profile creates a challenge for both Towns in attracting high quality staff of working age.

The outer Cape has approximately 18,000 housing units, but the majority of these are second home units. Only 38% of houses on the outer Cape are year-round units. Truro's percentage of year-round homes is even lower but for the towns' combined the percentage is similar to the rest of the Cape, 37%. The following chart shows the number of housing units in the two towns, broken down by year round versus second homes.



Source: Cape Cod Commission

This trend is also expected to continue, with relatively low growth in housing units to 2025 and a marked dominated by second homes.



Source: Cape Cod Commission

According to the Cape Cod Commission, in future years, the cost of the housing stock will be unobtainable to about half of Cape Cod's population due to low wage growth coupled with the high cost of housing. According to the commission:

"Barnstable County is currently short about 22,000 housing units obtainable to all income categories below \$90,000. The County is forecasted to be short only another 2,700 over the next 10 years."

Housing prices are already out of reach for most municipal employees, with a median price for housing units (including attached homes and condos) at \$644,818 in Provincetown and \$485,980 in Truro.

The population and housing situation described above already makes it difficult for the

towns to attract high quality employees, and is not expected to improve. At the same time, demand for services will continue and some may increase, as the Outer Cape seeks to serve a somewhat aging population while facing environmental and public safety challenges.

2. Shared Services as a Strategy to Mitigate Projected Impacts

While service sharing is not a panacea, having fewer, larger departments to serve the Outer Cape's population improves stability and lessens the dependence of towns on any one or two employees. The towns can realize some cost savings, but more importantly avoid duplication of effort and implement efficient strategies.

As described above, there are a number of challenges facing the Towns of Provincetown and Truro that approaches to 'sharing services' could address, both now and in the future. These challenges include:

Issue	Discussion	Potential SS Solution
Ability to attract and retain staff	Due to their remoteness and high cost of housing, attracting high quality staff is a significant issue for both towns.	Communities could conduct workforce / succession planning jointly to explore consolidation or sharing opportunities, especially where key retirements or staff departures occur
Ability to address seasonal fluctuations in workload and staffing needs	Both communities experience similar peaks and valleys in workload, with a much higher demand for services in the summer time. It is unlikely that either will have excess capacity.	Communities may want to enter into a joint contract for seasonal or temporary staff to support busy seasons.
Ability to share expensive and infrequently used equipment	Provincetown has a hot box for pothole patching and smaller paving projects, which Truro does not have.	Potential sharing of hot box.

Issue	Discussion	Potential SS Solution
Ability to share staff for infrequently used services, or during times of vacancy	<p>Neither town possesses internal engineering or survey capabilities. Sharing the cost of these resources could justify the creation of an engineering function.</p> <p>Harbormasters and Shellfish Warden are periodically absent for vacation, sick, etc.. During these instances, management staff could fill in for these short term vacancies.</p>	<p>Shared engineering and/or survey capabilities.</p> <p>Potential for Truro and Provincetown Harbormasters to fill in during short term vacancies. Both Harbormasters are familiar with the other's operations, with the Truro Harbormaster having served as the P'town Harbormaster and Shellfish Warden in prior years.</p>
Ability to coordinate and plan for services that are regional rather than town specific	<p>Registration for youth soccer, basketball and softball sometimes falls short of sufficient numbers to assemble teams.</p> <p>Each town provides recreational services not provided by the other. For example, Provincetown provides Modern Dance, Stretching/Fitness and Weight Training, which Truro does not provide. Conversely, Truro provides a Walking Club, Golf, Zumba and Cheerleading, which Provincetown does not provide.</p>	<p>There is the potential to consolidate registration between Truro, Provincetown and Wellfleet.</p> <p>Greater participation could be achieved through the provision of certain services, some of which are very popular in one town, to residents of the other.</p>

Issue	Discussion	Potential SS Solution
Ability to share software solutions	<p>Truro utilizes an on-line registration capability for its programs, whereas Provincetown relies upon manual registration.</p> <p>Provincetown has invested significant time and money in implementing software that allows on-line applications and tracking for most licenses and permits.</p>	<p>Potential sharing of software to facilitate program registration, participant profiles, program sharing, and others.</p> <p>Adoption of Provincetown's licensing and permitting solution, coupled with an effort to align processes and requirements, could create a framework for expanded sharing in a variety of functions (health, licensing, conservation, building).</p> <p>For software systems currently in use by both towns (e.g., Munis for finance), potential to work together on system upgrades and adoption of new modules to achieve economies of scale.</p> <p>When new software systems are under consideration, towns should work together to explore options for joint procurement and support.</p>
Ability to capitalize on contractual economies of scale.	<p>Although both towns possess internal facilities maintenance capabilities for more routine and less complex repairs, both contract for more complex electrical, mechanical and plumbing repairs to facilities, and each utilizes a different set of contractors for these services.</p>	<p>There is the potential for both towns to contract for facilities maintenance services. Some contractors are located many miles away, and wait till certain maintenance and repair needs accumulate to a point that makes economic sense before they travel to the outer Cape locations. With the combination of Truro and Provincetown's (and potentially others') maintenance needs, costs could be reduced and/or response times could be shortened.</p>

Issue	Discussion	Potential SS Solution
Ability to maximize grants	Both towns currently pursue dredging and environmental grants independently.	By collaboratively submitting grant applications, a greater amount of beach nourishment could be accomplished by supplementing the current County dredging that each town receives.
Ability to maximize training opportunities	Both towns currently conduct training independently. Conservation and Health training programs are provided by a third party and utilized by both municipalities.	There are opportunities to conduct joint training sessions in Harbormaster operations for specialized and routine certification training, such as Boating under the Influence, Spill Response, Marine Theft, Marine Medical Emergencies, etc.

Principal conclusions arising from the discussion presented in this discussion of the potential applicability of shared services, include the following:

- As staffing vacancies occur, Provincetown and Truro should consider new service delivery options that involve shared staff or potential joint service provision on a formal or informal basis. The communities should explore joint services in *anticipation* of staffing vacancies, so that these do not continue to present a crisis each time one occurs.
- The Towns should focus specifically on building channels of communication and joint planning for administrative ‘back office’ functions and coordinate major projects related to IT (systems procurement or expansion), workforce planning, benefits administration, finance, and purchasing.
- Efforts to align processes and jointly procure and implement software across both town governments would set the stage for expanded service sharing in the future.
- Public safety mutual aid could be expanded to include ‘automatic aid’ so that closest units respond to a call, not an initial response based on jurisdictional boundaries or a separate request for assistance.
- The need for specialized resources will grow in the future. Because the two Towns

will still be small in the future, these resources may not be fully utilized on an individual agency basis. Candidates for shared functionality through an inter-local agreement include investigations, forensics, administrative and prevention staff.

- Specific consideration should be given to merging emergency communications (i.e., dispatch). Stand-alone dispatching on small towns is rarely efficient or cost effective.
- Training is more critical in public safety today than ever. Access to training is increased when the cost or other resources are shared among jurisdictions. More than other shared service opportunities, this is a wider opportunity than just for Truro and Provincetown.
- Trained and experienced library staff are scarce. In spite of this, many libraries today are providing services through trained paraprofessionals. The two libraries could share professional staff through an inter-local agreement. This would also have the effect of improving programs and service delivery between the two Towns based on the successes and needs of each other.
- The Public Works Departments in the two Towns provide many similar services, however there are certain pieces of specialized equipment, such as the striping machine that could be shared, and thus could avoid the purchase of the equipment by the other town.
- Neither Public Works Department has internal engineering capabilities. Although there are few major capital projects in either town, there are smaller design projects that could be provided internally. Further, a shared engineering position could be utilized to coordinate with contract engineers. (Provincetown recently approved a new engineer position. This may present an opportunity for sharing if Truro could utilize the same staff person for similar engineering needs.)
- Each Public Works Department contracts for facilities maintenance services independently of the other. Through a more coordinated effort, could economies be realized, and response times improved?
- There are certain gaps in recreational services provided by the two Towns that could be filled through a coordinated approach. Each Town provides popular recreational services that are not provided by the other, and marketing these services to the other Town could maximize participation levels.
- The two Towns' Harbormasters have annual required training that could be coordinated through greater collaboration.

Longer term, the Towns could align their technologies into more shared platforms –

examples include finance, human resources, public safety and permitting. The Towns could also consider the more intractable changes associated with consolidation on a functional basis or at a departmental level.

Many of these opportunities exist not just between Truro and Provincetown but among other communities on Cape Cod as well.

The specific opportunities which should be explored in this study are presented in the next Chapter of this report.

5 Short Term Shared Service Opportunities

The subsequent two chapters outline specific actions the towns should consider in moving towards a shared services model. This chapter outlines short term action items; the subsequent chapter describes items to be undertaken in the longer term.

As described in the proposal provided by Matrix Consulting Group for this project, not all areas will be covered with an equal level of detail. This chapter identifies one item for immediate implementation (Assessor), and include details regarding new and projected budgets, staffing, and implementation. It then identifies other actions to be taken within the next year

The recommended actions in this chapter are designed to take advantage of current opportunities to share services and to set the stage for future, potentially more extensive service sharing opportunities.

It will lay out opportunities in the following areas:

- A. Management and Leadership
- B. Administrative and Finance Functions (Human Resources, IT, Finance, Assessor, etc.)
- C. Building, Permitting, Licensing, and Inspections Functions
- D. Harbormaster
- E. Fire
- F. Police
- G. Public Libraries
- H. Public Works
- I. Recreation

All of these opportunities are subject to public acceptance – existing efforts may suffice. The short term changes recommended in this report may be sufficient for the towns once implemented. The needs of the towns and the impacts of change will be dynamic – what is not acceptable now may be in the future.

A. Management

While a service sharing model may be effective in addressing challenges faced by both Truro and Provincetown, it will take leadership and foresight by management in both communities to make the necessary changes happen.

Action 1: Establish a Joint Committee to Identify, Help Implement, and Oversee Service Sharing Initiatives

Managers in both communities should convene a joint committee responsible for service sharing. The committee would develop a work plan of short and long-term projects based on the findings of this report, to be amended as needed based on new findings. The committee should meet monthly and report quarterly on activities.

The committee should include department directors from both communities to build relationships, help each community's department understand the others' service delivery model, and set the stage for future shared purchasing, shared use of equipment, shared staffing arrangements, or consolidations (where warranted).

The committee should meet at least quarterly. Smaller subcommittees representing specific functional areas (e.g., licensing and permitting; administration) should be developed and report back to the larger committee on a regular basis.

B. Administrative and Finance

Administrative and Finance functions can be strong candidates for shared services as they are less likely to result in public resistance or concerns about service degradation. Concerns about maintaining each town's unique character and protecting service levels, frequent reasons for opposition to service sharing, are less common when towns are sharing less visible functions related to administration.

In addition, alignment in these functions sets the stage for more service sharing in the future. For example:

- Implementing the same software systems simplifies the prospect of the departments using that system to join forces in the future.
- Aligning job classifications, compensations systems, and job descriptions can reduce consultant costs in the short term but also simplifies.

As a requirement in the scope of work for this project, the project team was to identify one high priority and immediate opportunity for enhanced shared services and provide a plan to implement that opportunity. The first 'Action Item', below, provides our analysis of that opportunity.

Action 1: Establish a Combined Assessor Office as a Case Study

During the term of this study, the Truro's Principal Assessor retired from the town, providing both a challenge and an opportunity for the community. The town anticipates difficulty finding a qualified replacement, for the reasons laid out in Chapter 4.

Sharing Assessor functions would not significantly reduce the workload of either department, but it would eliminate the need to have two certified Assessors on the outer Cape, provide some economies of scale, and ensure that both Truro and Provincetown are providing consistent, high quality services. Aligning processes would eliminate duplication of effort across the two towns, while providing an opportunity to update operations and ensure that they are consistent with best practices. Employees would also be able to provide backup across jurisdictions.

Implementing a shared Assessor service also provides an opportunity to test and work through legal, logistical, and political issues associated with providing a service regionally. If successful, it will demonstrate that the towns can share resources in a way that acts as a model for more complex municipal operations in the future.

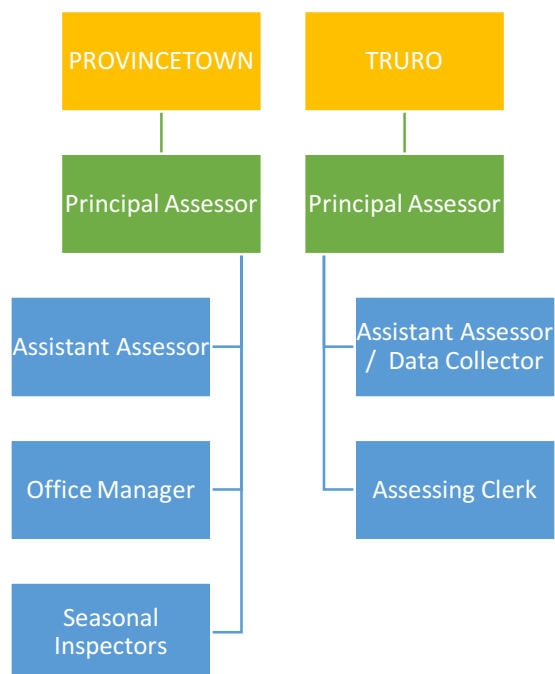
1.1 Overview of Current Operations

The operations, staffing and workload for the two communities' assessor offices are relatively similar.

Staffing

Provincetown has a Principal Assessor, Assistant Assessor, and an Office Manager. In addition, the town has hourly staff conducting seasonal inspections. (they budget 426 hours for inspections at \$19.19 per hour).

Truro has a Principal Assessor, Assistant Assessor / Data Collector, and an Assessing Clerk (4 days per week). Truro's Assistant Assessor / Data Collector conducts inspections and updates assessor data based on information related to building permits.



Current Staffing	
Provincetown	Truro
1 Principal Assessor 1 Assistant Assessor 1 Office Manager Part-time property inspection services (426 hours / year)	1 Principal Assessor (vacant) 1 Assistant Assessor / Data Collector 1 Assessing Clerk (4 days/week)

Budget

Provincetown's total budget includes \$195,373 for personnel and \$59,295 for services and equipment, primarily for revaluation services. Truro's budget is \$163,526 for personnel, and \$24,940 for services and equipment.

Budget			
Provincetown		Truro	
Personnel	\$195,373 (includes seasonal inspections staff)	Personnel	\$163,526
Services and Equipment	\$59,285	Services and Equipment	\$24,940

Operations

Both towns have a Board of Assessment that meets (approximately) monthly, staffed by the Principal Assessor. The Board of Assessment sets policies and approves

exemptions, abatements, and referrals. In Provincetown, the Principal Assessor serves as a member of the Board.

Both Provincetown and Truro have a residential exemption program. (Truro's was put in place one year ago). Provincetown also has an Affordable Housing exemption.

By state law, all properties on the assessor's database are to be reviewed on a ten year cycle. Provincetown's goal is to inspect all properties on a 7 year cycle, while Truro does so on a 9 year cycle. In Truro, the Assistant Assessor does this work. Provincetown hires temporary seasonal staff to conduct the site visits, but has requested .5 FTE for this fiscal year in order to ensure more stability and consistency in the site visit work.

Both towns provide abutter's lists and other information for planning and zoning applications. Provincetown also provides "scale calculations" to determine whether a proposed project is in line with the scale of the neighborhood.

Both towns use PKS Assessing for their revaluations and assessor database.

Operations			
Provincetown		Truro	
Property Records	4,521	Property Records	3,432
Total Assessed Value	2,816,159,640	Total Assessed Value	2,140,560,400
Property Bills	7,280	3,901	
Motor Vehicle and Boat Bills	4,424	3,475	

1.2 Proposed Services Model

While it is not uncommon elsewhere in the country to fully regionalize assessor functions (typically, having a single county office conduct assessments and valuations for multiple cities and towns), creating a fully merged entity would require significant legal and institutional changes, including transitioning authority from the current Boards of Assessment to a new entity.

Following the recommended approach of making incremental changes that require and building on existing institutions, it is instead recommended that the two towns share staff while maintaining the current Boards and offices in both locations.

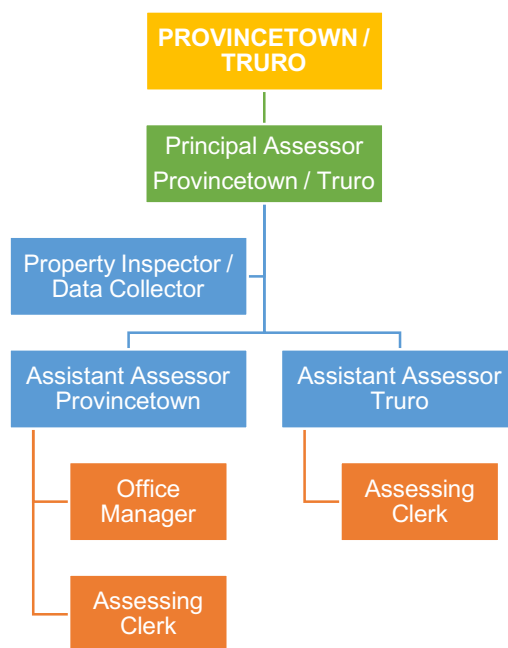
Under this proposed model, a single Principal Assessor would oversee the Assessor operations of both offices. Both offices would have additional capacity through some additional staffing. A single Property Inspector would be in charge of property assessment duties for both communities, replacing the part time inspectors in Provincetown and removing the site visit responsibilities of the current Assistant. This individual would also be available for additional support to the Principal Assessor on property valuations. In Provincetown, an Assessing Clerk would be added to deal with the town's high volume

of walk-in customers and citizen requests.

Over time, some work in the two towns could be more closely coordinated and potentially assigned to one administrative staff member. This includes work involved in obtaining assessment information on boats, as well as preparing and sending out correspondence to town residents and businesses related to Assessor activities.

Organizational Framework

The organizational chart below shows a proposed organization for combined function.



Staffing

The table below lays out the current staffing in both communities and the proposed staff once the two entities are combined. As envisioned, the Principal Assessor would have oversight responsibly over both communities; however, this person would also have additional staff to whom some work can be delegated. In addition, where feasible, some functions that are undertaken in both communities could be combined, such as data collection and reporting.

Current Provincetown	Current Truro	Proposed Combined
1 Principal Assessor 1 Assistant Assessor 1 Office Manager Part Time Property Inspectors (426 hours)	1 Principal Assessor 1 Assistant Assessor / Data Collector 1 Assessing Clerk (4 days/week)	1 Principal Assessor 2 Assistant Assessors 1 Property Inspector / Data Collector 1 Office Manager 2 Assessing Clerks

The below chart illustrates the roles of each staff person under the envisioned shared

assessor function.

Personnel – Shared Assessor Function	
Principal Assessor	<ul style="list-style-type: none"> Staff both Boards of Assessment Oversee both Assessor Offices Job duties divided: 3/5 Provincetown 2/5 Truro
Property Inspector / Data Collector	New Position <ul style="list-style-type: none"> Conducts property inspections for both communities. Take over work done by seasonal staff in Provincetown Take over site visit work done by Truro's Assistant Assessor
Assistant Assessor Provincetown	No Change in Duties
Assistant Assessor Truro	<ul style="list-style-type: none"> Current site visit responsibilities would be transferred to joint Property Inspector / Data Collector, providing more time for Assessor activities.
Office Manager Provincetown	No change in duties.
Assessing Clerk Provincetown	New Position <ul style="list-style-type: none"> Provide additional office support to Provincetown, which has a high volume of walk-in traffic.
Assessing Clerk Truro	No change in duties

Budget

The tables below illustrate the current personnel budgets for both town, and then a proposed combined personnel budget assuming the new organizational structure. Note that this estimates an average cost of benefits at \$20,000 per year per employee.

