



Management Review for the Borough of Mantoloking

Final Report

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Introduction

The Borough of Mantoloking engaged Cotter Strategies, LLC to perform a review of the existing municipal operations and make recommendations for any changes that may be needed. Specifically, the review process included:

- Interviews with the Mayor and selected members of Borough Council.
- Interview of selected senior staff members, including: Chief of Police, Borough Clerk, Chief Financial Officer and, DPW Director.
- Examination of work flow processes and employee responsibilities and practices.
- Development of a Management Organization Chart.
- Review of Personnel Policy and Performance Evaluation Process and make recommendations as may be identified.
- Develop a salary survey and benchmark with peer communities.
- Identify opportunities for shared services or outsourcing.
- Review overall operations for alignment with best practices and make recommendations as may be identified.

The Borough is fortunate to have a staff – although small – that operates efficiently and with high degree of dedication to their respective roles and to the municipality as a whole. All of the participants were accessible, highly professional and responsive throughout this study and each were a positive reflection on the Borough of Mantoloking. As with any organizational review, there are opportunities for improvement. This report includes several recommendations for consideration by the Mayor and Members of the Borough Council. The section that follows includes a summary of each recommendation and corresponding page the recommendation can be found in the report.

SUMMARY OF RECOMMENDATIONS

Municipal Clerk

- Recommendation: Completion of the personnel policy manual with adoption by the governing body should be a priority. (page 6)
- Recommendation: Finalized job descriptions should be formally adopted by the governing body. (page 6)
- Recommendation: Prior to formal adoption of a performance evaluation system, appropriate training must be provided to employees in performance evaluation process. (page 7)
- Recommendation: The list of processes should be developed into a standard operating procedure format for each process and made available for staff reference. (page 7)
- Recommendation: Create an employee safety committee as part of the Borough's risk management plan. (page 7)

Finance Department

- Recommendation: Develop a multi-year capital improvement plan. (page 8)
- Recommendation: Develop a Purchasing Manual and provide appropriate training for all employees in its use. (page 8)
- Recommendations: Fully leverage Edmunds finance software by providing access to department heads to their respective budgets, purchase order system and consider portal for on-line access by vendors and local taxpayers. (page 8)
- Recommendations: Move sewer billing early in the year and limit the grace period for sewer bill payments to be consistent with property tax payments. (page 9)
- Recommendation: The governing body should fully evaluate CFO recommendation to hire a part-time, floater position to fill administrative employee vacancies during busy periods. (page 9)
- Recommendation: Consider a student intern position to assist with archiving and scanning of documents. (page 9)
- Recommendation: Consider expanding role of Finance/Tax Collector to include Deputy CFO/Tax Collector. (page 9)

Police Department

- Recommendation: Formalize succession plan for the Office of Emergency Management. (page 10)
- Recommendation: Funding should be authorized for the police department accreditation process. (page 10)

Public Works Department

- Recommendation: Completion of the Borough Hall procedures manual and call out list is an important program that should be completed and shared with key staff members. (page 11)

Fire Department

- Recommendations:
 1. Explore the benefits of a consolidation of fire protection services with the Borough of Bay Head. (page 13)
 2. Consider a comprehensive shared services study for regionalizing fire protection among the several area municipalities. (page 13)

Salary Comparison Study

- Recommendation: Consider establishing a salary guide that identifies salary steps for each position. (Page 16)

Management Organization

- Recommendation: The position of Borough Administrator should be added either on a part-time basis or as a combined role with the Municipal Clerk. (page 18)

Opportunities for Shared Services

- Recommendation: Consider a shared services study regarding the delivery of local law enforcement operations. (page 19)
- Recommendation: Consider a shared services study regarding the delivery of public works. (page 19)
- Recommendation: Explore the benefits of a consolidation of fire protection services with the Borough of Bay Head. (page 13)
- Recommendation: Consider a comprehensive shared services study of regionalizing fire protection among the several area municipalities. (page 13)

OVERVIEW OF DEPARTMENT OPERATIONS

A series of interviews were held with selected department heads to achieve an understanding of department operations and needs. This review was limited to the following departments: Municipal Clerk; Chief Financial Officer, Chief of Police and Director of Public Works. Based on input received during the course of this study, recommendations regarding the Fire Department are also included. A discussion of each department follows:

MUNICIPAL CLERK

The incumbent municipal clerk has been employed by Mantoloking for eight years, originally as a police dispatcher and in 2014, appointed to the current position. As with many smaller communities, the clerk also serves as the Registrar of Vital Statistics. Some 5 – 10 marriage licenses are processed annually and the clerk is responsible for administering local elections and the registration of 311 voters in the Borough.

As with each of the department heads, there are some responsibilities that are shared. An example is the Human Resource function, which is shared with the CFO who handles the administration of employee benefits. Greater attention to Human Resources with special attention to roles and responsibilities was a theme mentioned during interviews with staff and elected officials.

The clerk is in the process of addressing three important areas related to improving overall Human Resource components:

1. Developing a Personnel Policy Manual.
2. Creating Job Descriptions.
3. Creating a Performance Evaluation Form.

Personnel Policy Manual: Having an up to date personnel policy manual is foundational to effective local government operations. The Joint Insurance Fund (JIF), of which the Borough is a member and the Municipal Excess Liability (MEL) provide a number of templates that can be easily fashioned for local use. The clerk is working with a JIF/MEL template to create an appropriate manual for the Borough.

- **Recommendation:** Completion of the manual with adoption by the governing body should be a priority.