Provincetown		Truro		Total
Principal Assessor	73,010	Principal Assessor	82,565	
Assistant Assessor	55,743	Assistant Assessor	47,338	
Office Manager	52,587	Assessor Clerk	38,471	
Seasonal Inspector	8,013	Benefits (est)	60,000	
Benefits (est.)	60,000			
	\$ 249,353		\$ 228,374	\$ 477,727

Proposed budget:

	How Funded	Salary	Benefits	Cost to Provincetown	Cost to Truro
Principal Assessor (shared)	Salary paid by Provincetown; Truro reimburses 2/5 salary and 2/5 benefits.	80,000	20,000	60,000	40,000
Assistant Assessor (Provincetown)	Provincetown	55,743	20,000	75,743	
Assistant Assessor (Truro)	Truro	47,338	20,000		67,338
Property Inspector	Salary paid by Provincetown; Truro reimburses 2/5 salary and 2/5 benefits.	25,000	20,000	27,000	18,000
Office Manager	Provincetown	52,587	20,000	72,587	
Assessor Clerk Truro	Truro	38,471	20,000		58,471
Assessor Clerk Provincetown	Provincetown	38,000	20,000	58,000	
TOTAL					477,139

The combined entity will have approximately the same costs as the existing two entities, but will have the benefit of a full time property inspector to be shared by the communities and an additional full time clerk in the Provincetown office.

1.3 Implementation

Changes in job duties and remuneration would need to be negotiated with employees. Key items to be negotiated include:

- Salary and scope of work for the principal assessor
- Reporting relationships and oversight
- Changes in scope of duty

It is recommended that Truro compensate the Provincetown for 2/5 of the fully loaded (benefitted) costs for the Principal Assessor and Property Inspector.

Upon agreement regarding the specific design and scope of the arrangement, the towns should develop an Inter-municipal Agreement covering the organization, roles and responsibilities, financial arrangements, and performance expectations.

Action 2: Align IT Functions Between Truro and Provincetown

Any future service sharing between Truro and Provincetown would be facilitated if the two communities are using the same software systems, configured in the same way. In addition, for future IT purchases, joint procurement can reduce costs and simplify system implementation. Therefore, it is recommended that the two communities act now to begin

to align software systems in ways that could to reduce costs, enhance services, simplify implementation, and set the stage for additional service sharing.

The towns should conduct a joint IT strategic planning exercise in which they develop a complete inventory of current systems used and identify and prioritize future systems, with a goal of developing systems jointly or in parallel where possible. The strategic plan would include a comprehensive analysis of individual departmental and technology needs and develop a roadmap to meeting these needs.

The technology plan should focus on seeking systems that have wide application across departments where possible and should incorporate the following principles:

- **Standardization** – Standardize IT solutions across both governments where feasible to decrease costs and improve information sharing. For example the towns may seek to develop a single document management/workflow solution and implement it across departments.
- **Business Process Support** – Ensure that the technology deployments include an examination of business processes and align these in both communities to the greatest degree possible.
- **Innovation and Flexibility** – Systems should allow new functionality to be added quickly as new needs are identified.

Cohesion between the two communities' IT systems would be further increased if they could identify a single IT support provider to provide IT services on a contracted basis to Truro and potentially other communities. Options for this are discussed in more detail in the subsequent chapter.

Action 3: Implement Joint Workforce Planning and Hiring Programs

With both communities facing similar challenges in hiring and retaining qualified staff, long-term workforce planning including succession planning will be critical.

As staffing vacancies occur, Provincetown and Truro should consider new service delivery options that involve shared staff or potential joint service provision on a formal or informal basis.

The two towns should undertake a joint succession planning effort that identifies key positions in each town and provides one or more roadmaps to ensuring continuity if personnel in these positions resign or retire. Successful succession planning includes the following:

- Identify key positions within each organization

- Create a formal plan for succession by developing roadmaps to ensuring these positions are staffed effectively. Planning should include considering a wide range of options when turnover occurs, including a range of shared services approaches, from sharing staff for specific tasks to combining functions.
- Protect institutional knowledge in each organization by ensuring that departments maintain clear written policies and procedures, especially for key positions.
- Develop leadership skills within the town departments so that existing staff may be able to take over key positions or an expanded role supporting both communities.
- Look at non-traditional hiring strategies, such as part-time work, job-sharing, flexible schedules and flexible-place arrangements to retain and attract quality employees while ensuring town needs are met.

In addition, towns should join forces in hiring when vacancies occur, keeping in mind the potential that new employees could be shared between the two communities.

Action 4: Review Job Descriptions, Compensation and Benefits in Both Communities

Regionalization approaches will be more successful if the two communities are aligned in compensation and job descriptions, where relevant. As a starting point for this work, the towns should conduct a review of current job descriptions (both in terms of the content and format), compensation schedules, and benefits plans in both towns to gain a better understanding of what would be involved.

Action 5. Expand Joint Purchasing

Both communities currently take advantage of regional purchasing offered by the county. However, for goods and services not purchased through the Barnstable County Purchasing, the towns do not typically coordinate, issue joint RFPs or seek to determine whether the other town may be in the market for the same item or service. The towns should implement a formal process of consultation before issuing an RFP or bid and act jointly where possible and feasible.

C. Building, Permitting, Licensing, and Inspections Functions

A primary function in both Truro and Provincetown is the review, approval, and issuance of permits and licenses for a broad array of activities, as well as both routine or seasonal inspections and inspections associated with specific construction projects.

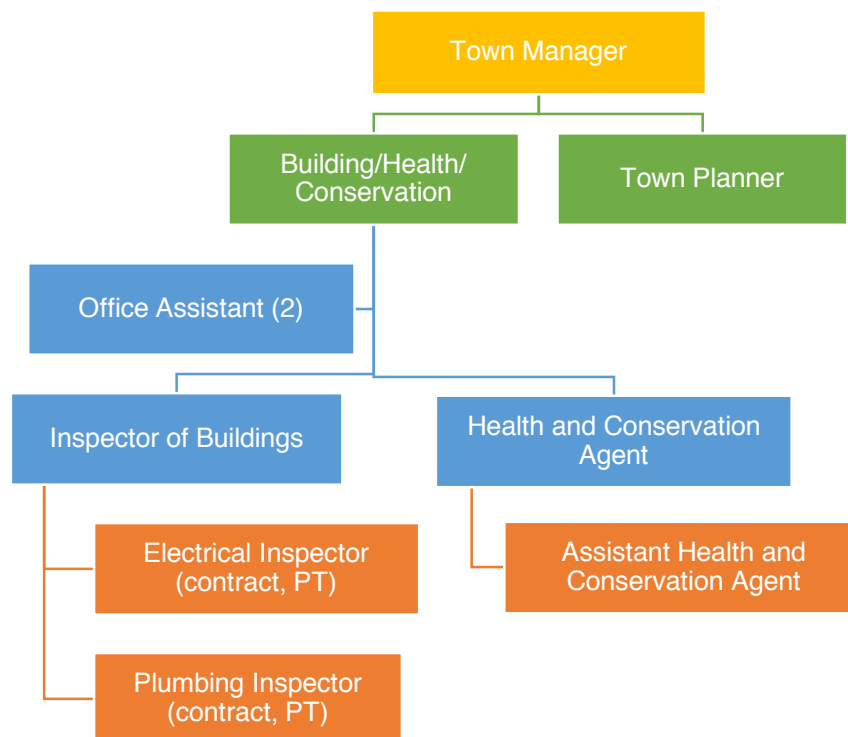
These functions include, but are not limited to:

- Health (including septic system review and approval as well as licensing and inspecting a broad range of establishments including restaurants)
- Conservation licensing and inspections
- Building permits and inspections (including electrical, mechanical, and plumbing)
- Other licenses (entertainment, liquor, lodging, taxi and pedicab, etc.)
- Rental registration and inspections
- Planning and zoning review and approval

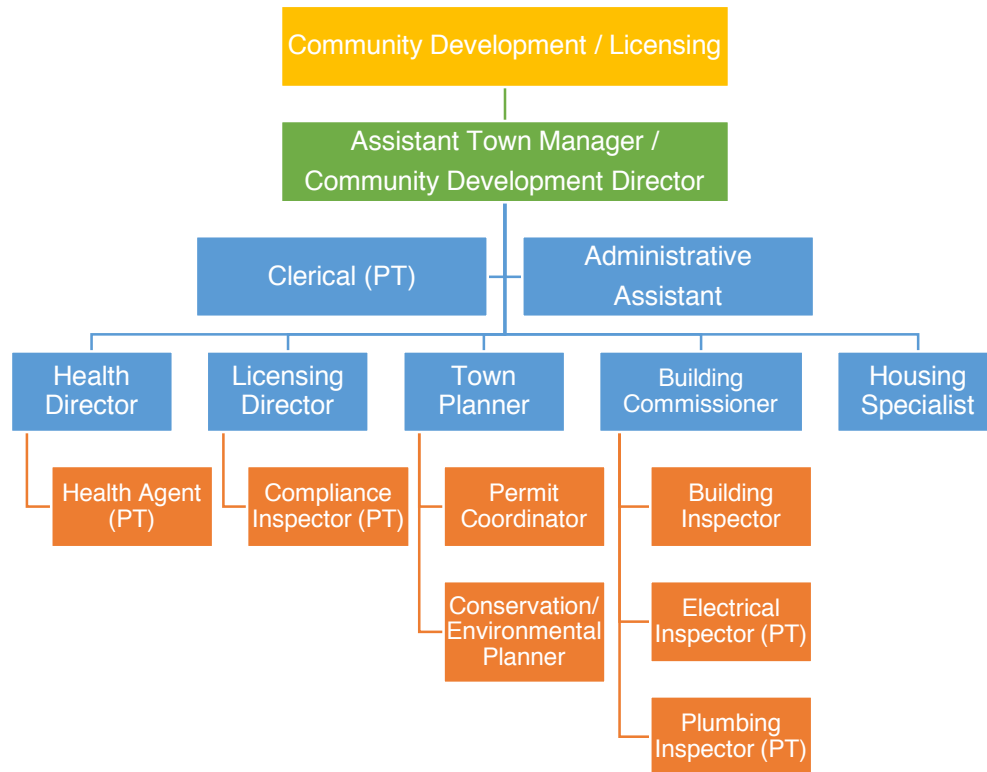
While permitting and licensing functions tend to be complex, they are also an area where efficiency, good customer service, and transparency are seen as indicators of well-run governments with direct benefits to constituents.

As illustrated below, there are considerable differences in staffing and organization of these functions in the two communities.

Truro's Permitting and Licensing Functions



Provincetown's Permitting and Licensing Functions



Key differences in the communities include:

- Provincetown has a licensing board for common victualler, alcohol, special event, taxi, and pedicab licenses; in Truro these are approved by the Board of Selectman
- Truro has staff who are cross trained to support both the Conservation Commission and Board of Health; in Provincetown these roles are more institutionally separated.
- Truro's Planning function reports directly to the Manager; in Provincetown this is a division of a larger Community Development group

The two communities already cooperate in a number of these areas, as outlined earlier in Chapter 3, especially through the Cape Cod Commission and through the Barnstable County Department of Health.

Review of these functions indicates that there could be significant additional benefits to more extensive service sharing in the future, but that to be successful work needs to be done up front.

The best candidates for additional service sharing involve common requirements,

standards, and processes across the two communities, such as health and building permit requirements which are set by the state.

Other areas, such as planning, are extremely community-specific and therefore not good candidates for true regionalization. (That said, even planning functions benefit from some level of coordination, especially in conducting studies or when hiring consultants and technical experts who may be needed by both entities.)

This section recommends some interim steps that should be taken that will provide immediate benefits to the communities, but that can also set the stage for more formal cooperation in the future.

Action 1. Duplicate Provincetown's Licensing, Permitting, and Inspections Software in Truro

Two years ago, Provincetown purchased Accela community development software to track and manage permit reviews and approvals, inspections, licensing, and renewals. This was part of a regional initiative managed by the Cape Cod Commission and supported by over \$650,000 in state grants.

Provincetown has invested a significant amount of time and effort in configuring the software, including establishing an internet front end that allows users to apply for permits and licenses electronically, including uploading required attachments and checking the status of applications. It has been implemented across functions, including for planning applications, building permits, health permits and licenses, conservation, and for inspections from all agencies.

Truro can benefit from the groundwork laid by Provincetown and bring the two communities into alignment in terms of processes, by adopting the software *as configured by Provincetown*, only making changes in areas where there are differences that cannot be aligned (e.g., fee schedules).

The Cape Cod Commission staff have indicated that this can be done, and that their staff will provide pro bono assistance to Truro in the configuration process. Of additional benefit would be if the Provincetown IT staff who were heavily involved in configuration could also assist under an IT service agreement.

The cost for Truro to implement the software is estimated by the Cape Cod Commission at \$30,000, which could be subsidized through the state DLTA service sharing program. Additional costs for the vendor are a \$2,000 per user licensing cost.

The advantages of a shared platform are clear even if the towns decide that Accela is not the desired system.

Action 2. Establish a Planning Committee to examine creating a Regional Health District, Potentially to include Wellfleet and other communities.

Health department functions, especially the associated licensing and inspections functions, have a record of successful regionalization in Massachusetts and elsewhere. Most requirements are established by the state, and larger organizations have the benefit of being able to offer a broader array of services and specialties than smaller ones. While there are a number of successful models for shared services in health, this function is especially well suited to a comprehensive district model.

Our review of Truro and Provincetown health departments indicated that there is internal support to look at full regionalization (i.e., the creation of a separate health district), and a strong track record of cooperation and coordination thanks to the joint training and support offered by the Barnstable County Health Department.

The communities should form a working group, and then reach out for grant funding and technical assistance to conduct the feasibility study and planning for what this would look like. Sources of funding and/or technical assistance include:

- The Boston University School of Public Health Massachusetts Regionalization Project – <http://www.bu.edu/regionalization/>
- The Center for Sharing Public Health Services – <http://phsharing.org/>
- The Massachusetts Department of Public Health
<http://www.mass.gov/eohhs/gov/departments/dph/programs/admin/comm-office/shared-services-and-regionalization.html>

D. Harbormaster

The two towns' Harbormasters facilitate the operations of their respective harbors and mooring fields, and enforce all applicable regulations. In addition, in Provincetown the Harbormaster also monitors the incoming ferries, kiosk operations on the pier, and all commercial fishing. Provincetown employs a Harbormaster, a Shellfish Constable and between three (3) and twelve (12) Assistant Harbormasters depending upon the season. Truro employs a Harbormaster who also serves as the Shellfish Constable, and three (3) Assistant Harbormasters.

The Shellfish Constables serve as liaisons between their respective towns and the State in ensuring the sustainable population of shellfish in their river and harbors, and the permitting of aquaculture.

There are opportunities for greater levels of shared services between the two Harbormaster Departments, both in the short and long term.

Action 1: Provide coverage for Harbormasters during absences

From time to time, the Harbormasters in each town are absent due to illness, vacation, or other reason. During these occasions, the Harbormaster in each town should be utilized to fill in for the other. As the current Truro Harbormaster previously served as the Harbormaster and the Shellfish Warden in Provincetown, the incumbent is uniquely suited to serve in this fill-incapacity.

In order to ensure adequate coverage, it is recommended that the two Harbormasters coordinate their planned absences, and communicate these to the respective staffs.

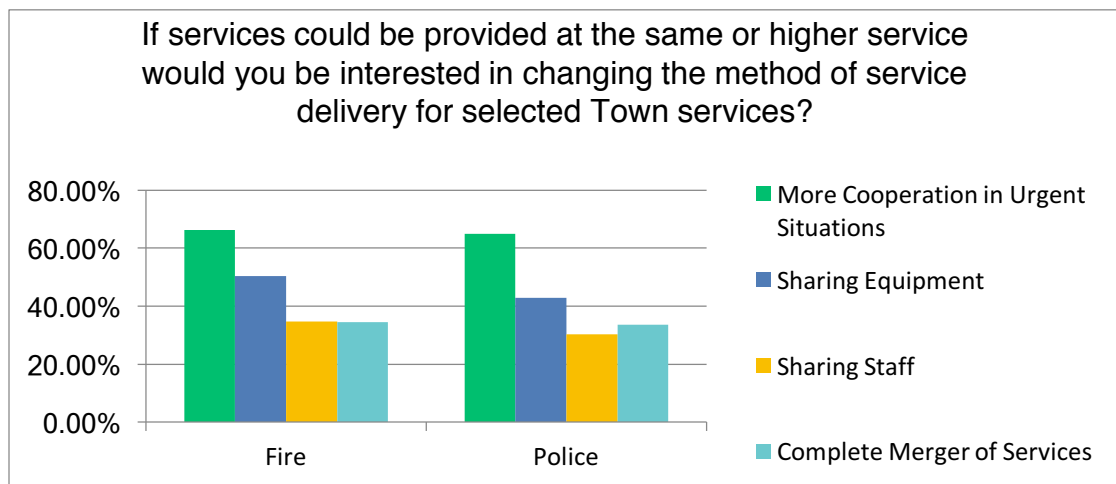
Action 2: Conduct joint training operations

Although the characteristics and sizes of the two town's harbor operations differ in many respects, they both require training to ensure that skills are maintained, and that staff remain familiar with equipment, and even with each other.

The project team recommends that the two towns conduct joint training exercises such as Boating under the Influence, Spill Response, Marine Theft, Marine Medical Emergencies, and others.

E. Public Safety

As the summary in a previous chapter of this report showed, current shared services in police and fire functions in the two Towns (and on the Cape generally) is already high. However, among staff (including public safety staff) and the communities, support for additional shared services is high.



The responses of Truro and Provincetown were similar in this regard:

- Greater cooperation through sharing of equipment and staff were selected in each

of the two towns, as follows:

- Truro: Fire and Police Services were both 88%.
- Provincetown: Fire and Police Services were both 61%.
- Complete consolidation of public safety services was not a majority opinion in either town:
 - Truro: Fire and Police Services were both 22%
 - Provincetown: Fire and Police Services were both 39%

Because both police and fire have functioned in an fairly extensive shared services environment for a number of years, and with common public safety interests, their opportunities are similar. The principal areas of short term shared service opportunities revolve around improving existing regional interests, including:

- Response
- Specialized equipment resources
- Specialized staff resources

The Action Items described below provide the project team's assessment of common public safety opportunities while identifying individual opportunities for each public safety service.

Action 1: Create an automatic aid system to strengthen the current mutual aid system for both Police and Fire Departments

The Cape (and the Commonwealth) has in the past 20 years developed a comprehensive mutual aid plan for response and for specialized resources. Fire agencies on the Cape and Truro and Provincetown specifically should be complimented on this, especially since Provincetown is a largely volunteer agency.

Similarly, law enforcement mutual aid plans exist for emergency response and for specialized units. The computer aided dispatch systems in the two Towns have recorded these cross agency responses in the 2016 data base provided to the project team:

- Provincetown Police responded into Truro on an agency assist 17 times in 2016 and 18 times in 2017.
- Truro Police responded into Provincetown in 13 incidents in 2016 and 8 times in 2017.

There were many other cross border assists relating to non-emergency responses. The responses exclude events recorded in the database such as fire assists and task forces.

Cross border cooperation is facilitated between the two through radio inter-operability and the sharing of the same computer dispatch systems. The fact that police officers have proprietary jurisdiction in the Outer Cape also facilitates operational cooperation in the area.

The two Towns' police and fire forces are not over-committed sufficiently be more involved in cross-town response. Community generated calls for service (not including other workloads and police officer initiated events) totals are:

- Truro Police handled community generated workloads total 2,480 per year (about 8 per day and not including officer initiated events). The first chart, which follow this page, shows when these call occur by time of day and day of week; the second chart shows the most common types of calls also by time of day.
- Provincetown Police handled community generated workloads total an almost identical 2,450 per year (about 8 per day and not including officer initiated events). The third and fourth charts show comparable data to Truro.
- Truro Fire – 829 total incidents in 2016 (2.3 per day).
- Provincetown Fire – approximately 170 fire calls for service per year (0.47 calls / day) and 1,070 EMS calls in 2016 (2.9 per day).

The two Towns should explore the expansion of response cooperation through 'automatic' aid in which the closest unit responds to an incident regardless of jurisdiction. Given that even a short amount of time elapsing between the original tone out of an initial fire unit or the dispatch of an initial police unit and the request for mutual aid unit could result in negative consequences, a more automatic response based on location has advantages.

For the fire and emergency medical services this would require developing a GIS assessment of the response requirements for the regional in both dispatch centers. This is not an extensive analysis to implement this.

The dispatch units of the two towns are without the locational data of the other town's police units. As a result, a general dispatch would need to be made with coordination of each agency to effect a response authorized by an on duty first line supervisor.

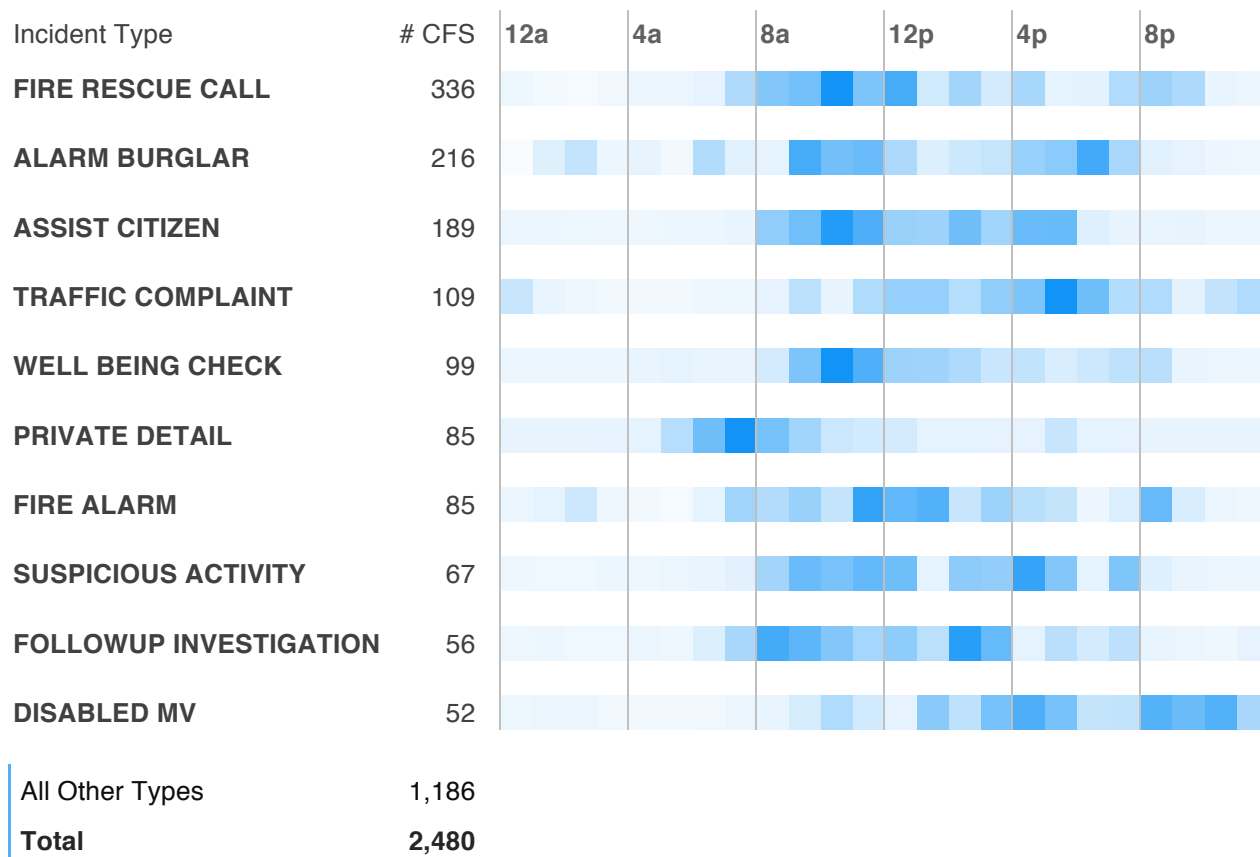
Implementation of automatic aid, which is common elsewhere in the country would result in enhanced service to the two communities at little cost.

Truro Police Calls for Service by Hour and Weekday

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
12am	9	3	3	3	7	1	4	30
1am	6	2	2	5	2	7	7	31
2am	5	5	4	3	4	2	4	27
3am	1	5	5	4	1	0	3	19
4am	3	7	5	2	4	3	4	28
5am	4	4	5	5	5	2	5	30
6am	13	13	5	9	12	9	5	66
7am	12	31	39	27	31	27	16	183
8am	11	25	34	21	31	21	16	159
9am	20	22	29	40	34	28	21	194
10am	36	31	32	30	49	31	23	232
11am	23	31	23	39	24	30	27	197
12pm	22	23	34	23	26	18	17	163
1pm	20	14	22	20	25	17	24	142
2pm	17	20	27	19	26	28	23	160
3pm	13	22	15	16	16	19	13	114
4pm	11	24	19	18	29	12	15	128
5pm	18	21	18	19	12	28	25	141
6pm	15	20	10	11	9	14	14	93
7pm	12	12	8	14	17	17	11	91
8pm	15	8	17	17	11	12	9	89
9pm	9	12	13	8	9	9	13	73
10pm	12	3	6	5	7	13	8	54
11pm	11	5	2	4	3	5	6	36
Total	318	363	377	362	394	353	313	2,480

Truro Police Incident Types

(Number of Calls for Service by Hour with Darker Shading Indicating More Calls in That Period)

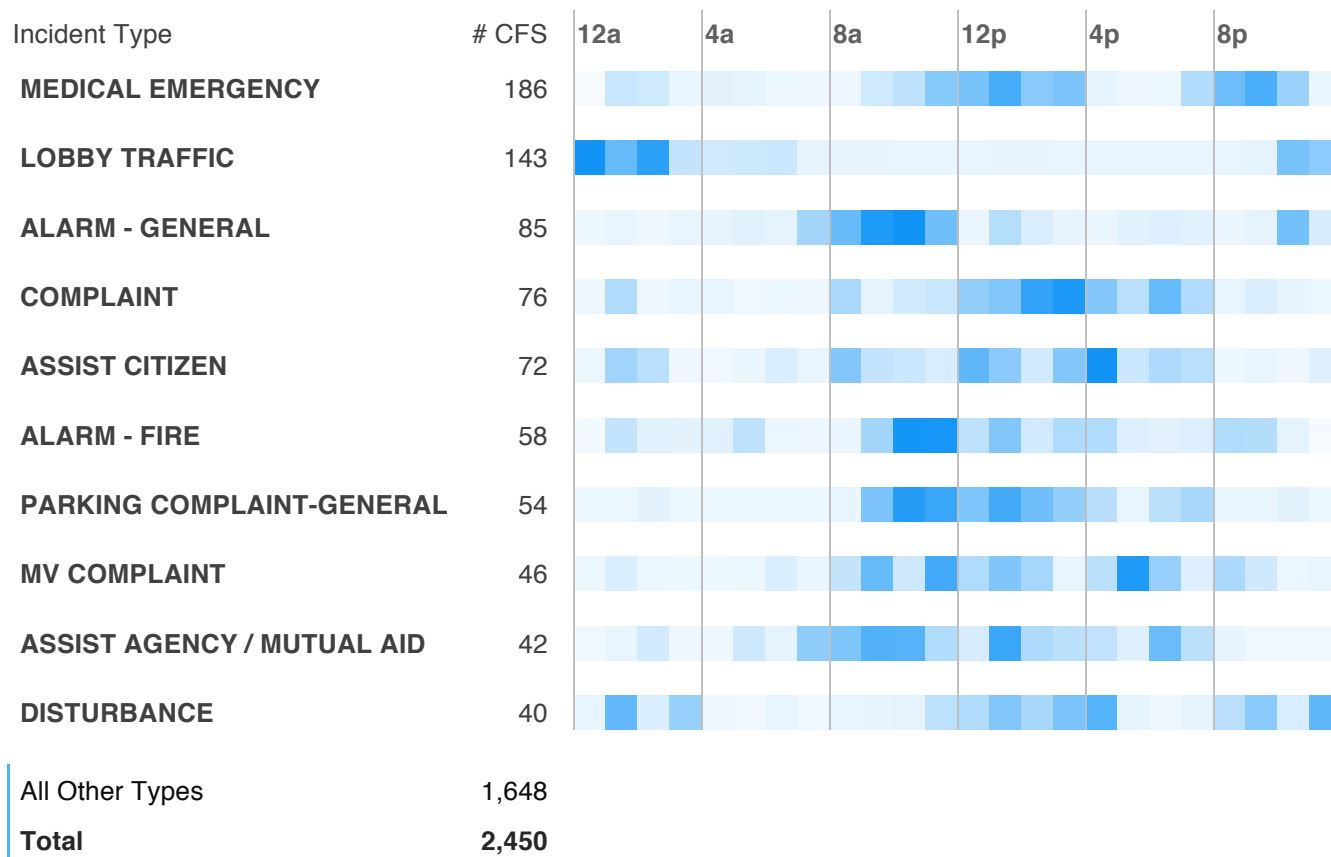


Provincetown Police Calls for Service by Hour and Weekday

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
12am	2	7	7	5	8	8	5	42
1am	27	14	8	7	11	13	7	87
2am	21	7	2	11	7	6	13	67
3am	12	3	3	4	4	5	1	32
4am	7	4	1	3	7	4	10	36
5am	5	3	16	6	5	3	5	43
6am	8	8	6	7	5	10	5	49
7am	11	10	13	5	13	14	7	73
8am	14	26	10	21	25	10	14	120
9am	11	23	27	25	22	17	23	148
10am	28	29	28	23	19	23	29	179
11am	21	20	19	31	23	23	23	160
12pm	25	24	27	21	20	28	21	166
1pm	24	26	33	32	23	23	22	183
2pm	20	24	20	25	26	23	27	165
3pm	26	10	21	17	18	22	22	136
4pm	20	28	25	19	17	18	11	138
5pm	12	18	17	17	25	20	14	123
6pm	15	7	13	15	15	21	13	99
7pm	11	11	9	12	16	22	23	104
8pm	12	7	5	7	14	19	11	75
9pm	11	4	11	6	12	11	16	71
10pm	11	12	8	13	12	12	18	86
11pm	12	8	11	7	8	9	13	68
Total	366	333	340	339	355	364	353	2,450

Provincetown Police Incident Types

(Number of Calls for Service by Hour with Darker Shading Indicating More Calls in That Period)



Action 2: Jointly purchase specialized equipment which is not frequently used or common equipment in a collective purchase.

Building on existing approaches to sharing service capabilities, as well as on the support for expanded sharing of equipment within the communities and among public safety staff, the two Towns should in a more formal way share the acquisition and use of specialized equipment. For certain equipment utilization could be increased through sharing and sharing costs, makes specialized equipment more affordable.

Moreover, combining the purchasing power of both Town's public safety equipment in annual purchases could result in lower costs for certain items.

The table below provides just a few examples of the kinds of opportunities for current and potential future purchases.

Examples of Potential Shared Equipment and Annual Purchases

Specialized Equipment – Police	Specialized Equipment – Fire	Annual Purchases – Police	Annual Purchases – Fire
<ul style="list-style-type: none"> • License plate readers • Public area cameras or drones • Shared computer capabilities (e.g., IA Pro, intelligence, databases, mobile technologies, etc.) • Traffic speed sign boards 	<ul style="list-style-type: none"> • Thermal imaging equipment • Video technologies • Mobile technologies (e.g., in unit access to facility plans) • Incident command systems • Apparatus (e.g., rescue units, EMS, light units) 	<ul style="list-style-type: none"> • Officer personal equipment and uniforms • Patrol unit equipment (e.g., light bars) • Forensics supplies (print kits) • Narcan • Fuel • Maintenance 	<ul style="list-style-type: none"> • Firefighter personal equipment and uniforms • Fire and rescue unit equipment (e.g., light bars) • Hoses and nozzles • Medical supplies • Tools • Fuel • Maintenance

There are two principal advantages to sharing equipment:

- For equipment and other resources not in daily use, it increases their utilization and reduces the unit costs of acquisition.
- For annual purchases of items in frequent use, it reduces the unit costs through greater purchasing power.

The four public safety departments in the two Towns should determine which equipment and other non-personnel resources they could jointly acquire to more cost effectively expand service capabilities and/or reduce unit costs.

Action 3: Develop core competencies centered around existing capabilities and share these capabilities between the two Departments.

Similarly building on existing approaches to sharing service capabilities, and building on the support for sharing of staff within the communities and among public safety staff, the two Towns should explore pooling these resources. Both Towns have personnel with specialized roles that could be more highly utilized in a two-Town approach. Moreover, both Towns currently send public safety personnel to specialized training that could be useful to both communities' public safety efforts.

The table below provides just a few examples of the kinds of opportunities for current and potential future staff sharing opportunities.

Examples of Potential Shared Staff Capabilities

Specialized Training – Police	Specialized Training – Fire	Staff Capabilities – Police	Staff Capabilities – Fire
<ul style="list-style-type: none"> • Crime investigation • Drug recognition expertise • Community and program partnerships • Accident investigations 	<ul style="list-style-type: none"> • Fire investigations • Incident command • Enhancing emergency medical certifications • Pre fire planning and company inspections 	<ul style="list-style-type: none"> • Incident command • Crime investigation • Backgrounds • Traffic enforcement • Internal investigations • Forensics • Crime analysis 	<ul style="list-style-type: none"> • Incident command • Cause and origin • Inspection specialties • Administration and human resources • Apparatus maintenance

The Town's Police and Fire Departments should begin by accomplishing the following:

- Cataloging the skills and special training within their staff. Develop a process of using staff with specialized training to train others in their own and opposite departments.
- Determine which specialized, yet not often utilized, skills and staff resources could be shared between the two communities so that the resources and funds used to obtain these resources are not duplicated.

There are great skills and abilities among staff in Police and Fire in Truro and Provincetown. These skills and abilities could be of greater use on a wide basis.

F. Public Library

Action 1: Share professional and paraprofessional librarians and other staff

Truro and Provincetown both provide a wide range of library services to their residents. Both towns provide similar programs, but there are notable differences, most notably the depth of children's services in Truro and Provincetown is a center of arts and education

(e.g., author presentations and talks) on the outer Cape. These library community advantages are open and available to residents of both Towns as well as are promoted regionally.

As small public libraries, each Town's ability to develop, promote, and improve programs is limited by the number of professional and paraprofessional staff retained to do so. The following table provides a summary of the professional and paraprofessional staff positions in the two Towns dedicated to Libraries.

Unit/Division	Provincetown Positions	#	Truro Positions	#
Administration	Director	1	Director	1
Circulation / Reference	Librarian Assistant Librarian	0.75 9 PT	Librarian Assistant Librarian	0.88 0.50
Children's	Librarian	0	Librarian Assistant Librarian	0.88 0.58
Marketing	Librarian	0	Librarian	0.62
Technical & Member Svcs	Assistant Librarian (vac.)	0		

There is much public support for additional shared services in the two Town's libraries:

- While 82% of Provincetown's residents believe that library services are "Excellent" or "Good", 76% believe that increased sharing of staff and other resources should be pursued.
- While 77% of Truro's residents believe that library services are "Excellent" or "Good", 83% believe that increased sharing of staff and other resources should be pursued.

Shared program staff not only expands opportunities for residents for both towns, but also capitalizes on the experiences gained by the two Towns in providing the service.

It also provides the potential to increase staff hours at a shared cost. This could address the long term sustainability of job offerings in the communities.

The Towns' Public Libraries should evaluate which services it is willing to share staff and program responsibilities, then develop a plan to determine the mix of professional and paraprofessional staff needed to serve both communities. One approach would be for Truro to be responsible for the region's children's services and Provincetown the adult services.

G. Public Works

Both towns have public works departments that maintain streets, and maintain their respective buildings, grounds and equipment. Provincetown collects solid waste and recyclable materials from residences, whereas Truro operates a transfer station where residents drop off solid waste and recyclables. Provincetown treats and supplies water to most areas of both towns, and maintains the distribution system that conveys potable water to residents and businesses. Provincetown provides these services with a staff of 41 management, administrative and field staff, and the Town of Truro provides services with a staff of 11 full time staff, and two (2) seasonal transfer station attendants.

Action 1: Share equipment in order to minimize capital investments of the towns.

Sharing equipment is perhaps one of the more common methods by which public works departments share services and, in fact, the sharing of equipment was mentioned in both the employee survey and community survey responses as being one of the primary ways by which the two towns should approach shared services. Investment in costly specialized equipment that is relatively infrequently used is necessary, but the sharing of the equipment is a way to defray the cost. Sharing equipment that both towns need during emergencies is clearly infeasible, however, sharing equipment that can be scheduled for use by the two towns represents an efficient and cost-effective practice.

The Town of Provincetown possesses a hot box for the patching of paved surfaces. Truro has no such piece of equipment. Although it is not possible to forecast the timing and location of potholes in either town, it is possible to develop lists of these locations, and to schedule the equipment at mutually-agreeable times.

The sharing of equipment between the two towns need not be limited to these particular pieces, and further, it can lead to future shared purchases of equipment that is not feasible to purchase as a single entity. Common pieces of equipment may include catch basin cleaning machinery, bucket trucks for tree trimming, street sweepers, chippers, rollers, and other non-emergency equipment that can be shared between the towns.

Action 2: Jointly contract for certain facilities maintenance services.

Both towns currently employ building maintenance personnel, however these are not skilled technicians capable of making repairs to complex electrical, heating and cooling and plumbing systems. For these services, the two towns call different sets of contractors with whom they have developed separate relationships over a period of years. These contractors, some of whom are located many miles away, will wait until there are enough repairs at one of the towns in order to make the trip cost-effective, unless there is a clear emergency. Combining these contracts between the two towns will incentivize a single contractor to make more frequent trips, and may even result in a lower cost of repairs to both towns.

Action 3: Share the services of a Town Engineer

Currently, both Truro and Provincetown contact separately for any required engineering services they need. The amount of expenditure for these services in the two towns varies, but is likely not great enough to justify the hiring of a Town Engineer, even if the cost for the position were shared between the two towns. However, there are likely engineering services that are not currently procured on contract that would, in fact, add value to both towns if they had access to in-house engineering services. This may include hydraulic modeling, design review, construction inspections, and other services.

The salary of the Town Engineer could be shared evenly, or could be paid on the basis of the level of effort expended on behalf of each of the towns in the previous year. In funding the employees fringe benefits, there may be multiple options. The towns of Hamilton and Wenham jointly fund a Facilities Maintenance Technician who, at the time of hiring, was permitted to choose which of those two towns' benefits plans to accept, and the other town pays half of the total cost of the other plan on behalf of the employee.