Job Descriptions: Descriptions for each position in the Borough workforce sets expectations for both the employee and employer. Like the personnel policy manual, job descriptions are basic to achieving clarity for roles and responsibilities. The clerk has developed draft job descriptions that have been shared with department heads for their review and input. An example job description is included in the appendix of this report.

- **Recommendation:** Finalized job descriptions should be formally adopted by the governing body.

Performance Evaluations: A performance evaluation form has been drafted and a separate example was shared with the clerk for consideration. While the form that documents the performance evaluation is important, the process is of greater importance. The evaluation process is of value on several levels; it provides a formal opportunity for the employee and supervisor to review overall performance; set goals and expectations and, review progress toward meeting the established goals. As a personnel document that establishes a record of performance, the form can be used as one component for considering employee advancement. Since the process of conducting performance evaluations will be new to Borough employees, there is a need to assure that appropriate training is provided prior to implementing the program.

- **Recommendation:** Prior to formal adoption of a performance evaluation system, appropriate training must be provided to employees in performance evaluation process.

Developing standard procedures for both routine and less common tasks is an important means to achieving effective municipal operations. The municipal clerk is currently creating a list of processes.

- **Recommendation:** The list of processes should be developed into a standard operating procedure format for each process and made available for staff reference.

The clerk also serves as the Borough's liaison to the JIF, providing an important conduit for information on risk management for the Borough. One of the key areas of risk management is prevention of accidents and injuries. An effective method for helping to limit risk is through an employee safety committee. The committee is charged with reviewing accidents and injuries that occur and taking pro-active steps to prevent accidents.

- **Recommendation:** Create an employee safety committee as part of the Borough's risk management plan.

In the area of technology, the Borough has taken (or is in the process of implementing) useful steps. For example, the council meeting agendas are distributed electronically. This practice, which adds to overall efficiency, should be retained. Prime Point, a time and attendance software package, is currently being implemented. Ideally, this will provide an easier method to generate reports and integrate with the Borough's payroll system. The clerk uses the Muni Bid on-line auction platform for sale of surplus equipment. This is an excellent way to broaden the potential number of buyers to maximize revenue. The clerk reports that she is very satisfied with results.

FINANCE

The chief financial officer has been in the position for five years. In addition to serving as finance officer, the CFO is also the Qualified Purchasing Agent (QPA) and Tax Collector. Currently, the finance officer is taking classes toward achieving Tax Assessor certification. The municipality's annual operating budget is \$5.7 million and is assembled by the CFO working with the chairperson of the Borough Finance Committee. The capital improvement plan (CIP) is reported to be in early development. A CIP is a key document that should be used to plan for acquisition and replacement of capital assets. The multi-year plan is important for financial forecasting by local decision makers.

- Recommendation: Develop a multi-year capital improvement plan.

Among the areas that the CFO takes pride in is the achievement of the AA+ bond rating (Standard and Poors) achieved for the Borough, evidentially the first time the Borough has gone to the bond markets.

As with an employee manual that helps improve effectiveness of local government operations, a Purchasing Manual is equally important in the area of financial management. The CFO is currently developing a purchasing manual, completion of which should be a priority.

- Recommendation: Develop a Purchasing Manual and provide appropriate training for all employees in its use.

Edmunds is the financial software used by the department. This is a robust financial suite that should be fully leveraged. Currently, department heads do not have access to the finance software requiring the CFO to generate periodic budget status reports for the respective departments. Additionally, purchase order requests must be made either verbally or by email request. Edmunds software can streamline processes such as purchase order management and department budget management. Allowing department heads to have a measure of control over their budgets creates a sense of ownership, responsibility and accountability. Edmunds also provides a "portal" for both residents and vendors to do business with the Borough on line – including payment of taxes. This is another way to streamline operations and provide value added for residents.

- Recommendations: Fully leverage Edmunds finance software by providing access to department heads to their respective budgets, purchase order system and consider providing a portal for on-line access by vendors and local taxpayers.

The tax collection rate from the 566 properties in the Borough is reported to be 99.9%. This is, of course, an excellent collection rate and a credit to the work of the finance office. The CFO reports the possibility of only one tax sale.

Sewer bills are mailed once a year in April with 109 days to pay. The Borough should consider two changes to the current sewer billing process. First, moving the billing to earlier in the year will improve cash flow because payments by the Borough to the Ocean County Utilities Authority (for sewer treatment operations) are made monthly. Second, the 109-day grace period for sewer bills is excessive and further delays payment to the Borough. The grace period should be consistent with property tax payments.

- Recommendations: Move sewer billing earlier in the year and limit the grace period for sewer bill payments to be consistent with property tax payments.

The finance officer is also responsible for dog licensing in the Borough, about 12 dog licenses are processed each year.

Construction escrow accounts are managed through the finance office. The CFO reports an excellent working relationship with the construction office.

An important financial management process involves the review and cancellation of older capital funding ordinances. The CFO is in the process of reviewing \$128,000 in dated capital ordinances. This is an excellent practice that should be part of the on-going finance department operations.

The finance officer advised that the month of August is a particularly busy time period for collection of taxes and beach revenues. A part-time “floater” position has been proposed by the CFO to fill any vacancies during busy periods to assist with workload. Based on the information provided this proposal is worthy of consideration by the governing body.

- Recommendation: The governing body should fully evaluate CFO recommendation to hire a part-time, floater position to fill administrative employee vacancies during busy periods.