The results of the community survey indicated that approximately half of respondents believe that the sharing of staff. The project team recommends that the two towns determine the value of a shared engineer. Further, the position may be made more financially feasible through the involvement of other towns on the Cape.

H. Recreation

Recreational services are strong candidates for sharing, particularly as it results in a broader base of participation, which can enrich the experience of participants, while at the same time, the management and administration of the programs is transparent to them.

There are opportunities for recreational service sharing in the towns of Truro and Provincetown, which include both shared program provision, as well as the sharing of registration systems.

Action 1: Combine certain programmatic offerings between Truro and Provincetown.

Truro and Provincetown both provide recreational programming to their residents through their respective Recreation departments. Both towns provide similar programs, but there are notable differences, such as Truro's provision of yoga, a walking club and Zumba classes, and Provincetown's provision of modern dance, and stretching/fitness classes.

Due to the relatively small populations in each town, some programmatic offerings fail to attract sufficient numbers of participants to make provision of the programs cost-effective. Therefore, one of the primary benefits of shared recreational programs is the enlargement

of the potential base of participants. To some degree, this has occurred in the past, when certain offerings failed to attract sufficient numbers of participants, however this was done on a case-by-case basis. There are also some youth sports that are currently provided jointly, such as soccer, basketball, and softball. Additionally, Truro provides the cheerleading program for both towns.

The provision of joint enrollment on a much broader scale would result in several benefits for both towns, including the following:

- A larger pool of potential participants, which reduces the likelihood of failure to enroll sufficient numbers.
- A lower programmatic cost per participant.
- Expansion of services for both towns' residents. As was noted above, both towns provide some programs that the other does not. Shared programs not only expands these opportunities for both towns, but also capitalizes on the experiences gained by the two towns in providing the service.

The towns' Recreation Directors should convene a committee with representatives from both towns to develop a listing of potential programs that are logical and feasible candidates for sharing. It is also important to determine which town will be responsible for administering each program, and the overall equity of the shared service relationship. It is also important to establish a standing meeting to discuss the shared programs, their successes, and any needs for refinement in service provision.

Action 2: Share registration software between the two Towns.

The Town of Truro utilizes an on-line software system for registering applicants and for assimilating and reporting participation by program. The Town of Provincetown does not possess an on-line system, rather it manually registers applicants for its programs.

The use of an electronic, on-line registration system has several advantages, including the following:

- Retention of demographic information of participants, such as age, address, allergies, parent/guardian, and others. As this information is stored electronically, participants, and Recreation staff, do not need to update it for each program for which they register.
- Facilitation of marketing of programs. For example, those who participate in yoga may also be interested in Zumba classes, and targeted marketing to these potential participants is greatly facilitated by the system.

- Facilitation of calculating cost of programs and services.
- Enhanced ability to report on program participation by program or class.

The two towns should share Truro's registration system, with an appropriate level of cost-sharing of the system, whether this is on a fixed cost basis, or on a pro rata basis dependent on the number of registered participants residing in each of the towns.

6 Longer-Term Shared Service Opportunities

This Chapter describes longer term opportunities that Truro and Provincetown should pursue that could provide significant benefit to the residents of both communities, but that will require time, effort, and political will to implement.

A. Administrative and Finance Functions (Human Resources, IT, Finance, Assessor, etc.)

Over time, the communities should continue efforts to bring back office efforts into alignment, both as ways to facilitate service sharing in operational departments and to improve consistency and reduce costs internally. Below are some action items that the towns should consider.

Action 1: Explore creation of a single IT department serving both towns and both school districts, and potentially other communities

IT departments can benefit from greater economies of scale in the purchase of IT systems, implementation of software, and in providing day to day support to users. There are few political pitfalls to service sharing in IT, and logistical barriers can be addressed by clear, detailed service agreements among all parties.

As mentioned in the previous chapter, one option to explore would be to have Provincetown's IT department act as the IT department for both communities on a contract basis. Provincetown currently plays this role for the town's school district. For this to be successful, the towns would need to put in place

Currently, the County provides some IT support to Truro on a contract basis. Another organizational approach would be to work with the County and explore options for the County to become a de-facto IT department for Cape communities.

The impact of a joint IT department on the communities in terms of staffing, services, and cost depends largely on what approach is implemented. It is likely that the total level of effort devoted to IT in the communities would not change, but that the services provided would be more efficient and consistent over time.

Action 2: Jointly Implement Labor-Saving Software Programs

Many municipalities are finding that newer software systems aimed at improving municipal operations are becoming less expensive to implement and can save workload and improve efficiency. This is particularly the case for systems that are cloud-based and offered as software as a service (SAAS).

While decisions about what systems to purchase should be made within the context of the IT strategic planning process discussed in the previous section, the towns should take a particular look at the following, which should reduce workload over time while simplifying the management of many tasks.

- Agenda management (creating meeting agendas and attachments, managing meeting notices, etc.) reduces the workload associated with putting together paper agenda packets, scanning exhibits, distributing packets to board members, and posting materials on line.
- Document management and workflow (digitizing documents as well as digitizing basic workflows such as employee on-boarding, internal approvals and sign-offs) can streamline dozens of processes while making them easier to track, as well as provide easy access to documents from employee desktops.
- Employee HR self-service (creating an on-line portal that allows employees to look up leave status, enroll in benefits, request time-off, etc.) saves employees and HR staff time and improves transparency.
- Timekeeping (electronic timekeeping) eliminates the need for paper timesheets and manual sign-offs. Where these systems interface with municipal finance software, they can also reduce a considerable amount of time involved in payroll processing.

Action 2: Consider long-term alignment of staffing and salary plans and benefits

Provincetown and Truro should consider aligning their staffing and salary plans, including combining forces for the next comprehensive classification and compensation study, hiring a single consultant charged with creating a master list of positions and associated salary ranges that can be applied to both towns, and a transition plan for each town to come into compliance with the new master. Having a single compensation schedule for both communities should simplify a range of service sharing efforts, from informal staff sharing to complete merging of departments.

The communities should also consider joining forces in procuring and administering benefits such as health care, vision and dental care, and disability with the goal of aligning benefit programs across the two communities so that sharing or transferring staff would not have an impact on the benefits that they receive.

Aligning compensation would, in the longer term, reduce costs as the towns could share consultant costs for periodic classification and compensation studies and avoid duplicating processes associated with benefits administration. More important, it would create consistency across the two communities, removing a common barrier to service sharing initiatives.

Action 3: Jointly Revise Job Descriptions

Similarly, creating matching job descriptions across the two towns will set the stage for easier service sharing in the future. Updating the descriptions provides an opportunity for the towns to assess how jobs differ in the two communities and to make sure the descriptions are written in accordance with current best practices.

Action 4: Consider a combined HR department

As with Information Technology, Human Resources is a back office operation that performs a critical support function for the communities but that has little public visibility. Once the earlier action items are implemented, and when either town faces turnover or organizational change in their HR departments, the towns should consider merging HR functions with a single HR director to service both communities.

The joint HR department would oversee an aligned classification and compensation plan and would procure and administer a single benefit plan for both communities.

B. Building, Permitting, Licensing, and Inspections Functions

Action 1: Create a Joint or Regional Health District

Based on the findings of the Steering Committee, the towns may continue to work towards creation of a joint health department or a regional health district.

Action 2: Consider Combining Building Permitting Activities

Both towns have similar needs in terms of skills and qualifications to support permitting activities. Provincetown has a higher volume of permitting activity, in both construction value and number of permits, including a considerable volume of commercial construction permits.

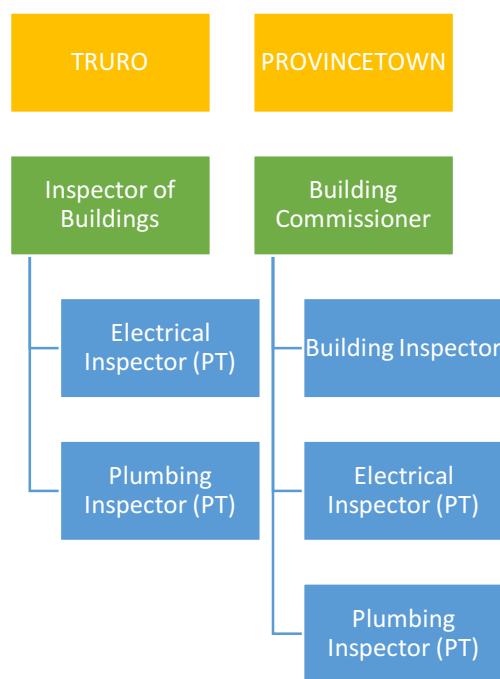
Permit Type	Provincetown (Average, Last 3 Years)		Truro FY 2016-2017	
	# of Permits	Construction Value	# of Permits	Construction Value
Residential	239	\$ 15,989,561	294	\$ 13,895,632
Commercial	196	\$ 7,088,156	12	\$ 1,058,800
Electrical	326		227	
Express	201		n/a	
Gas / Plumbing / Mechanical	541		318	
Other			21	

In both towns, building permitting is not part of a stand-alone department and there are

administrative staff that support both building permit activities and other activities, such as licensing and planning approvals.

Provincetown has a full time Building Commissioner as well as a Building Inspector, and also has part time electrical and plumbing inspectors. Truro's Inspector of Buildings is part time (32 hours per week). As with Provincetown, the electrical and plumbing inspectors are also part time.

The creation of a combined department should be made when one of the communities loses its current chief inspector position, at which point the communities can explore organizational options for a variety of service sharing arrangements.



C. Public Safety

Action 1: Consolidate emergency communications

1.1 Current Emergency Communications Operations in the Two Towns Duplicate a Critical Regional Public Safety Function

Currently, the Towns of Truro and Provincetown each maintain a public safety dispatching unit within their respective police departments. These are staffed as follows:

Unit/Division	Provincetown Positions	#	Truro Positions	#
Communications	Supervising Dispatchers	0	Supervising Dispatchers	1
	Dispatchers	5	Dispatchers	5
	Per Diem Dispatchers	4	Per Diem Dispatchers	2

These staffing configurations allow for at least one dispatcher around the clock in each Town.

Each dispatch unit is responsible for both police and fire emergency and non-emergency communications workloads as well as other municipal call taking and dispatching (especially after hours).

1.2 The Project Team's Analytical Approach Is Based on Quantifiable Elements of Dispatcher Workload.

The project team utilized a quantitative process for assessing dispatch staffing needs based on actual workloads in the dispatch centers. The following paragraphs use these assumptions and the time standards in order to summarize this approach:

- The analytical process began with the fact that there are relationships among dispatch center workloads that are relatively constant from one agency to another, as well as in a single agency over time and varying conditions.
- To determine the number of fixed post dispatcher positions required, the project team utilized the APCO Retains staffing model based on the number of calls for service dispatched and radio activity in the centers.
- An allowance needs to be made regarding the proportion of time which is desirable to have a dispatcher actually involved in call handling, radio transmission and related workloads so that responsiveness is maintained and dispatchers do not get 'burned out'. The project team has utilized a task-loading factor of 50%, which is the recommended factor by the APCO Retains project of actual call/radio activity per dispatch staff per hour

Developing an appropriate staffing model for a dispatch operation is not only critical to ensuring effective service to the end user (i.e., emergency caller), but to operate in the most efficient manner possible, by right-sizing both the staff and the necessary infrastructure to support these staff. The points, below, describe the staffing model utilized for this analysis.

- Net annual staffing availability after leaves.

- Average telephone busy time (call duration in seconds), from phone records or standardized estimates.
- Average call completion time (in minutes, this includes time for keyboard data entry, radio transmission, address verification, etc.). This is developed either from data or standardized estimates.
- Average Processing Time, which is the sum of the above bullets.
- Agent Occupancy Rate which reflects the proportion of time that the agency desires a dispatcher to be occupied with workload at 50% of total shift time.

In brief, the APCO project RETAINS staffing model is an effective and widespread methodology.

The following table provides the results of the analysis of only police workloads and staffing for a consolidated emergency communications center serving Truro and Provincetown.

Analytical Element	Factor
Combined Police Calls for Service	5,000 per year or
Work Standard	8.5 minutes per call
Total Police Dispatch Workloads	42,500 minutes per year
Average Workloads Per Hour	4.85 minutes per hour
Range of Work Per Hour	2.5 mins./hour – 10 mins./hour
Per Dispatcher Workload Standard	30 minutes per hour
Percent Utilization	8% – 33%

The analysis shows that the combined police emergency communications workloads for Truro and Provincetown do not highly utilize the current staffing configuration as separate agencies. However, combining these workloads in a consolidated center offers the opportunity for more efficient (e.g., cross utilization) and effective (e.g., additional tasks and coverage) use of these personnel.

The Matrix Consulting Group / APCO staffing model provides an important framework upon which to develop staffing requirements for the two Towns to evaluate the feasibility of consolidation of emergency communications. While there is insufficient workload to

currently support a minimum of two (2) dispatchers on each shift, this minimum should be the standard as it ensures breaks can be taken and officer and firefighter safety is considered. With a staffing configuration of two (2) dispatchers per shift one could be a senior position for shift responsibility.

1.3 While Consolidation of Police and Fire Dispatching Is a Best Practice, Consolidation Between the Two Towns Would Further the Efficiency and Effectiveness of This Critical Function.

The project team has developed an initial ‘pro forma’ assessment of how a consolidated communications center serving Provincetown and Truro could be organized, staffed and operate. As a first step, the project team developed a set of assumptions that were utilized in developing an analysis of consolidating emergency communications centers in Truro and Provincetown. These assumptions include.

- Existing dispatch staff would be combined to function in a consolidated environment. This would result in ten (10) full time staff plus per diem staff for coverage of two (2) dispatchers per shift.
- A senior communications officer (one the two assigned to each shift) would be scheduled during each shift to oversee the shift and provide additional dispatch coverage. These senior communication officers would be responsible for supervising their shift and serving as a working dispatcher.
- The Center would be directed and managed by a civilian administrator, who will serve as the head of the unit. This position would be responsible for all operational, E911 coordination and financial aspects of the Center. The position would be trained as a dispatcher and be able to fill in during peak call demand or critical incidents.
- The Center would also be supported by one of the Town’s IT function, as is the current practice with the separate dispatch functions in the Towns.
- In terms of how the center should be organized there are two basic options, including:
 - One of the Towns takes complete responsibility for the consolidated center and contracts back to the other Town.
 - A separate shared ‘authority’ created in which a governing body created and headed by public safety managers and representatives of each Town Manager.

The separate shared authority is, on balance, the favored approach by other

entities around the country. It eliminates the ‘ownership’ issue and perceptions of preferential treatment.

- The governing body for the authority would be responsible for budget and cost allocation as well as operational issues that arise.

The following table provides a summary of the potential benefits and risks associated with the fully consolidated approach to dispatch center operations:

Benefits	Risks
<ul style="list-style-type: none"> • Complete integration between Truro and Provincetown’s police and fire dispatch operations. • Improved call-processing and elimination of the duplication of effort required due to the operation of separate CAD systems. • Cost savings through technology efficiencies and operating from a single facility. • Personnel would be cross-trained and capable of filling roles in both police and fire dispatch. • Potentially ‘scalable’ to include future additional agencies. 	<ul style="list-style-type: none"> • There is the loss of a separately staffed back-up site for dispatch operations in the event of a failure of either site. • Selection of a back-up center. • Significant joint training of the two Towns and policy and procedure development required between the police and fire departments. • Perceived loss of control over service decisions and management depending on governance model chosen. • One of the towns would need to have other staff cover the front desk or close after weekday business hours.

As illustrated above, there are long-term cost savings and operational advantages realized by choosing to fully consolidate the dispatch operations in Truro and Provincetown that will occur by eliminating the duplication in technology and radios that exists today. However, there are also risks associated with lack of a separately staffed backup center for dispatch operations in the event of a failure of the dispatch site.

1.4 There Are Benefits and Challenges In Consolidating Emergency Dispatch.

In any consolidation effort, there are questions to be addressed regarding the impact that such a change might have on the delivery of services to the communities and to the public safety providers. The exhibit below provides the project team’s analysis regarding the benefits and challenges of a number of these issues:

Issue	Benefits	Challenges
Customer (Citizen) Service	<ul style="list-style-type: none"> Multi-seat center will allow for delivery of more coordinated emergency response. Coordination of regional response for large events. Consolidated dispatch center will improve service to the community through reduced call processing times. 	<ul style="list-style-type: none"> A need to standardize call taking/handling may change the way in which some calls are handled.
Public Safety Agency Service	<ul style="list-style-type: none"> Dedicated, focused service delivery for services. For example, dedicated call takers, fire/rescue radio channel, law enforcement channels, etc. Improved service coordination. 	<ul style="list-style-type: none"> Sharing radio and other resources. Adopting policies and procedures to deal with standardized operations.
Emergency Response	<ul style="list-style-type: none"> Improved management of emergency response. Multi-dispatcher centers are able to better handle major events – handling multiple issues / needs at once. Use of dedicated radio channel operators. 	<ul style="list-style-type: none"> None
Emergency Preparedness	<ul style="list-style-type: none"> Encourages multi-agency thinking with regard to emergency preparedness. Provides for a focal point for regional responses to emergencies. 	<ul style="list-style-type: none"> None
Staff in the Center	<ul style="list-style-type: none"> Improved career opportunities, training, advancement. Center with an administrator for training and quality. 	<ul style="list-style-type: none"> Change in unions, salary plans and other issues. Potential to backfill a front desk position in one Town.

The creation of a consolidated dispatch center will result in positive benefits to the community and to public safety providers, which will outweigh such challenges.

D. Public Library

Action 1: Consider consolidating the management of Truro and Provincetown Public Libraries while retaining separate library facilities.

If the two Towns took the initial step in the short to medium term to share professional and paraprofessional staff, and it was viewed to be successful, the next step would be to merge the management of the two public libraries. Recently, Provincetown had difficulty recruiting for a Director and these difficulties will increase in the future.

Management of the two libraries would not be beyond the capabilities of a single professional librarian.

The project team recommends that the two towns consider the feasibility of fully consolidating their two separate Public Libraries organizations while retaining libraries in each community. Implementing short term resource sharing recommendations will demonstrate successes by sharing professional and paraprofessional staff in the short to medium term. Such a 'consolidation' could take the form of an inter-local agreement between the two towns or the creation of a joint Library Authority, with Board members appointed by each town.

E. Public Works

Action 1: Consider phasing the consolidation of Public Works Departments

The Public Works departments in the two towns are responsible for the maintenance, repair and management of their respective infrastructures, as well as for the equipment used in carrying out their responsibilities. The two towns perform many of the same services, although there are some notable differences. The table below provides a high level summary of the services provided by each town.

Service Area	Service	Provincetown	Truro
Roads and Rights of Way	• Pavement maintenance and repair	✓	✓
	• Street sweeping	✓	✓
	• Mowing	✓	✓
	• Landscaping		
	• Tree maintenance and removal	✓	✓
	• Sign production, maintenance and repair	✓	✓
	• Pavement striping	✓ (parking lots and legends)	✓
	• Signal maintenance	✓ (contract)	
	• Litter receptacle pickup	✓	✓
	• Snow removal	✓	✓
	• Catch basin cleaning	✓	✓
Trash and Recycling	• Transfer station	✓	✓
	• Curbside collection	✓	(private contracts)
Fleet Maintenance	• Repair and Maintenance	✓	✓
	• Automated Vehicle Fueling	✓	✓
Facilities	• Building Maintenance	✓	✓
	• Energy Management	✓	✓
Engineering	• (Contract)	✓	✓
Water	• Treatment and Production	✓	(Served by P-town)
	• Distribution System Maintenance	✓	

Note that there are similarities in service provision, however there are also differences. The primary differences relate to the provision of curbside collection of solid waste by Provincetown, and the treatment, production and distribution of water by that Town. The Town of Provincetown accomplishes the above responsibilities with a total complement of 40 Public Works employees, while Truro does so with 12.