A novel suggestion from the finance officer also is worth of consideration regarding scanning and archiving documents – projects that typically receive low priority and create a backlog of work over time. The recommendation is to offer college students an internship opportunity to perform these tasks. The benefits are three-fold: Students are exposed to the important work of local government; a temporary employee is hired at a reasonable rate; the scanning and archiving work is completed.

- Recommendation: Consider a student intern position to assist with archiving and scanning of documents.

The finance office includes the position of Finance/Tax Collector Administrative Assistant. The position should be expanded to include the role of Deputy CFO/Tax Collector to provide a backup for the CFO/Tax Collector and to provide a professional growth opportunity for the incumbent.

- Recommendation: Consider expanding role of Finance/Tax Collector to include Deputy CFO/Tax Collector.

POLICE DEPARTMENT

The incumbent chief of police has been a member of the police department for 15 years, the last five years in the current role. The chief is a Certified Public Manager (CPM), a designation for those completing a comprehensive, public sector management training program.

The current table of organization for the department includes one chief, one lieutenant, two sergeants and five patrol officers for a total compliment of nine members. The chief reports that the current staffing is adequate. Officers assigned to a shift work the Pitman Schedule with two members on duty except during the period 6:00 am – 10:00 am when one member, a sergeant, is on duty. To address the seasonal fluctuation in both population and police activity, a total of 10 special officers (six class 2 and four class 1) are hired for the summer months. Two of the class 2 officers are retained for the duration of the year to assist with coverage of night shifts.

The department works closely with and provides mutual aid assistance to the Bay Head police department.

During the period, May – September, the chief manages 70 employees associated with oversight of the lifeguard program operations.

The mayor and council have been designated the appropriate authority for reporting purposes. The chief advised that formal reports on police department activities are provided to the mayor and council on a monthly basis.

In terms of an emerging issue, the chief reports that criminal activity is increasing due to the Route 35 thoroughfare.

The chief serves as a deputy emergency management coordinator in the office of emergency management (OEM) and reports that “For the most part OEM runs great.” A succession plan is currently in development for OEM positions. This is an excellent practice to train and expose more personnel in this critical public safety function.

- Recommendation: Formalize succession plan for the Office of Emergency Management.

Achieving accreditation status for the department was identified as a goal by the chief and potential funding sources through the JIF are being pursued. While alternate funding is worthy of exploration, police department accreditation should be considered a priority and funded through the local budget if necessary. Accreditation assures – and confirms through impartial assessors – that the police department’s policies, procedures and practices are consistent with current laws and best practices. Compliance with policies, procedures and best practices can prevent costly litigation issues.

- Recommendation: Funding should be authorized for the police department accreditation process.

PUBLIC WORKS

The public works director is a seven-year employee of the Borough. He has achieved designation as a Certified Public Works Manager (CPWM) reflecting completion of comprehensive coursework for public works professionals. In addition to his role in the department of public works (DPW), the director also serves as assistant chief of the Mantoloking Volunteer Fire Department.

The DPW is a small, non-unionized, department, with two, full-time and one, part-time (28 hrs./week) employees. The part-time position was recently added in recognition of the added maintenance associated with the new Borough Hall and various other projects. The director is currently assembling a procedures manual and call out list for maintenance issues related to Borough Hall.

- **Recommendation:** Completion of the Borough Hall procedures manual and call out list is an important program that should be completed and shared with key staff members.

A work plan is developed each week by the director and reviewed daily. The DPW employees begin each work day by conducting a windshield survey of the community – essentially a rapid inspection to identify issues needing attention and removal of any trash. The benefits of this level of attention are immediately visible; the signage, streets and general appearance throughout the community is impeccable.

The department handles the usual public works duties and some unique to shore communities. Snow removal is accomplished using two plow trucks and the one part-time employee is responsible for removal of snow from the area around Borough Hall. Buildings and grounds issues are attended to (working through a reported “huge” punch list for Borough Hall), streets are maintained and swept, minor vehicle maintenance is performed, storm sewer catch basins and outfalls are cleared by hand because they retain tidal water. Responsibilities unique to a shore community include beach and beach walkway maintenance (two bulldozers for beach maintenance are stored at the Ocean County Public Works facility), and repair and upkeep of lifeguard stands.

The Borough has implemented several shared services associated with public works, including:

1. Sanitary Sewer System: Brick Township Municipal Utilities Authority (BTMUA) maintains the Borough’s collection system, single pumping station and its associated emergency generator. The BTMUA also provides a sewer vacuum truck for system maintenance.
2. Sanitary Sewer Treatment is performed at the Ocean County Treatment Plant.
3. Point Pleasant DPW serves as the Borough’s fuel depot.
4. Bay Head DPW yard is the location of the Borough’s salt shed.

Two key issues were noted for the department: “New building and new beaches.” The Borough Hall is taking considerable time and effort on the part of the DPW to address maintenance issues. While presumably many of those issues will be addressed through the completion of the “punch list”, it should be assumed that the building will be a significant on-going responsibility. The beaches were described as “larger with extensive dune system.” Maintaining these signature features of Mantoloking will, of course, also be a significant on-going responsibility.

FIRE DEPARTMENT

Although the fire department was outside the scope of this study, the opportunity to interview the assistant fire chief and the immediate issues facing the department provided the occasion to include comments and recommendations.

Background:

The Mantoloking Volunteer Fire Department operates two units, one pumper, a 2004 unit and one ladder truck, a 1999 unit, both manufactured by the Sutphen Corporation. There are currently 13-15 active members although it was reported that “Everyone is getting older – we are running out of members due to age.” The department responds to some 150 – 200 incidents annually.

There is a reciprocal, automatic aid agreement with the Bay Head Volunteer Fire Department meaning, that both departments will automatically respond to alarms in either community. This is an excellent practice and especially important given the staffing level concerns.

It was reported that there are four “solid” members for daytime response – one is the DPW director. A second DPW employee is a “fire police member” and does not have interior firefighting certification.

The assistant chief reported that the greatest staffing challenge is for responses occurring during the night. This is a special concern given the heightened life-safety concerns for occupants that may be sleeping and unable to quickly evacuate a structure.

The department is considering purchase of mini-pumper and sale of the existing ladder truck. The stated rationale for the mini-pumper is to allow rapid access to the many large estate homes that are set back from the roadway by long, narrow driveways. The stated rationale for sale of the existing ladder truck is that a recent purchase of a ladder truck by the Bay Head Fire Department makes the unit in Mantoloking redundant. It is interesting to note that Bay Head Fire Department previously relied on Mantoloking Fire Department for its ladder truck.

Throughout the country, volunteer fire departments are facing a staffing crisis. Training requirements, full-time work responsibilities and changing priorities in terms of allocation of limited free time have all conspired to cause volunteer firefighter recruitment and retention to plummet. These same issues are facing the Borough of Mantoloking and are made more acute because many residents are seasonal, including some serving as volunteer firefighters.

It is also interesting to note that Mantoloking faced this issue before. It was relayed during interviews that in the early 1960’s the responsibility for fire protection was transferred to the Bay Head Fire Department and the local department was disbanded. Some years later, the Mantoloking Fire Department was reestablished. This recommendation does not necessarily call for dissolving the department but rather, a more formalized approach to regionalizing fire protection services.

Assessing the appropriate level of fire protection for a community requires a comprehensive study well beyond the scope of this report. However, what is known is that immediate steps need to be taken to

assure an adequate and dependable level of fire protection exists. Since the Mantoloking and Bay Head Fire Department currently (and historically) work closely together, it is appropriate – at least in the short term – to consider exploring more a formal approach to consolidating fire protection between the two communities. However, the timing and the need strongly suggests that a regionalization of fire protection services among several communities would likely be most effective.

- Recommendations:

1. Explore the benefits of a consolidation of fire protection services with the Borough of Bay Head.
2. Consider a comprehensive shared services study for regionalizing fire protection among the several area municipalities.

COMPARISON OF COMMUNITIES

As part of the management review, four communities were selected for comparison with Mantoloking: Harvey Cedars, Bay Head, Lavallette and Barnegat Light. While it is difficult, if not impossible, to find any municipality that is identical to Mantoloking, those selected are all relatively small shore communities with similarities that make for useful comparison.

The data used for this analysis was sourced through City-Data.com. For comparison purposes, the number of housing units, median household income, population, crime rate and area in square miles are listed. In order to provide a smoothing of data, the Crime Rate is the average of three-years, 2015-2017. The table below shows specific data points for each community.

Community	Housing Units	Median Household Income	Population (2017 est.)	Crime Rate (per 100,000) avg. 2015-2017	Area in Square Miles
Mantoloking	454	\$117,083	257	161.6	.44
Harvey Cedars	434	\$75,426	342	189.8	.55
Bay Head	1,002	\$106,145	1,001	103.9	.59
Lavallette	3,046	\$60,989	1,833	84.1	.80
Barnegat Light	1,295	\$75,488	580	225 ¹	.72

SALARY SURVEY

The information for this salary survey was provided by officials in each of the municipalities.

The table that follows shows the Borough of Mantoloking 2019 salary for each position. As noted in the table, certain positions are combined, outsourced, part-time or in some cases, not applicable. Corresponding salaries are shown for the same position in the municipalities of Bay Head, Harvey Cedars, Lavallette and Barnegat Light. Although certain positions share the same title, the responsibilities taken on by that position can be different. In some cases, the position is footnoted to further explain the various roles.

It is also important to note that some positions may have other roles and responsibilities that are not necessarily reported as part of a salary ordinance. For example, a chief of police may serve as the local Emergency Management Coordinator or as in the case of Mantoloking, life guard operations fall under the authority of the police chief.

¹ This average includes a crime rate of 613.4 in 2015 that appears to be an outlier year. If the year is replaced using 2014 data of 58.8 the actual three-year average crime rate would be 40.1.