The project team has previously recommended the consideration of jointly funding a Town Engineer position, as well as expanded sharing of equipment and joint contracting for facilities maintenance.

In the longer-term, the project team recommends that the two towns consider a phased approach to more fully consolidating their Public Works departments. Consolidation of department management, such as recommended for the towns' libraries, would eliminate one Director position upon one of the incumbent's departure. As cost savings were

mentioned in the community survey as being the most critical factor to consider in the sharing of services, the consolidation would allow for at least the reduction of one of the Director salaries, and perhaps administrative staff as well.

The towns may also consider partial consolidation, which may involve consolidation of equipment and facilities only, however the objective should be to either maintain current service levels at lower cost and efficiency, or higher service levels at the same cost. This may be achieved through full consolidation of the two currently-separate departments.

Longer term, the towns could use the benefits of consolidated management to consider further efficiencies in public works personnel and equipment. In a full consolidation of the two Public Works departments, the issue of governance of the new entity would require discussion and agreement. MGL 40:4A, “Governmental units: joint operation of public activities” outline the conditions under which services may be jointly provided, which requires agreements by Chief Executives of governmental units with approval by Selectmen, Mayor and Council, or prudential committee. The governance of service delivery is by agreement between the governmental entities. There are three basic types of inter-municipal contracts in Massachusetts, which include:

- **Formal contract.** One town agrees to provide a service to another under contract.
- **Joint services agreement.** These are agreements to plan, finance and deliver services within the boundaries of the participating jurisdictions, in which each entity under the agreement shares the cost to finance and deliver a range of departmental services.
- **Service exchange agreement.** These are commitments by each participating jurisdiction to provide a defined service, as needed or requested, with no payment for costs.¹

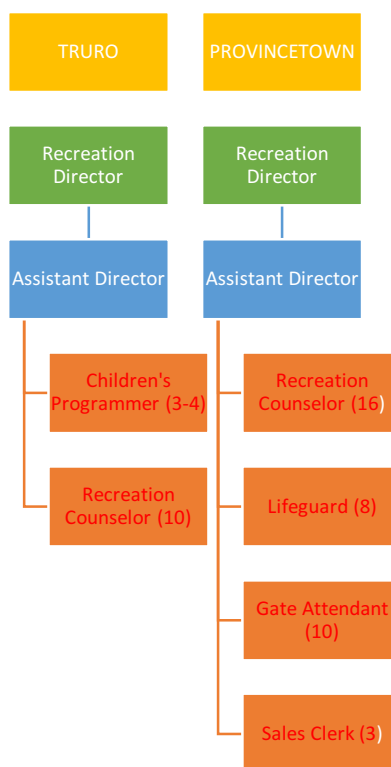
The project team recommends that the two towns establish a joint committee to review the priority of engineering and maintenance issues. It is recommended that the committee meet quarterly and involve the two Town Managers and the Public Works Department Directors.

F. Recreation

Action 1: Consider consolidating recreational services

Both Truro and Provincetown have small staffs, and provide a relatively limited set of programs. The two departments’ organizations are similar in structure and number of staff, as the chart below shows.

¹ Massachusetts Department of Revenue, Division of Local Services, “List of Statutes Providing for Regionalization,” October 8, 2013.



As the chart shows, there are two full time employees in each of the departments. Each employs varying numbers of seasonal employees depending upon programmatic offerings, and each contracts with instructors of various programs as well. However, both departments provide a relatively limited, and somewhat overlapping, set of programs, as the table below shows.

Program	Service	Provincetown	Truro
Adult programs	• Yoga	✓	✓
	• Modern dance	✓	
	• Stretching/fitness	✓	
	• Pickleball	✓	✓
	• Weight training	✓	
	• Walking Club		✓
	• Zumba		✓
Youth sports	• Yoga		✓
	• Tennis	✓	✓
	• Golf		✓
	• Soccer	✓	✓
	• Baseball/T-ball	✓	✓
	• Cheerleading		✓
	• Basketball	✓	✓
	• Softball	✓	✓

Program	Service	Provincetown	Truro
Youth programs	<ul style="list-style-type: none"> • Summer program • After-school program 	✓ ✓	✓ ✓
Beach	<ul style="list-style-type: none"> • Beach sticker sales • Lifeguarding 		✓ ✓

As can be seen from the table, there are many programs that overlap, with only a few, such as weight training, modern dance, stretching and fitness, beach operations, and some others, that are offered by only one of the two towns. Further, both towns offer separate summer programs and after-school programs for combined populations of fewer than 250 children under the age of 14.

The project team recommends that the two towns consider the feasibility of fully consolidating their two separate Recreation departments with the departure of one of the Director positions, which would then be eliminated. The consolidation of the departments would require an agreement regarding the governance of the new organization. This agreement could take the form of an inter-local agreement between the two towns (and perhaps others on the Cape, as may be determined feasible at the time) for the provision of all services by one of the towns, or the creation of a joint Authority, with Board members appointed by each town.

Appendix A – Profiles of Town Departments

1. Introduction

As the first deliverable in the Shared Services Study for Provincetown and Truro, this document provides a description or “profile” of the organization and service delivery of operating departments in the Towns. Because this is a ‘shared services study’ this document also provides a listing of the ways in which the two Towns share services now with each other and/or with other towns on the Cape.

This profile is descriptive only, it does not contain analysis of operations or recommendations (these will be provided in the ‘final report’).

Data contained in the profile were developed based on the work conducted by the project team to date, including:

- Interviews with management and supervisory staff in Town departments.
- Collection of various data describing organization and staffing patterns, workloads and service levels, etc.
- Our attendance at Board of Selectmen meetings to initiate the project.

This descriptive profile does not attempt to recapitulate all organizational and operational facets of departments in the two Towns. Because this initial document sets the stage for the analysis of shared services opportunities, the profile reflects a summary of our understanding of the organization of services, service levels and staffing. To facilitate similarities and differences, the descriptions are provided on a side by side basis.

This profile was reviewed for accuracy and completeness by Town management staff.

2. Administration and Finance

“Administration and Finance” provides a wide range of support functions to staff and to the public, in the Towns, including financial functions, human resources, information technology, town clerks’ offices and town managers’ offices.

1. Service Summaries

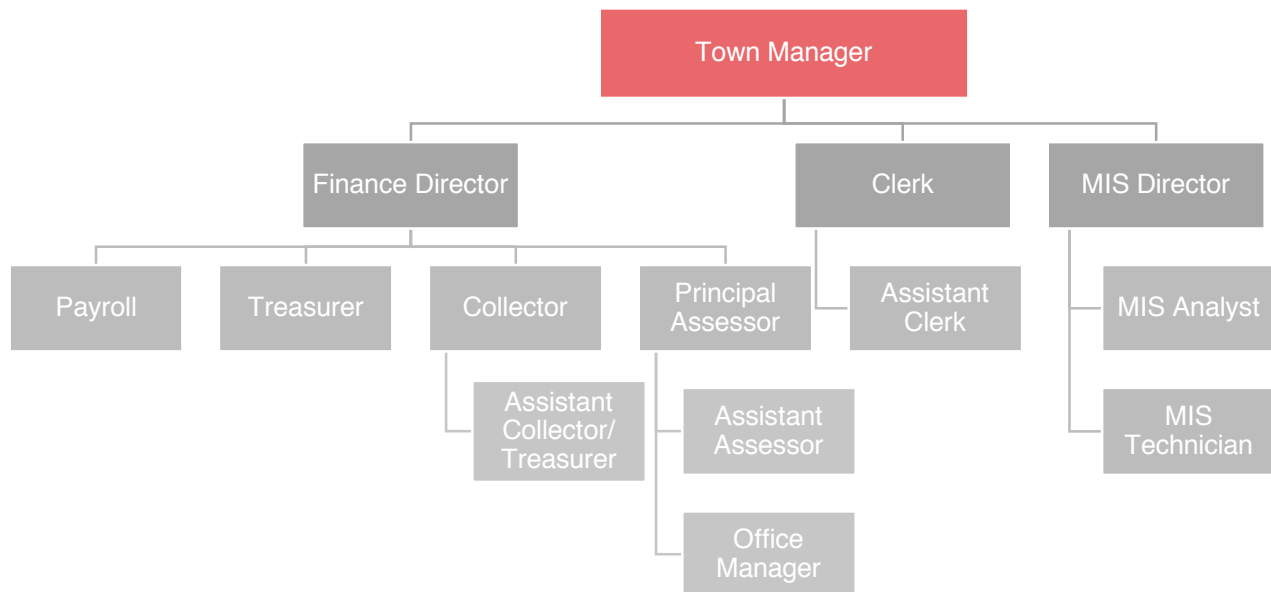
The following table provides a summary of internal and external service functions provided by Administrative and Financial functions in the two Towns.

Department	Service	Provincetown	Truro
Town Manager	• Oversight of all town functions with exception of schools	√	√
	• Oversight of town personnel	√	√
	• Coordination between departments and other state and federal entities	√	√
Assessor	• Listing and valuing all real and personal property on an annual basis	√	√
	• Administers statutory tax exemptions and abatements	√	√
	• Administers motor vehicle and boat excise taxes	√	√
Finance	• Collector, Treasurer, and Accounting functions	√	√
	• Receipt of all funds due to the town	√	√
	• Payment of all financial obligations of the town	√	√
	• Payroll	√	√
Human Resources	• Hiring, firing, discipline of employees	√	√
	• Administration of benefits	√	√
	• Recruitment of personnel	√	√

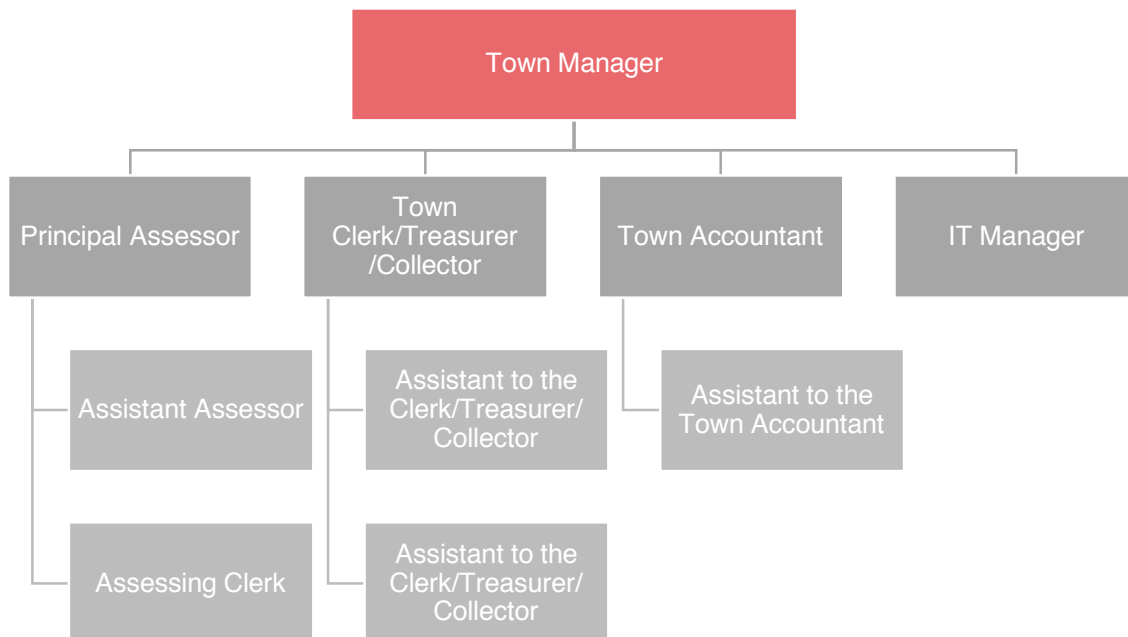
Department	Service	Provincetown	Truro
Information Technology	• Support of town personnel use of technology	√	√
	• Support of school department use of technology	√	
	• Systems, network, and application administration	√	√
	• Technology project administration	√	√
Town Clerk	• Vital town record keeping	√	√
	• Issuance of some licenses	√	√
	• All elements of voting in the town	√	√
	• Intake and processing of Planning applications		√

2. Organization of Administrative Functions

The following chart outlines the organization of function in Administration and Finance in Provincetown.



The following chart outlines the organization of function in Administration and Finance in Truro.



3. Staffing Summaries

The following table provides a summary of staff positions in the two Towns dedicated to Administrative and Financial functions.

Unit/Division	Positions	#	Positions	#
	Provincetown		Truro	
Town Manager	Town Manager Assistant Town Manager	1 1	Town Manager Assistant Town Manager	1 1
Assessor	Principal Assessor Assistant Assessor Office Manager	1 1 1	Principal Assessor Assistant Assessor Assessing Clerk	1 1 1
Finance	Finance Director Treasurer Collector Asst Treasurer/Collector	1 1 1 1 1 1	Town Clerk Town Accountant Asst. to the Town Acct. Treasurer/Collector Assistant to the Clerk/Treas./Collector	1 1 1 1 2
Human Resources	n/a		n/a	
Information Technology	MIS Director MIS Analyst MIS Technician	1 1 1	IT Manager	1
Town Clerk	Town Clerk Assistant Clerk	1 1	(See Finance)	

4. Current Shared Services

The following table provides a listing of the administrative and financial services currently shared between the two Towns and other Towns on the Cape.

Department	Shared Service	P / T	Other Cape
Town Manager	N/A		
Assessor	N/A		
Finance	N/A		

Department	Shared Service	P / T	Other Cape
Human Resources	N/A		
Information Technology	<ul style="list-style-type: none">Utilization of resources from Barnstable County (Truro only)		√
Town Clerk	N/A		

3. Community Development

“Community Development” provides a wide range of planning, permitting, licensing, and inspections functions, including staffing and support for numerous boards and commissions that oversee development and business activity in the communities.

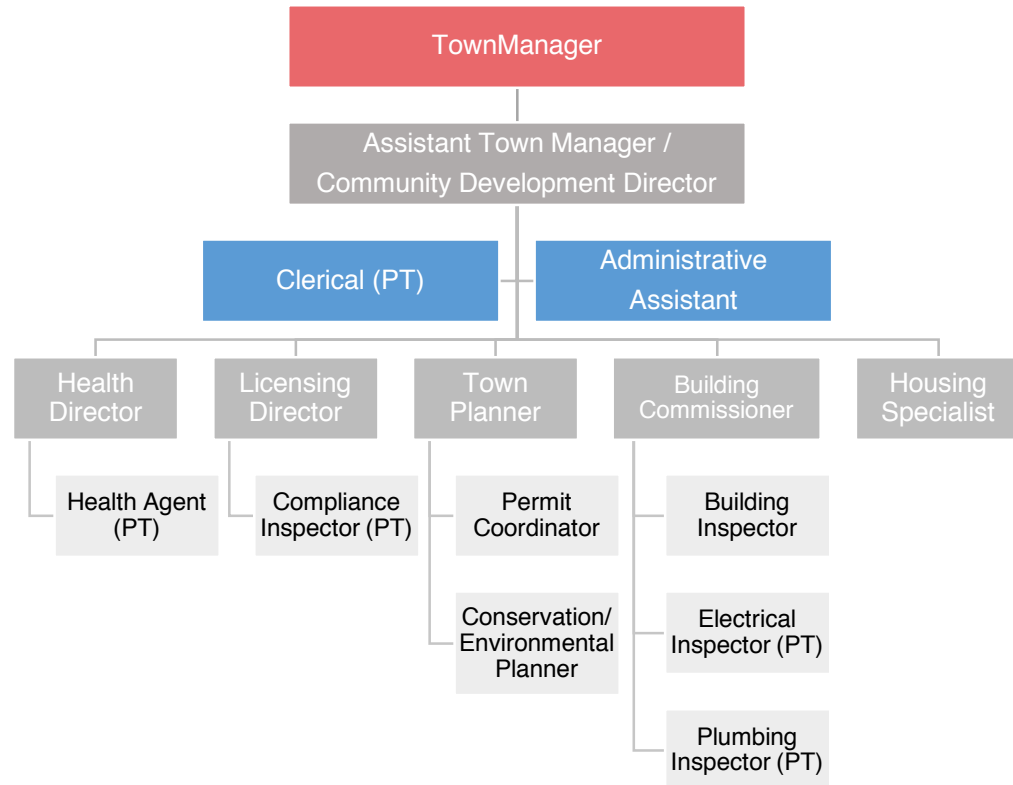
1. Service Summaries

The following table provides a summary of internal and external service functions provided by Community Development and Licensing functions in the two Towns.

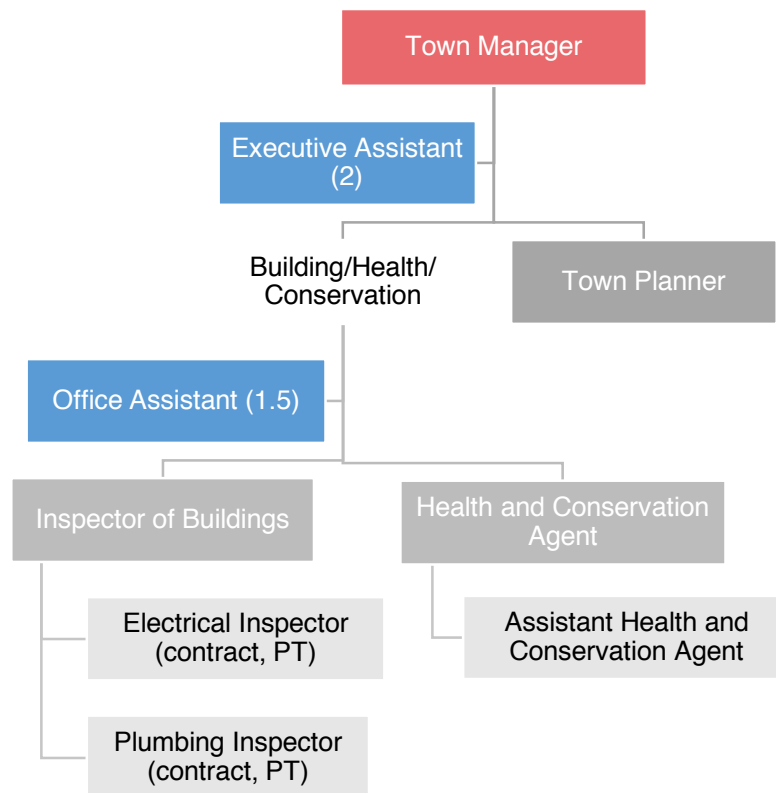
Department	Service	Provincetown	Truro
Planning and Zoning	<ul style="list-style-type: none"> • Long term planning • Planning and zoning review and permitting • Planning board support • ZBA support • Historic district commission support 	✓ ✓ ✓ ✓ ✓	✓ ✓ ✓ ✓ ✓
Building	<ul style="list-style-type: none"> • Building permits and inspections • Floodplain management • Plumbing and electrical permits and inspections 	✓ ✓ ✓ ✓	✓ ✓ ✓ ✓
Health	<ul style="list-style-type: none"> • Board of Health licenses • Food service licenses • Rental certificates • Public health • Septic system review and permitting 	✓ ✓ ✓ ✓ ✓	✓ ✓ ✓ ✓ ✓
Conservation	<ul style="list-style-type: none"> • Wetland delineation • Conservation commission permit review and staffing 	✓ ✓	✓ ✓
Licensing	<ul style="list-style-type: none"> • Taxi licenses • Retail licenses • Liquor licenses • Common victualler licenses • Event licenses 	✓ ✓ ✓ ✓ ✓	✓ ✓ ✓ ✓ ✓

2. Organization of Administrative Functions

The following chart outlines the organization of Community Development functions in Provincetown.