Mantoloking		Bay Head	Harvey Cedars	Lavallette	Barnegat Light
Position	2019 Salary	2019 Salary	2019 Salary	2019 Salary	2019 Salary
Administrator	N/A	\$50,000 (part-time, 25 yrs./week)	Clerk serves as Administrator	\$66,300 (part-time, 25 hrs./week)	N/A
Borough Clerk	\$93,544 ²	\$96,798 ³	\$124,197 ⁴	\$93,220 ⁵	\$75,670 ⁶
Deputy Clerk	\$57,783	N/A	Zoning Officer serves as Deputy Clerk	N/A	\$67,246
Chief Financial Officer	\$86,716 ⁷	\$51,510 (One day per week.)	\$71,200 ⁸	\$112,887 ⁹ (Includes \$8,000 as QPA.)	\$44,264 (two half-days/week)
Administrative Assistant Finance	\$47,278	\$51,050 (Additional \$5,150 as Dep. CFO.)	\$31,000	N/A	\$63,527 (serves as deputy CFO)
Tax Collector	By CFO	\$20,808 (less than 20 hrs./week.)	\$15,000 (part time)	By CFO	\$63,407
Tax Assessor	\$17,777	\$20,808 (less than 20 hrs./week.)	\$20,842 (3hrs/week)	\$18,700 (part-time)	\$19,418 (2 hrs./week)
Construction Official	\$44,021 (20 hrs./week)	\$30,600 (less than 20 hrs./week.)	Shared Service, part-time	\$88,434	Shared Service
Zoning Officer	\$29,484 (10 hrs./week.)	\$15,606 (less than 20 hrs./week.)	\$54,060	Part-time, hourly. ¹⁰	Part-time, hourly.
Court Administrator	\$21,228 (4 hrs./week and court time.)	\$18,258 (less than 20 hrs./week.)	Shared Service, part-time	\$64,788	Shared Service, Long Beach Twp.
Municipal Court Judge	\$1,382 per session	\$20,400	Shared Service	\$25,072	Shared Service
Director: Public Works	\$74,597	\$88,434 (Includes \$26,520 as Collection System Operator)	\$111,427	\$116,000	\$100,000 ¹¹
Laborer	\$52,531	\$52,200	\$30,600 - \$74,063	\$44,700 - \$76,306	\$38,168
Police Chief	\$151,540 ¹²	\$150,502	\$140,208	\$131,357	Contract service with Long Beach Township.

² Mantoloking Municipal Clerk also serves as: Assessment Search Officer, Public Agency Compliance Officer, Insurance Commissioner, Archives and Records Manager, Contract Administrator, Registrar.

³ Bay Head Municipal Clerk also serves as: Registrar, Pension Certifying Officer, Public Agency Compliance Officer, JIF Fund Commissioner, Public Information Media Contact, Health Department Liaison.

⁴ Harvey Cedars Municipal Clerk also serves as: Administrator, Registrar. QPA and Utility Collector.

⁵ Lavallette Municipal Clerk also serves as: Registrar.

⁶ The Barnegat Light Municipal Clerk also serves as: Registrar

⁷ Mantoloking Chief Financial Officer also serves as: QPA, Tax Collector.

⁸ Harvey Cedars Chief Financial Officer also serves as: Deputy Tax Collector and QPA.

⁹ Lavallette Chief Financial Officer also serves as: Tax Collector and QPA (additional stipend of \$8,000 for QPA)

SELECTED AND AVERAGE SALARIES

A comparison of selected Mantoloking salaries and the average of all salaries for the selected position is illustrated in the next table. Footnotes are included that further explain certain local variations among the positions as well as what was included in each salary.

Position	Mantoloking Salary	Average Salary
Clerk	\$93,544	\$89,808 ¹³
Finance Officer	\$86,716	\$90,268 ¹⁴
Public Works Director	\$74,597	\$98,092 ¹⁵
Laborer (skilled)	\$52,531	\$54,159 ¹⁶
Chief of Police	\$151,540	\$143,402 ¹⁷

From the analysis of salaries, two positions, Finance Officer and Public Works Director are lower relative to the comparisons. However, as noted earlier, it is important to review the actual level of responsibilities performed for each position to make the comparison most meaningful.

The Borough of Mantoloking establishes salary ranges for each position as part the annual salary ordinance adopted by the governing body. However, the value of identifying salary ranges is questionable because it has little effect on the actual salary. The Borough has a practice of hiring an employee at a stated salary and increases are limited to any annual cost of living increases that may be approved.

An approach that should be considered is the adoption of a salary guide that includes the minimum, starting salary for each position as well as annual step increases that lead to a maximum salary in the range for the position. The concept of the salary guide is the acknowledgement that the employee is rewarded for increased knowledge, skills, and ability that accrue, in part, with experience in the position. It also provides motivation for the employee in terms of future salary increases. Moreover, the step increases can be integrated into the performance evaluation process as a way to formalize the employee's demonstrated progress in the respective role over time.

- **Recommendation:** Consider establishing a salary guide that identifies salary steps for each position.

¹⁰ The Harvey Cedars Zoning Officer also serves as: Deputy Clerk, Deputy Registrar.

¹¹ The Barnegat Light DPW Superintendent also serves as Water and Sewer Superintendent. The salary listed is a combined salary for both positions.

¹² The Mantoloking Chief of Police also is responsible for the Lifeguard program.

¹³ The Harvey Cedars Municipal Clerk salary was omitted from this calculation because it includes the role of Administrator.

¹⁴ The Bay Head and Barnegat Light CFO positions were omitted because they are part-time positions.

¹⁵ The Bay Head Public Works Director salary includes \$26,520 as Collection System Operator. The Barnegat Light DPW Director includes combined salary for DPW Superintendent and Water & Sewer Superintendent positions.

¹⁶ The Harvey Cedars Laborer median salary of \$64,372 and Lavallette median salary of \$63,522 were in this calculation.

¹⁷ Barnegat Light contracts for law enforcement services and as such, no police chief salary was included for that community as part of the calculation.

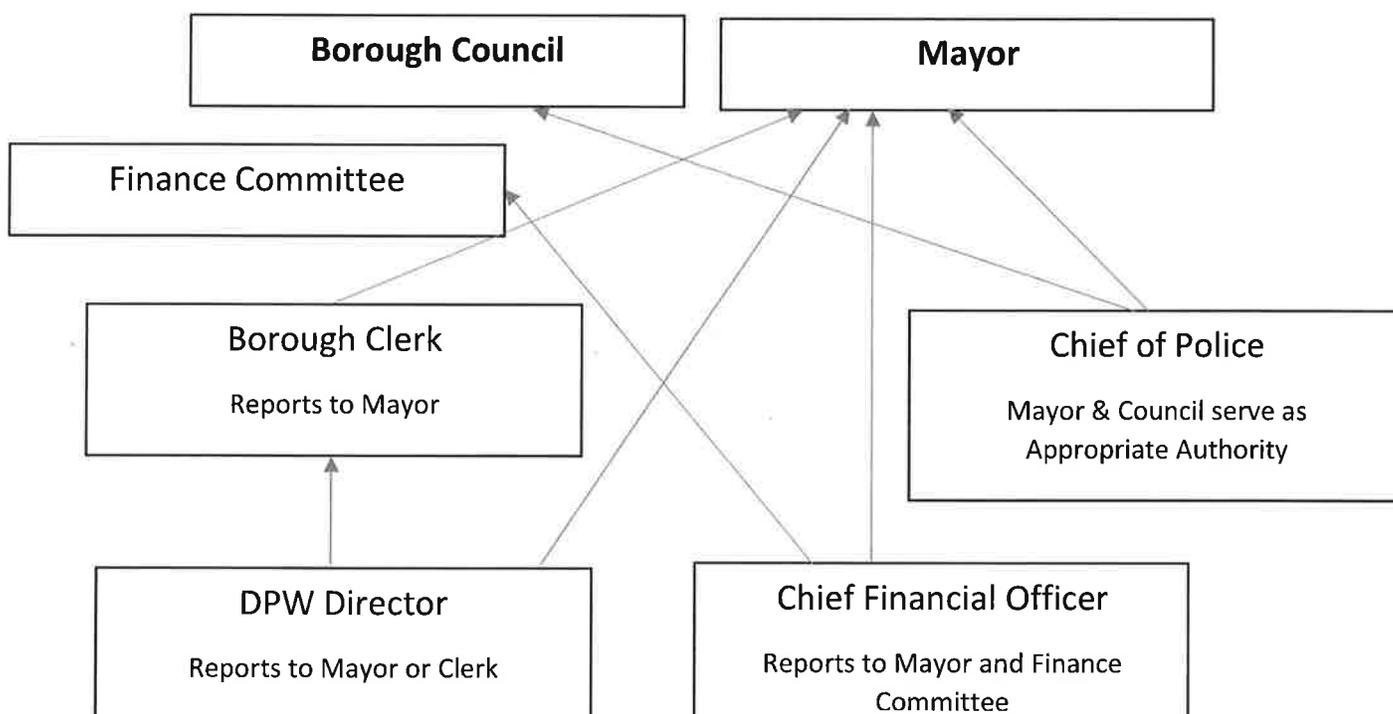
MANAGEMENT ORGANIZATION

During interviews with department heads and some elected officials, several commented on the need for more structure and faster turnaround on decisions. Another consistent theme reflected the positive culture of the organization and that everyone worked well together. In fact, it was remarkable how many times “family” was used to describe how the employees worked together. This is very much a positive attribute but not without potential negative consequences.

Organizations, to be successful, must confront uncomfortable and sometimes unpopular issues. If an organization is too close and without a designated management structure, there is a greater likelihood that important but unpopular issues may not be addressed.

Under the current management structure in Mantoloking, as shown in the chart below, the reporting structure is redundant and complicated – and this is a small organization. The system in Mantoloking relies heavily on elected officials taking active roles in municipal operations. This model worked well for decades; however, increasing regulations, increasing liability and the need for greater efficiency suggests that a new model be considered.