The following chart outlines the organization of function in Community Development in Truro.



3. Staffing Summaries

The following table provides a summary of staff positions in the two Towns dedicated to Administrative and Financial functions.

Unit/Division	Positions	#	Positions	#
	Provincetown		Truro	
Health (Including Board of Health licensing)	Health Director Health Agent	1 1	Conservation and Health Agent (one position is vacant) Asst. Cons & Health Ag.	1 1
Conservation	Conservation / Environmental Planner	1	Joint function with Health, above.	n/a
Other licensing	Licensing Director	1	Executive Assistant to Town Manager (only a portion of time spent on licensing)	2
Building	Building Commissioner Building Inspector Electrical Inspector Plumbing Inspector	1 1 1 pt 1 pt	Building Commissioner (Electrical and Plumbing Inspectors via contract, 1-2 days per week)	1

Unit/Division	Positions	#	Positions	#
Planning	Town Planner Permit Coordinator	1 1	Town Planner	1

4. Current Shared Services

The following table provides a listing of the administrative and financial services currently shared between the two Towns and other Towns on the Cape.

Department	Shared Service	P / T	Other Cape
Health (Including Health Licensing)	• Summer restaurant inspections - shared use of County Health inspector	✓	✓
	• Training (provided by Barnstable County Department of Health)	✓	✓
Conservation	• Water quality testing (through Barnstable County)	✓	✓
	• Training (through Cape Cod Cooperative Extension)	✓	✓
	• Technical Review/Analysis (some, not all through Cape Cod Cooperative Extension)	✓	✓
Building	• Review and inspections (Truro building official provides backup to Provincetown; trade inspectors work in more than 1 jurisdiction)	✓	✓
Planning	• Regional or subject-specific (e.g., traffic, transportation) studies conducted by Cape Cod Commission)	✓	✓

4. Council on Aging

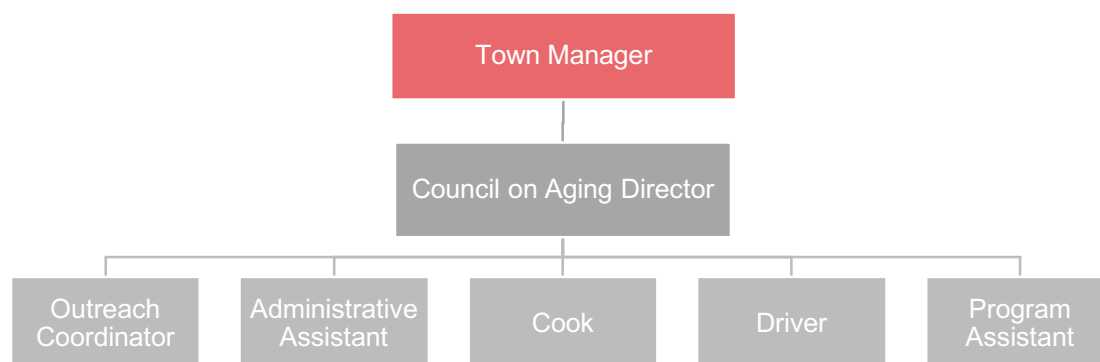
1. Service Summaries

The following table provides a summary of internal and external service functions provided by the Councils on Aging in the two Towns.

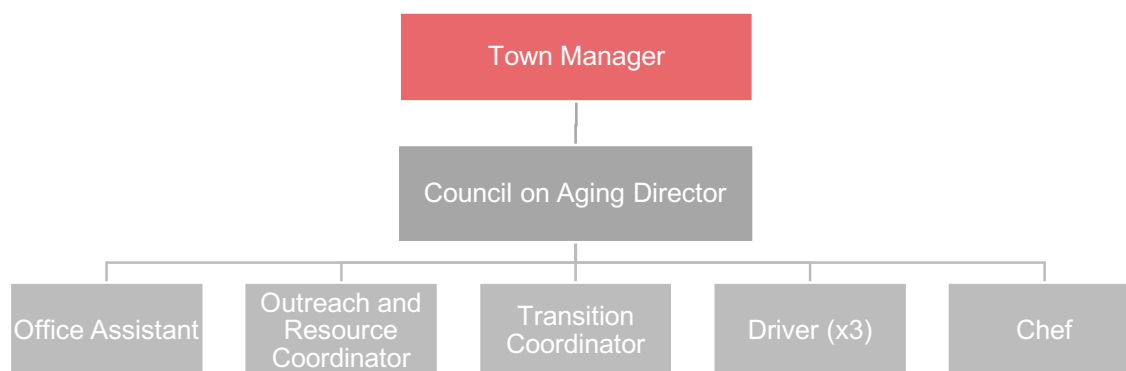
Department	Service	Provincetown	Truro
Council on Aging	Programming for senior residents	✓	✓
	Outreach to senior residents	✓	✓
	Meal service	✓	✓
	Transportation to appointments and activities	✓	✓

2. Organization of Functions

The following chart outlines the organization of Council on Aging staff in Provincetown.



The following chart outlines the organization of Council on Aging staff in Truro:



3. Staffing Summaries

The following table provides a summary of staff positions in the two Towns dedicated Council on Aging functions:

Unit/Division	Positions	#	Positions	#
	Provincetown		Truro	
Council on Aging	Council on Aging Director	1	Council on Aging Director	1
	Outreach Coordinator	1	Office Assistant	0.5
	Administrative Assistant	1	Outreach and Resource Coordinator	1
	Cook	1	Transition Coordinator	1
	Driver	1	Chef (as needed)	
	Program Assistant	1	Driver (PT)	3
	Drivers (as needed)			

4. Current Shared Services

The following table provides a listing of the aging services currently shared between the two Towns and other Towns on the Cape.

Department	Shared Service	P / T	Other Cape
Council on Aging	None		

5. Fire

The Fire Departments in both Towns are responsible for responding to and providing a wide range of emergency services including, responses to fire, emergency medical and other requests for service, participating in approving plans for development in the two Towns involving fire and life safety, inspections for construction and mandated occupancies by the Commonwealth, investigate cause and origin on fires, and emergency planning for the communities.

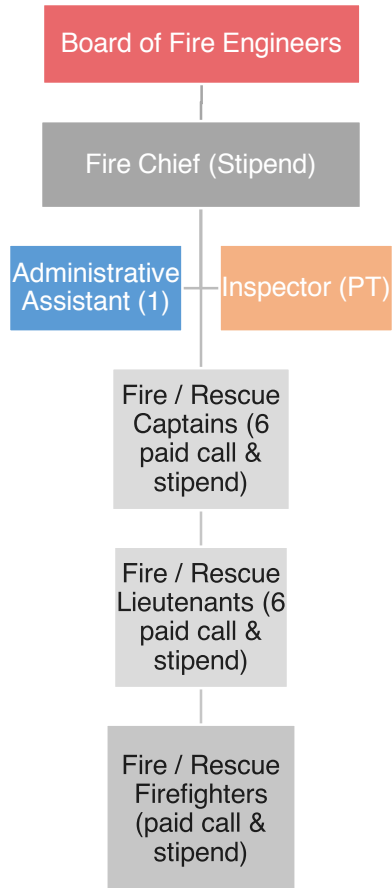
1. Service Summaries

The following table provides a summary of the fire and emergency services provided by the Fire Departments in the two Towns.

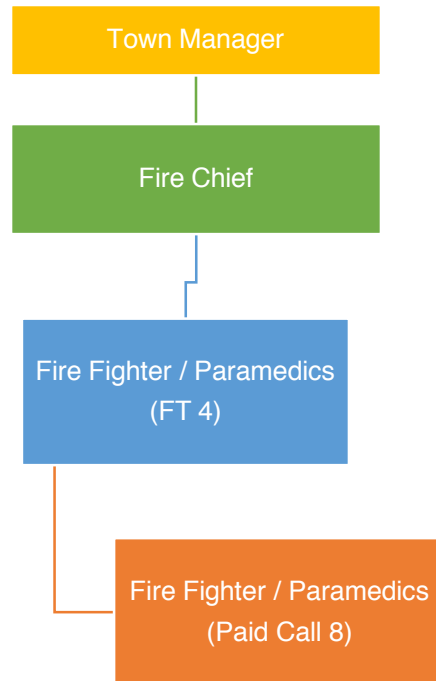
Department	Service	Provincetown	Truro
Fire Department	• Response to fire, emergency medical and other calls for service from the community.	√	√
	• Assist on advanced life support calls for service with Lower Cape Ambulance Company which responds and transports patients as needed.	√	√
	• Reviews plans for new construction when needed (e.g., ingress / egress, sprinkler and alarm systems).	√	√
	• Conducts annual inspections for occupancies mandated by the Commonwealth (e.g., schools, assisted living facilities).	√	√
	• Conducts inspections for new construction.	√	√
	• Fire investigations	√	√
	• Participates in Town and regional emergency planning and emergency preparedness.	√	√
	• Community programming and training – e.g., CPR, child safety seats, senior safety, smoke / CO detectors.	√	√

2. Organization of the Fire Departments

The following chart outlines the organization of Fire Department functions in Provincetown.



The following chart outlines the organization of Fire Department functions in Truro.



3. Staffing Summaries

The following table provides a summary of staff positions in the two Towns dedicated to Libraries.

Unit/Division	Provincetown Positions	#	Truro Positions	#
Fire / Rescue	Fire Chief	1*	Fire Chief	1
	Fire Captain	6*	Firefighter / Paramedic	8
	Fire Lieutenant	6*	Firefighter / Paramedic*	6
	Firefighter	60*		
	Fire Inspector	1 PT		
	Admin Assistant	1		

* Mix of part time, per diem and paid call personnel.

4. Current Shared Services

The following table provides a listing of the fire, emergency medical and rescue services currently shared between the two Towns and other Towns on the Cape.

Department	Shared Service	P / T	Other Cape
Fire Department	• Mutual aid	✓	✓
	• EMS (through LCAC)	✓	✓
	• Hazardous materials response	✓	✓
	• Joint training	✓	✓

6. Police

The goals of the Police Departments in Provincetown and Truro are the protection of life and property, to respond to and prevent crime, to preserve the public peace, enforce all applicable criminal, traffic, municipal and other laws and ordinances, investigate crimes which occur, and to arrest violators. The Police Departments are also involved in community policing and program activities.

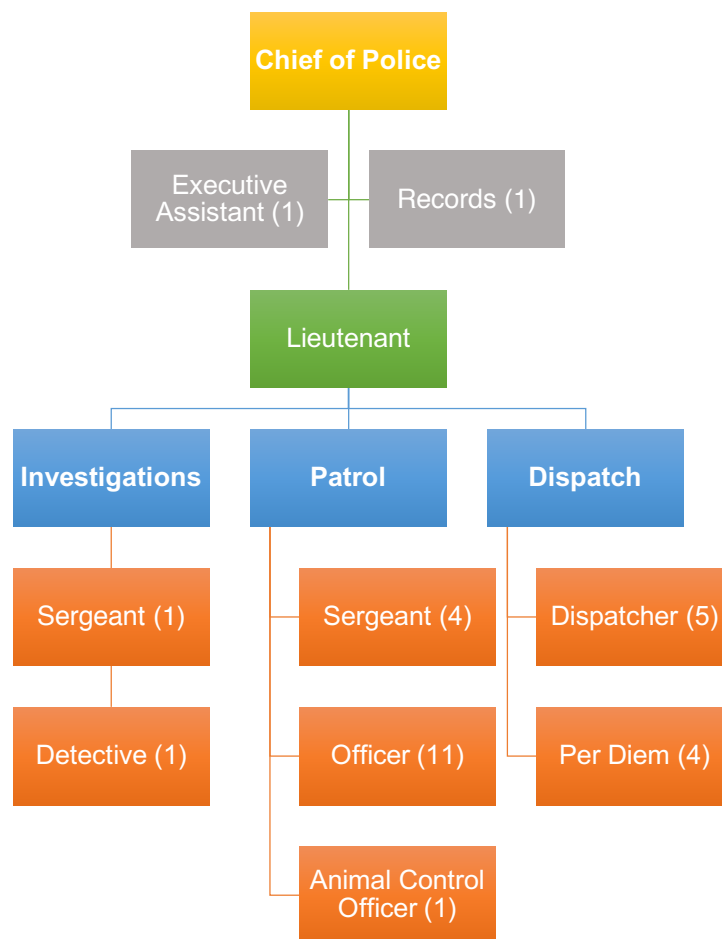
1. Service Summaries

The following table provides a summary of the services provided and functions within the Police Departments in the two Towns.

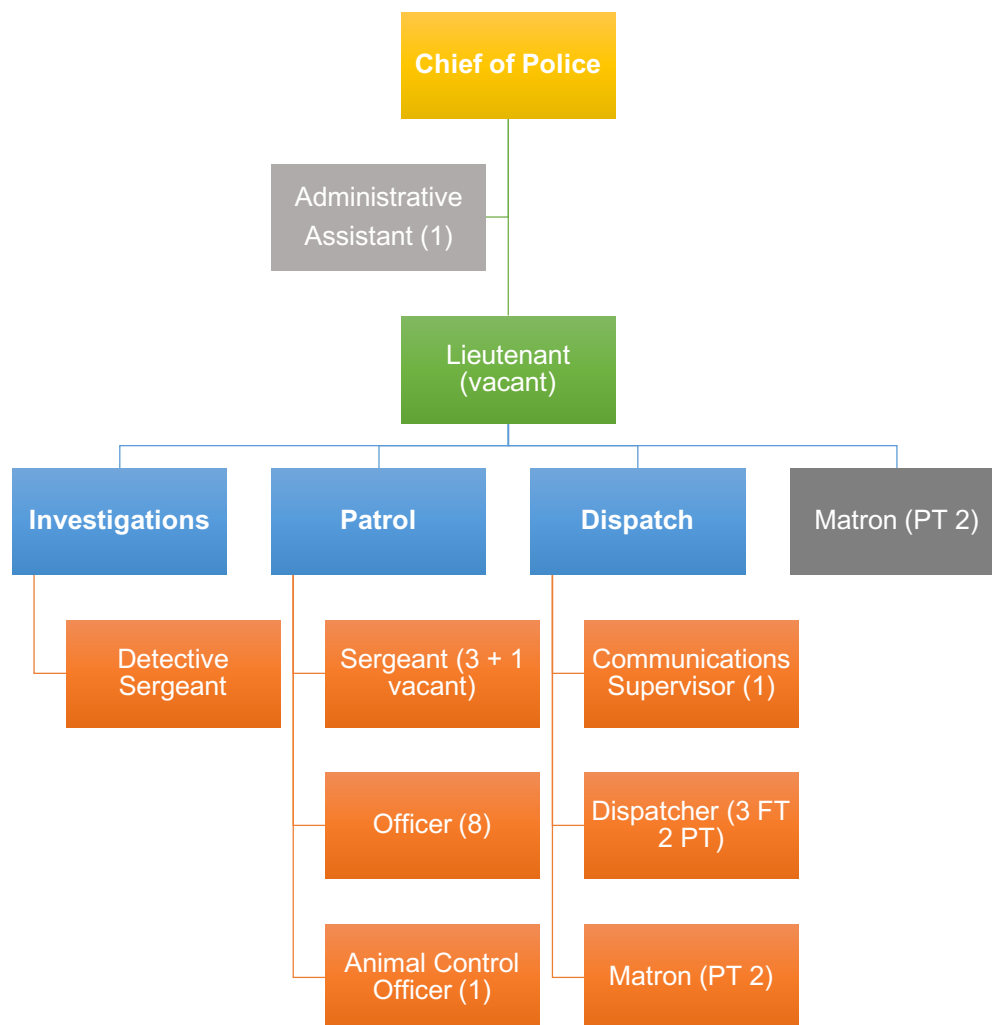
Department	Service	Provincetown	Truro
Police Department	• Patrol response to service requests	✓	✓
	• Patrol proactive activities	✓	✓
	• Traffic enforcement	✓	✓
	• Crime scenes / forensics	✓	✓
	• Animal services response	✓	✓
	• Emergency communications	✓	✓
	• School / youth programming	✓	✓
	• Investigations	✓	✓
	• Task force participation	✓	✓
	• Police records	✓	✓

2. Organization of the Police Departments

The following chart outlines the organization of the Police Department in the Town of Provincetown.



The following chart outlines the organization of the Police Department in the Town of Truro.



3. Staffing Summaries

The following table provides a summary of staff positions in the two Towns dedicated to Police.

Unit/Division	Provincetown Positions	#	Truro Positions	#
Police Chief	Police Chief	1	Police Chief	1
Lieutenant	Lieutenant	1	Lieutenant	1
Investigations	Sergeant – Investigations	1	Sergeant – Investigations	1
	Detectives	1	Sergeant – Patrol (+1 vac.)	3
Patrol	Sergeant – Patrol	4	Police Officers	8
	Police Officers	11	Animal Control Officers	1

Unit/Division	Provincetown Positions	#	Truro Positions	#
Animal Control	Animal Control Officers	1	Supervising Dispatchers	1
Communications	Supervising Dispatchers	0	Dispatchers (FT / PT)	4 / 2
	Dispatchers	5	Executive / Admin. Asst.	1
Administration	Executive / Admin. Asst.	1	Records Clerk	0
	Records Clerk	1		
	Matrons	0		

4. Current Shared Services

The following table provides a listing of the law enforcement services currently shared between the two Towns and other Towns on the Cape.

Department	Shared Service	P / T	Other Cape
Police	911 Back up	√	
	Emergency management	√	
	Emergency response	√	√
	Forensics	√	√
	Investigations	√	√
	Matrons	√	
	Motors / Traffic enforcement	√	
	Traffic accident investigations	√	
	Special enforcement (e.g., SWAT)	√	√
	Special events	√	√
	Task forces		√
	Training	√	√

7. Public Library

The Public Libraries in the Towns of Truro and Provincetown provide free access to collections, services, and programs intended to enrich the lives of those in the community, and to do so in a professional, friendly and confidential environment which promotes the benefits of reading and lifelong learning.

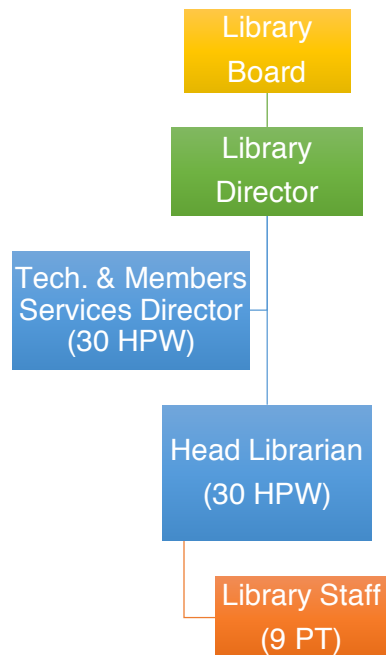
1. Service Summaries

The following table provides a summary of internal and external service functions provided by the Public Libraries in the two Towns.