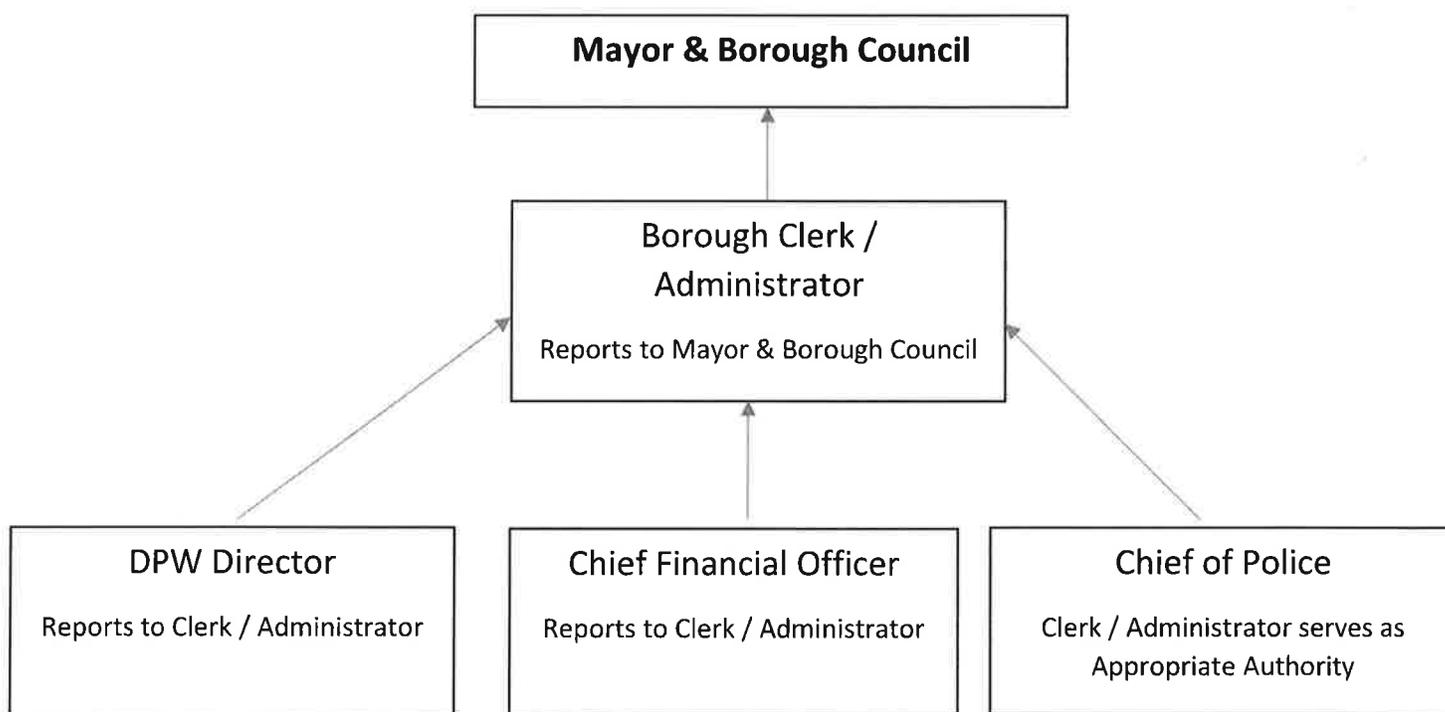
Existing Reporting Structure



New Management Structure

Two of the comparison communities, Bay Head and Lavallette have hired part-time administrators. Harvey Cedars has combined the role of administrator with municipal clerk. To streamline the reporting structure, Mantoloking should consider either hiring a part-time administrator or combining the role with the municipal clerk position. A benefit of the combined administrator / clerk position (shown below) is the value of having the administrative role filled on a full-time basis. A copy of the Bay Head ordinance establishing the position of Borough Administrator is included in the appendix of this report. The proposed reporting structure is shown in the organization chart below:

Proposed Reporting Structure



Appointment of an administrator is permitted by New Jersey statute referenced below:

40A:9-136. Administrator; powers and duties. The governing body of any municipality, by ordinance, may create the office of municipal administrator and delegate to him all or a portion of the executive responsibilities of the municipality. He shall receive such compensation as the ordinance creating such office shall provide and as from time to time may otherwise be directed by the governing body by ordinance. Such ordinance may provide that a person appointed to the office of municipal administrator need not be a resident of the municipality. The position of joint administrator may be established where two or more municipalities find it appropriate to do so.

- Recommendation: The position of Borough Administrator should be added either on a part-time basis or as a combined role with the Municipal Clerk.

OPPORTUNITIES FOR SHARED SERVICES

Operating a municipality – perhaps especially a small municipality – can be a challenge for those departments that provide essential services such as the police, public works and fire departments.

Law Enforcement

In the case of law enforcement, where staffing is required around the clock, every day, providing adequate staffing can be particularly challenging. In the case of the local police department, steps have been taken to address staffing needs through an effective use of special police officers. Throughout this study, staff and elected officials expressed a high degree of satisfaction and pride in the Mantoloking Police Department and the in strong leadership of the chief of police.

However, the reality is that the core of the department remains small, only nine officers in total. Providing opportunities for advancement, special assignment and overall job satisfaction are limited. In addition, there are times when only one officer is on duty. While these occurrences are limited, it does expose a potential safety issue, particularly with the concern of increased incidence of crime associated with Route 35, the major thoroughfare in the Borough.

The police department works closely and provides mutual aid with the Bay Head Police Department. While it would seem straightforward (and it may be) to consider a formal consolidation with the Bay Head department, careful analysis of each law enforcement agency and community should first be performed as well as whether another community – or communities should be considered to form a larger, regional agency.

- Recommendation: Consider a shared services study regarding the delivery of local law enforcement operations.

Public Works

Not unlike law enforcement, delivery of effective public works services requires adequate numbers of personnel. The two full-time and one part-time DPW employees accomplish an impressive amount with equally impressive results. And again, like the local police department, they were heralded by their colleagues and elected officials for their extraordinary work. However, there are limits to what should be expected of any employee. In the case of this department, the director has been unable to schedule vacation leave (and forfeited the leave) due to the press of work associated with the position. Vacation leave, at least on some level, is meant to be restorative. Forfeiting the leave increases the potential for work related accidents, injury and burnout. Beyond that, with only two full-time employees, there is no depth of resources should one of the employees not be available for some reason.

- Recommendation: Consider a shared services study regarding the delivery of public works.

Fire Department

As noted earlier in this report, a shared services study is recommended for the delivery of fire protection services.

Next Steps

The topic of sharing or consolidating services is often controversial within the respective department, among elected officials and in the community at large. During any evaluation of shared services, it is often useful to remain focused on the level of effectiveness of service delivery both in the current model and in any that may be proposed.

The state currently is providing resources and assistance for those communities interested in exploring shared services. An initial action by the communities contemplating sharing services is passage of a resolution expressing interest. A copy of the sample resolution is included in the appendix of this report.

Concluding Thoughts

The Borough of Mantoloking operates efficiently with an engaged governing body and a small, dedicated staff of employees. The recommendations offered in this report are meant to further support the efficient and effective services offered to the community.