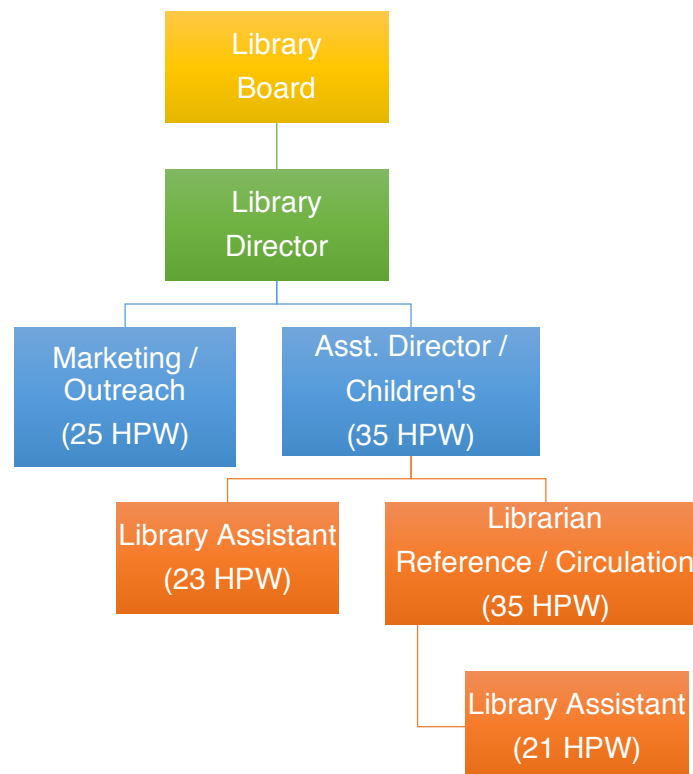
Department	Service	Provincetown	Truro
Public Library	• Circulation of books and other media (e.g., DVDs)	✓	✓
	• Reference materials	✓	✓
	• Children's programming	✓	✓
	• Adult programming	✓	✓
	• Outreach	✓	✓
	• Technical services	✓	✓
	• Special collections (e.g., historical, ship)	✓	✓
	• Authors' events	✓	✓

2. Organization of the Public Libraries

The following chart outlines the organization of Public Library functions in Provincetown.



The following chart outlines the organization of Public Library functions in Truro.



3. Staffing Summaries

The following table provides a summary of staff positions in the two Towns dedicated to Libraries.

Unit/Division	Provincetown Positions	#	Truro Positions	#
Administration	Director	1	Director	1
Circulation / Reference	Librarian Assistant Librarian	0.75 9 PT	Librarian Assistant Librarian	0.88 0.50
Children's	Librarian	0	Librarian Assistant Librarian	0.88 0.58
Marketing	Librarian	0	Librarian	0.62
Technical & Member Srvs	Assistant Librarian (vac.)	0		

4. Current Shared Services

The following table provides a listing of the Library services currently shared between the two Towns and other Towns on the Cape.

Department	Shared Service	P / T	Other Cape
Public Library	Catalog	√	√
	Programming	√	
	Collection Development		√
	Marketing	√	√
	Staff Development		√
	Technology		√

8. Public Works

Public Works provides a wide range of support functions to the public in both towns, including road maintenance and repair, roadside mowing, street sweeping, litter removal, snow removal, and more. In addition, both towns operate transfer stations at which residents may bring trash and recyclables, as well as certain hazardous materials and electronic waste. Both towns repair and maintain fleets of vehicles and equipment, and Provincetown operates two groundwater plants, at Shore Road and South Hollow Road, from which Provincetown produces and treats water for its residents and for approximately 480 residences in Truro.

1. Service Summaries

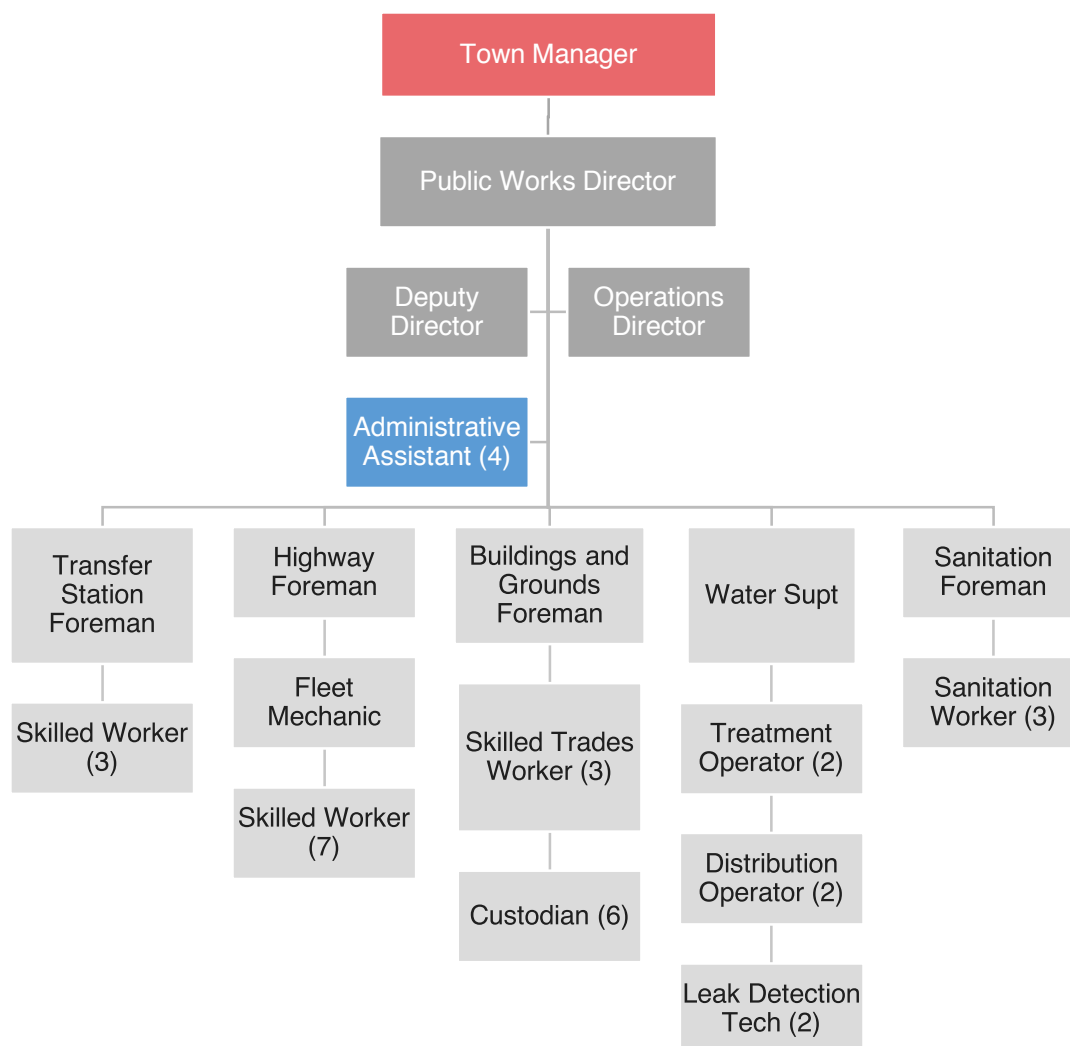
The following table provides a summary of internal and external service functions provided by the Public Works departments in the two Towns.

Department	Service	Provincetown	Truro
Roads and Rights of Way	<ul style="list-style-type: none"> Pavement maintenance and repair Street sweeping Mowing Landscaping Tree maintenance and removal Sign production, maintenance and repair Pavement striping Signal maintenance Litter receptacle pickup Snow removal Catch basin cleaning 	✓ ✓ ✓ ✓ ✓ ✓ (parking lots and legends) ✓ (contract) ✓ ✓	✓ ✓ ✓ ✓ ✓ ✓ ✓ ✓ ✓
Trash and Recycling	<ul style="list-style-type: none"> Transfer station Curbside collection 	✓ ✓	✓ (private contract)
Fleet Maintenance	<ul style="list-style-type: none"> Repair and Maintenance Automated Vehicle Fueling 	✓ ✓	✓ ✓
Facilities	<ul style="list-style-type: none"> Building Maintenance Energy Management 	✓ ✓	✓ ✓
Engineering	<ul style="list-style-type: none"> (Contract) 	✓	✓

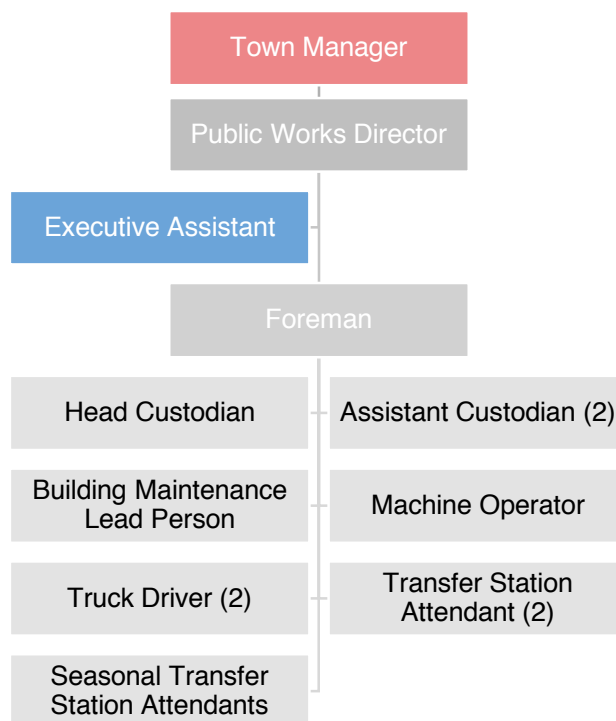
Department	Service	Provincetown	Truro
Water	• Treatment and Production	✓	(Served by P-town)
	• Distribution System Maintenance	✓	

2. Organization of Administrative Functions

The following chart outlines the organization of function in Public Works in Provincetown.



The following chart outlines the organization of function in Public Works in Truro.



3. Staffing Summaries

The following table provides a summary of staff positions in the two Towns dedicated to Public Works functions.

Unit/Division	Provincetown Positions	#	Truro Positions	#
Administration	Director Deputy Director Operations Director Administrative Assistant	1 1 1 4	Director Executive Assistant Foreman	1 1 1
Roads and Rights of Way	Highway Foreman Skilled Worker	1 7	Machine Operator Truck Driver	1 2
Fleet Maintenance	Fleet Mechanic	1	(Foreman serves as Mechanic)	
Buildings and Grounds	Foreman Skilled Worker Custodian	1 3 6	Building Mx Lead	1
Water	Superintendent Treatment Operator Distribution Operator Leak Detection Tech.	1 2 2 2	(NA)	

Unit/Division	Provincetown Positions	#	Truro Positions	#
Trash and Recycling	Sanitation Foreman	1	Transfer Sta. Attendant	1
	Sanitation Worker	3	Seasonal Trans. Sta, Att.	2
	Transfer Sta. Foreman	1	Head Custodian	1
	Skilled Worker	3	Assistant Custodian	2

4. Current Shared Services

The following table provides a listing of the Public Works services currently shared between the two Towns and other Towns on the Cape.

Department	Shared Service	P / T	Other Cape
Roads and Rights of Way	<ul style="list-style-type: none"> Equipment sharing (skid steer for emergency roadway work, message board, jersey barrier) 	√	
Fleet Maintenance			
Buildings and Grounds			
Water	<ul style="list-style-type: none"> Water production and treatment Distribution system maintenance 	P-town provides to Truro	
Trash and Recycling			

9. Recreation

The Recreation departments of the two towns provide a range of recreational services to their respective residents, including adult classes, youth sports, children's programs, summer programs, special events, and more. Additionally, the Town of Truro provides Lifeguards, Gate Attendants and Sales Clerks at Head of the Meadow Beach.

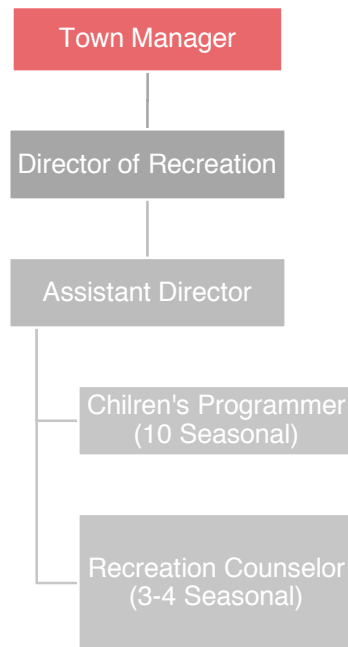
1. Service Summaries

The following table provides a summary of recreational services provided by the Recreation departments in the two Towns.

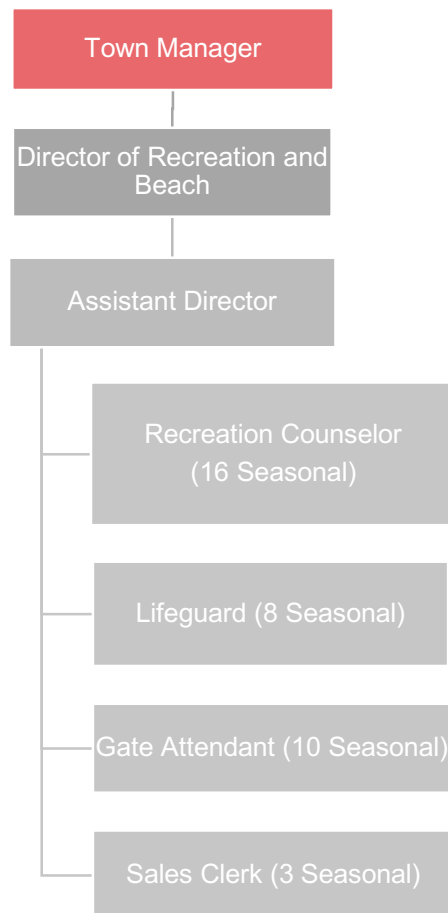
Department	Service	Provincetown	Truro
Adult programs	<ul style="list-style-type: none"> • Yoga • Modern dance • Stretching/fitness • Pickleball • Weight training • Walking Club • Zumba 	✓ ✓ ✓ ✓ ✓	✓ ✓ ✓ ✓
Youth sports	<ul style="list-style-type: none"> • Yoga • Tennis • Golf • Soccer • Baseball/T-ball • Cheerleading • Basketball • Softball 	✓ ✓ ✓ ✓ ✓	✓ ✓ ✓ ✓ ✓ ✓ ✓ ✓
Youth programs	<ul style="list-style-type: none"> • Summer program • After-school program 	✓ ✓	✓ ✓

2. Organization of Recreational Functions

The following chart outlines the organization of the Recreation Department in Provincetown.



The following chart outlines the organization of the Recreation Department in Truro.



3. Staffing Summaries

The following table provides a summary of staff positions in the two Towns dedicated to Recreational functions.

Unit/Division	Provincetown Positions	#	Truro Positions	#
Recreation	Director	1	Director	1
	Assistant Director	1	Assistant Director	1
	Recreation Counselor	10	Recreation Counselor	16
	Children's Programmer	3-4	Lifeguard	8
			Gate Attendant	10
			Sales Clerk	3

Note that the positions other than the Director and Assistant Director are seasonal staff members of each of the two towns' organizations.

4. Current Shared Services

The following table provides a listing of the Recreational services currently shared between the two Towns and other Towns on the Cape.

Department	Shared Service	P / T	Other Cape
Youth sports	<ul style="list-style-type: none"> Soccer Basketball Softball Cheerleading 	√ (Truro provides)	√ √ √

10. Harbormaster and Shellfish Constable

The Harbormaster departments of the two towns provide operation of their respective harbors and mooring fields and enforcement of regulations, and in Provincetown, this additionally includes the monitoring of incoming ferries, kiosk operations in the pier, and commercial fishing.

The Shellfish Constables² serve as liaisons between their respective towns and the State in ensuring the sustainable population of shellfish in their river and harbors, and the permitting of aquaculture.

1. Service Summaries

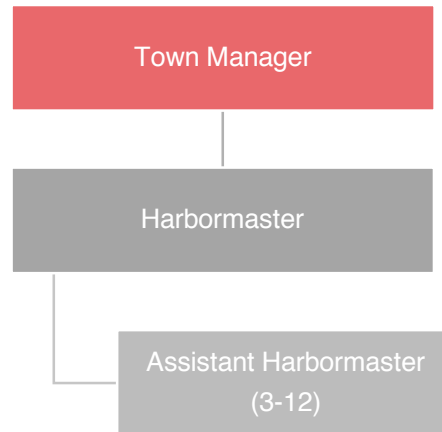
The following table provides a summary of harbormaster and shellfish constable functions in the two Towns.

Department	Service	Provincetown	Truro
Harbormaster	• Enforce safety regulations in harbor	✓	✓
	• Rescue of distressed vessels	✓	✓
	• Monitor moorings	✓	✓
	• Monitor ferries entering harbor	✓	
	• Regulate kiosk operations on pier	✓	
	• Monitor commercial fishing		
Shellfish Constable	• Propagation of shellfish	✓	✓
	• Control of predators of shellfish	✓	✓
	• Issuance of permits to raise shellfish	✓	✓

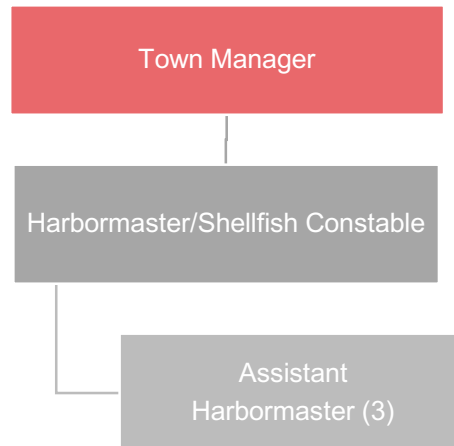
2. Organization of Harbormaster and Shellfish Constable Functions

The following chart outlines the organization of the Harbormaster Department in Provincetown. (Note that although not specifically shown in an organization chart below, the Provincetown Shellfish Constable function is staffed by a single employee reporting to the Town Manager.)

² The Truro Harbormaster also serves as the Town's Shellfish Constable.



The following chart outlines the organization of the Harbormaster Department in Truro.



3. Staffing Summaries

The following table provides a summary of staff positions in the two Towns' Harbormaster and Shellfish Constable functions.

Unit/Division	Provincetown Positions	#	Truro Positions	#
Harbormaster	Harbormaster	1	Harbormaster	1
	Assistant Harbormaster	3-12	Assistant Harbormaster	3
Shellfish Constable	Shellfish Constable	1	(Filled by the Harbormaster)	

4. Current Shared Services

The following table provides a listing of the Harbormaster and Shellfish Constable services currently shared between the two Towns and other Towns on the Cape.

Department	Shared Service	P / T	Other Cape
Harbormaster	• Equipment sharing (P-town barge); joint responses	√	
	• Joint coastal planning	√	

Appendix B – Results of the Community and Employee Surveys

The project team developed two surveys of important stakeholders in this process – the community and employees. The process and results of these surveys is presented in this summary.

PURPOSE OF SURVEY

Matrix Consulting Group was retained to study opportunities for shared services between the Towns of Truro and Provincetown. As part of the study, anonymous electronic surveys were distributed to gather input from those with the potential to be most affected – employees and community members. The same employee survey was distributed to all employees in Truro and Provincetown; the same community survey was distributed to all community members in both towns.

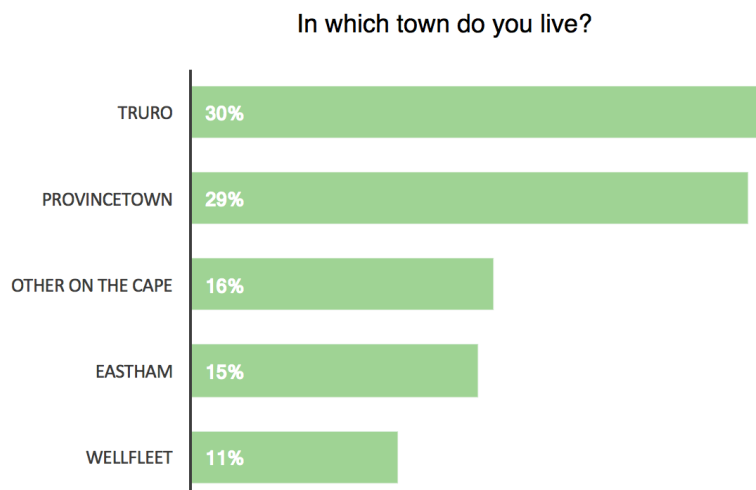
The goal of both surveys was to assess receptiveness, issues, and opportunities for shared services, shared functions, and shared approaches. Of key interest from the community survey is whether types of services, levels of services, or costs underscored as more or less important. Prior to creating or changing services, it is vital to assess what service and cost aspects are important to ensure any changes align with community wants and needs. The surveys and the findings and insights presented below serve as a primary step.

FINDINGS - EMPLOYEE SURVEY

The following section presents an analysis of key findings from the employee survey, organized by subject area. *The analysis does not cover all of the questions that respondents were asked*, and instead focuses on presenting key findings that assess receptiveness, issues, and opportunities for shared services, shared functions, and shared approaches.

A complete summary of responses, including answers to the survey background questions, is located after the analysis of key findings.

About the Employees. Of the 121 employees that participated, 63% were from Provincetown and 37% were from Truro. Most employees (84%) live in the four nearest towns – Provincetown, Truro, Wellfleet, and Eastham.



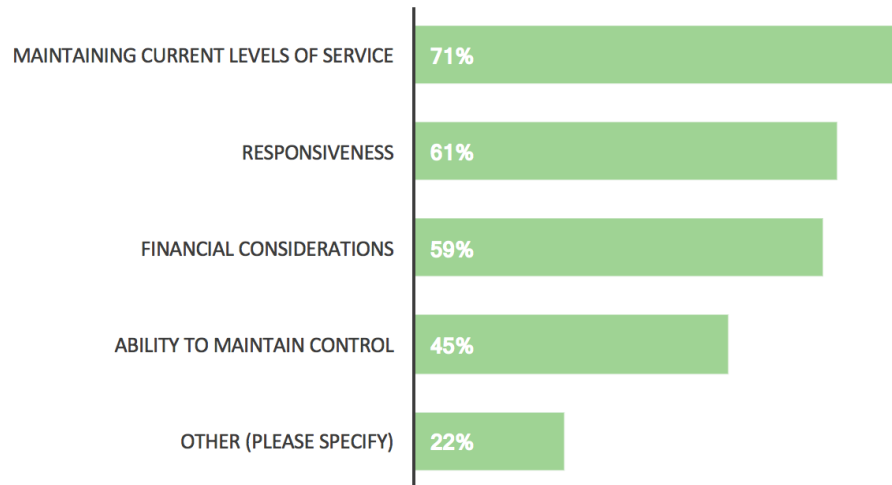
Employees Assessment of Town Services. Employees overwhelmingly agreed that their departments provide a high level of service and meet customer expectations. They also agreed that the types of services provided were right for the community. Generally, employees felt staff levels were adequate to perform the work.

	SA	A	D	SD
My department provides a high level of service.	71%	26%	3%	0%
In my department, our services meet the expectations of our customers.	52%	45%	2%	0%
Staffing levels in my Department are adequate for the work to be performed.	18%	43%	25%	12%
The Town provides the right services to the community.	28%	58%	7%	1%

Written responses revealed employees thought shared services could negatively impact the quality of service, responsiveness, and individuality of service for each town.

Issues and Opportunities Identified by Employees. More than half of employees selected “maintaining current levels of service,” “responsiveness,” and “financial considerations” as the critical factors in considering shared services.

What are the critical factors to consider?

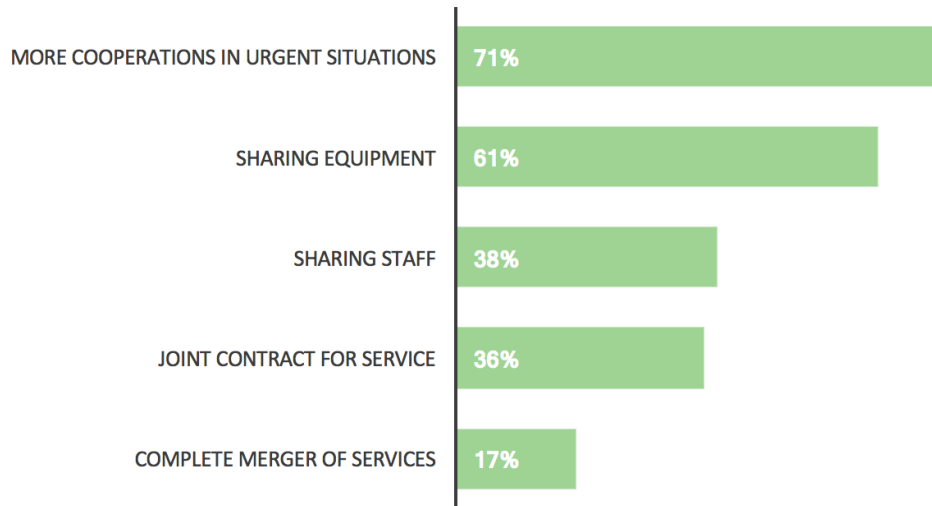


Employees' written feedback highlighted quality of service and responsiveness as the biggest risks to shared services. Employees also acknowledged financial impacts and staff reductions as risks. In addition, employees identified control as an issue for establishing and implementing shared services – both a battle for control between “leaders” and/or loss of control for one town.

*Recurring Theme:
Consider service
and response.*

More than half of employees selected “more cooperation in urgent situations” and “sharing equipment” as approaches that should be considered. Employees thought Fire, Police, and Administrative Functions are the functional areas most viable for more cooperation in urgent situations. They thought Maintenance of Parks and Grounds, Maintenance of Highways, and Maintenance of Town Buildings, as the functional areas most viable for sharing equipment. Only 17% of employees thought a complete merger of services should be considered as an approach to shared services.

What kinds of approaches should be considered?



***Recurring Theme:
Open to opportunities
for more cooperation
and sharing
equipment.***

Operationally, service improvements were identified as a potential benefit of shared services. Respondents thought types of service improvements could be efficiencies, knowledge sharing, and increasing resources available above that which would be available individually. Cost reductions were identified as a potential benefit.

Respondents suggested senior services could be combined and acknowledged that the existing mutual aid system works.

General Employee Receptiveness. Although employees thought shared services should be considered and would generally improve services in the region, employees were not very receptive to shared services for their own department. Employees felt their department could improve without sharing. In addition, employees were split as to their functional area being a good candidate for shared services.

	SA	A	D	SD
Shared services should be considered between Truro and Provincetown.	29%	36%	7%	16%
Shared services should be considered between my town and other towns on the Cape.	22%	38%	14%	15%
We can improve services in my department	26%	48%	9%	7%

	SA	A	D	SD
without sharing services with a neighboring town.				
Shared services can generally improve services in the region.	23%	38%	17%	10%
My functional area is a good candidate for shared services.	19%	26%	20%	23%

Based on written responses, employees see potential benefits to sharing services, functions, or approaches. There is apprehension, however, on how shared services would affect their own employment and their ability to deliver personalized, quality service. Generally, employees identified maintenance, equipment, and urgent situations as good opportunities for shared services. Consideration of existing sharing models is supported by employee comments that existing shared services work well.

Recurring Theme:
Employees are
receptive
but
apprehensive.

Provincetown employees were less likely to agree or strongly agree that shared services should be considered. Overall, written comments highlighted employee apprehension by comments that town differences could make sharing difficult. Employees also acknowledged that

there is a difference between the theory of sharing services and successful real-life implementation.

Insights from the Employee Survey. Apprehension is an issue. However, there is a high level of receptiveness to shared maintenance and sharing equipment.

Based on the employee survey, primary opportunities are “more cooperation in urgent situations” and “sharing equipment”. The maintenance of highways, town buildings, and parks and grounds are the primary functions to increase and/or implement shared equipment. Sharing equipment aligns with initial consultant recommendations. In addition, sharing equipment aligns with some existing successful sharing between Truro, Provincetown, and other cape communities.

FINDINGS - COMMUNITY SURVEY

The following section presents an analysis of key findings from the community survey, organized by subject area. *The analysis does not cover all of the questions that respondents were asked*, and instead focuses on presenting key findings that assess

receptiveness, issues, and opportunities for shared services, shared functions, and shared approaches.

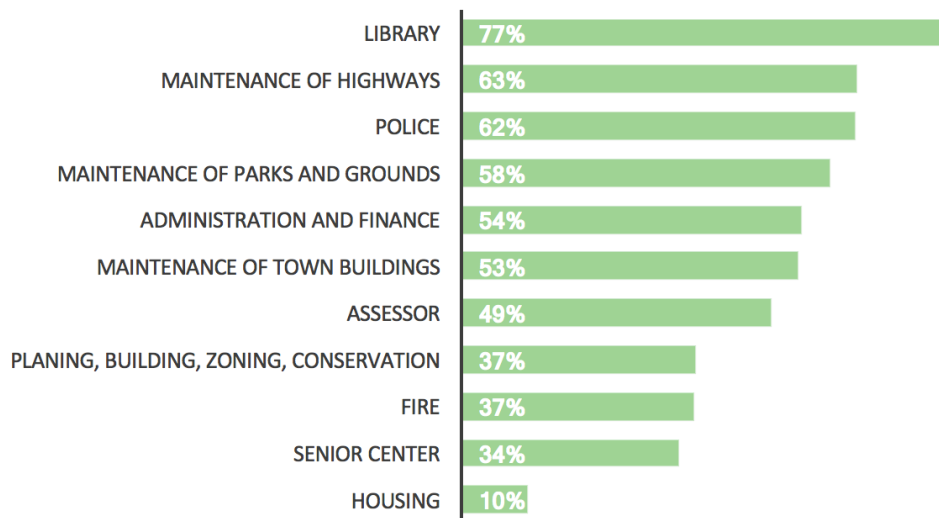
A complete summary of responses, including answers to the survey background questions, is located after the analysis of key findings.

About the Community. Of the 564 community members that completed the survey, 16% live in Provincetown, 81% live in Truro, 3% live elsewhere. The significantly higher response rate from Truro residents could be due to the Town of Truro mailing postcards to residents informing them of the survey.

Overall, 45% of respondents live in Truro and Provincetown year-round; 55% of respondents are seasonal residents. There was a higher number of year-round resident responses from Provincetown (83%) than from Truro (62%). With 85% of respondents being 51 years of age or older, survey responses reflect a very specific demographic.

Community Assessment of Town Services. The Community rated services mostly as “excellent” and “good” based on interactions in the last two years and based on all of their experiences. No service area in the survey was rated as “poor” for more than 9% of respondents. Based on the services the community has interacted with in the last two years and adding the “excellent” and “good” ratings, the highest rated services were Library (77%), Maintenance of Highways (63%), and Police (62%).

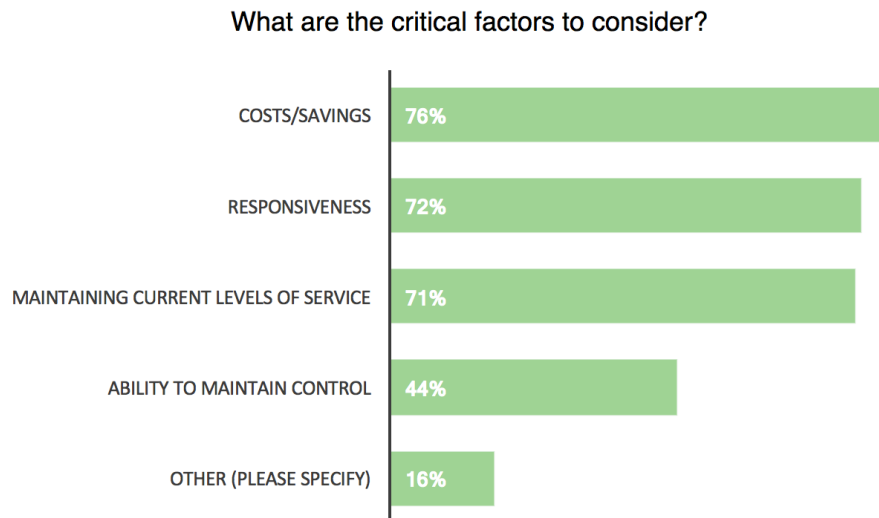
Quality of interactions with town services in the last two years.



Although year-round residents were more likely to rate some services higher than seasonal residents, the differences were not major and generally less than 10%. Provincetown respondents rated Fire higher than Truro (70% vs. 51% “excellent” and “good”). Provincetown rated Police slightly higher (81% vs. 70%).

Issues and Opportunities Identified by the Community. Costs and Savings were the

top critical factor to consider identified by the community. Responsiveness and maintaining current levels of service were also top critical factors.



Written responses acknowledged community differences was a key factor to consider. Concerns about community differences included identifying the differences, recognizing the differences in needs, and maintaining each town's individual character.

Recurring Theme:
The towns are different; they have different needs and character.

In a subsequent written response prompt, the differences, needs, and individual identities of each town were again acknowledged, and the community also identified their support of shared services if changes would result in cost and service efficiencies.

Specific to differences, the community acknowledged that each town enjoys its own individual character; community members do not want their town's character to change as a result of sharing or merging services and/or functions. The community also acknowledged different needs – Truro is more rural; Provincetown is more commercial; they have different population sizes.

In regards to cost and service efficiencies, the community generally supports the concept of shared services at least in some capacity. However, many were concerned that there would be a loss of service level and quality with the implementation of shared services, functions, or approaches. The community expressed concerns that one town would take advantage of the other, e.g. Provincetown has higher population leaving Truro to pay

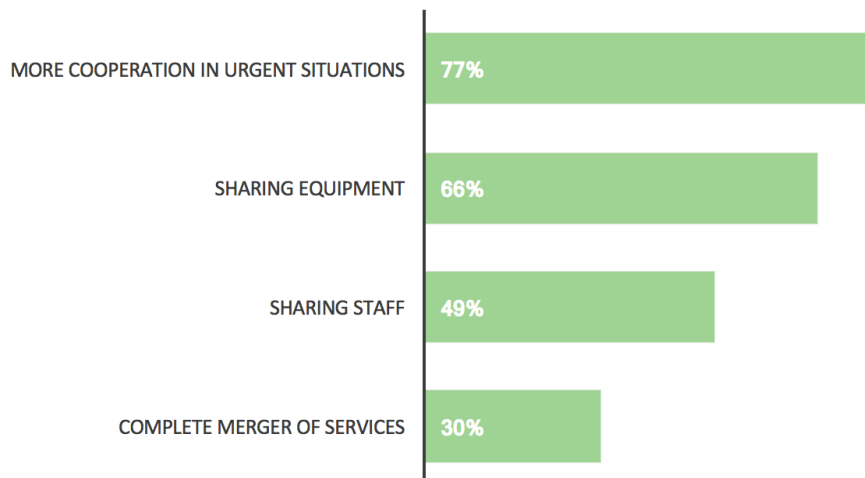
more per household for shared services. The community also expressed concerns that there would be a loss of employees, a loss of personalization in service delivery, and that shared services would not actually result in cost savings.

Less frequently occurring written comments included strong recommendations not to combine or share any services; that school services should be considered for sharing opportunities; increasing snow plow/road maintenance; providing more community input opportunities; and providing more information to the community about the topic of shared services.

***Recurring Theme:
Maybe, if costs
share is fair
and service
quality does
not diminish.***

“More cooperation in urgent situations” and “sharing equipment” were support by more than half of respondents as an approach to shared services. For more cooperation in urgent situations, Fire (66%) and Police (65%) were the top functions to consider. For the sharing equipment approach, maintenance of highways (60%), maintenance of parks and grounds (59%), and maintenance of town buildings (56%) were identified by the community as the top functions to consider.

What kinds of approaches should be considered?



Written responses identified the following areas to explore for shared services: transfer station/recycling/trash services; merging Truro / Provincetown / Wellfleet / Eastham; beaches and harbor boats/barges/equipment; using capital budget funds to purchasing housing for employees; share/merge animal control including for beaches; increased level of service for highway and park maintenance; merging administrative functions; share and merge parking; senior activities; senior medical trips; mail delivery services; and extend/merge water and sewer services.

Specific suggestions for implementation were using Police and Fire to test shared

services first, and to use a Regional Planning and Public Discussion Committee (consisting of town officials and residents) to plan for short and long-term shared service needs. The lower response rate from Provincetown coupled with some respondents asking for more community input opportunities leads to a suggestion for both towns to reach out more to both communities, generally and especially for shared services. The committee suggestion could support the community input endeavor.

General Community Receptiveness. If services were delivered with the same or better quality, 84% of respondents would be interested in changing service delivery method. There was no difference in interest between Provincetown and Truro responses. Written responses indicate that the community would be open to shared services for certain functions. The community would also require that no abuse of power or funds occur, and that separate town identities are maintained.

***Recurring Theme:
Open to opportunities
for more cooperation
and sharing
equipment.***

Although the community was generally open to shared services, shared functions, or shared approaches, written responses include several comments against any service mergers.

Insights from the Community Survey. There is general community receptiveness to shared services. However, there is also a clear desire to maintain separate town identities, and provide fair service delivery and control. Key issues to shared services are existing, separate town identities, and different town needs/levels of demand. Primary opportunities for shared services are more cooperation in urgent situations and sharing equipment. These opportunities align with the consultant's initial feedback for more cooperation in urgent situations, specifically fire and police, and sharing equipment.

PRINCIPAL INSIGHTS

Employees are receptive. More than 50% of employees agreed or strongly agreed services should be shared with other towns and would help the region.

Communities are receptive. Both communities appear receptive to shared services. However, it is imperative sharing does not eliminate individual town character.

Most viable approaches. The findings suggest employees and communities support some aspects of shared services, functions, or approaches. More cooperation in urgent situations and sharing equipment were the highest rated approaches to sharing services by employees and the community. These two approaches and five functions identified earlier in the report would be a viable place to start.

The risk of unintended consequences. Although employees and the community appear receptive to these shared approaches, the survey revealed apprehension from both groups. Concern over actual results were identified by many respondents (e.g., theory vs reality, losing employees, does it really save money, does it really maintain or improve services). Providing results of shared service efforts could help gain greater employee and community confidence and support.

Maintain individual town character. Both groups expressed concern that the towns would lose their individual character and distinct service delivery.

Use fair and successful shared approaches. Coupling concerns that mergers and shared services would remove individual town identities and eliminate service locations in one town with concerns that one town would be taken advantage of (e.g. getting less and/or paying more), shared services should capitalize on shared approaches that allow fair and individual service delivery, including existing shared approaches that operate successfully.

Increase community input. The findings also suggest the towns should implement shared services slowly and with greater community communication. Communication is key to reduce apprehensive (although it should be recognized that nothing will eliminate all apprehension). A communication plan should be used to disseminate more information, gather more community input, and provide facts and updates for shared service approaches and/or functions.

Explore opportunities behind the scenes. Comparing consultant initial suggestions with the survey responses suggest that many “behind the scenes” technology systems and functions could be shared without impacting either community’s first-hand experiences.