The work of governing bodies is important, complex and on-going. Creating an opportunity for newly elected officials to become oriented to the roles and responsibilities of the position as well as the budget cycle, decision making processes and understanding of proposed and on-going initiatives and projects is essential for success. Development of a formal orientation program is recommended. Additionally, should the governing body appoint an administrator, an annual retreat of elected officials and the administrator can provide an excellent forum for enhancing working relationships and consideration of significant issues. Including a facilitator in such a retreat can improve the effectiveness of the session. Consideration should be given to convening a retreat.

- **Recommendations:** Create an orientation program for newly elected officials and should an administrator be appointed, consider an annual retreat for elected officials and the administrator.

ROSTER OF INTERVIEWS

The Honorable Mayor Lance White

Councilman Donald Ness

Councilman Steve Gillingham

Councilman Anthony Amarante

Councilman Bradford Batcha

Councilman Christopher Nelson

Beverley Konopada, Municipal Clerk & Registrar

April Yezzi, CFO, Tax Collector and Qualified Purchasing Agent

Stacey Ferris, Chief of Police & Deputy OEM Coordinator

Scott Hulse, DPW Director & Assistant Fire Chief

SAMPLE RESOLUTION SUPPORTING EXPLORATION OF A SHARED SERVICE

RESOLUTION NO. XXX

SUPPORTING THE EXPLORATION OF A SHARED SERVICES AGREEMENT WITH [NAME OF ENTITY] FOR [TYPE OF SERVICE] SHARED SERVICES

WHEREAS, pursuant to N.J.S.A. 40A:65-1 et seq., any local unit of the State may enter into a contract with any other local unit or units for the joint provision within their jurisdictions of any service which any party to the agreement is empowered to render within its own jurisdiction; and

WHEREAS, the Governor of the State of New Jersey is committed to supporting and advancing local government shared service solutions to enhance the provision of local services and alleviate the property tax burden on the State's residents and businesses; and

WHEREAS, the Governor of the State of New Jersey, with the support of the State Legislature, has authorized State funding to support Shared Services initiatives; and

WHEREAS, the Governor of the State of New Jersey appointed bipartisan Shared Service Czars to lead the Shared Services effort; and

WHEREAS, the Division of Local Government Services in the Department of Community Affairs (the "Division") has assembled a team of professional Technical Advisors to support these endeavors; and

WHEREAS, the Division of Local Government Services in the Department of Community Affairs (the "Division") may, upon request from the municipality, provide a fair, consistent and judicious analysis that promotes efficiency, effectiveness, and performance for the welfare of all parties concerned while applying fiscal restraints and ensuring Attrition and or Soft Landings for any employees affected by the shared service agreement; and

WHEREAS, the governing body of the _____ [name of municipality] _____ ("_____") recognizes that shared services may result in property tax relief and enhanced services for its constituents; and

WHEREAS, the _____ name of municipality _____ ("_____") wishes to explore the possibility of sharing services in the area of [type of service] _____ with _____ [name of municipality] _____; and

WHEREAS, the _____ [name of municipality] _____ seeks technical assistance through the Division to conduct a feasibility study of the potential for a successful shared service for [type of service] _____ with _____ [name of municipality] _____;

NOW THEREFORE BE IT RESOLVED that _____ Name of Governing Body _____ hereby endorses undertaking a shared services study; and

BE IT FURTHER RESOLVED that the (chief administrator, etc.) is hereby authorized to take all necessary actions to allow for and support _____ name of municipality's _____ participation in this assessment.

Cc: Local Assistance Bureau, Division of Local Government Services



DRAFT

BOROUGH OF MANTOLOKING

Job Description

Position Title:	Borough Clerk
Department:	Clerk's Office
Department Head:	Self
Reports to:	Mayor
Exempt/Non-Exempt	Exempt
Salary Range	\$41,000.00- \$150,000.00

Position Summary:	Under direction, acts as secretary to the governing body and custodian of municipal records; plans and coordinates office activities in accord with state/local laws, rules, regulations, and policies; does other related duties as required.
Essential Functions:	<p>SECRETARY OF THE MUNICIPAL CORPORATION</p> <ul style="list-style-type: none"> • Custodian of the municipal seal. • Maintain custody of all minutes, books, deeds, bonds, contracts and archival records of the municipal corporation. • Attest to the signatures of municipal officers and officials. • Maintain receipt of service of legal documents. <p>SECRETARY TO THE GOVERNING BODY</p> <ul style="list-style-type: none"> • Prepare agenda for annual Reorganization Meeting of the Governing Body. • Maintain and keep new members of Governing Body aware of Rules of Order for conducting meetings including: • Prepare meeting agenda at the discretion of the Governing Body, be present at all meetings of the Governing Body. • Keep an official record of the proceedings of every meeting, retain the original copies of all minutes, ordinances and resolutions. • Process, record, file and, when necessary, advertise ordinances, resolutions and the municipal budget. • Administer and record oaths of office: • Maintain custody of all official records not specifically handled by other departments. • Act as liaison to the public and correspondent on behalf of the Governing Body.

	<p>CHIEF ADMINISTRATIVE OFFICER OF ALL ELECTIONS held in the municipality</p> <ul style="list-style-type: none"> • Certify vacancies at a local level. • Maintain receipt of nominating petitions and certification to the County Clerk of local candidates nominated by petition. • Exercise quasi-judicial authority in determining the validity of petitions. • Furnish material for local elections. • Suggest polling places. • Maintain receipt of election results. • Certify to the County Clerk persons elected to partisan county committee offices in each election district. • Canvass the votes for and certify election of candidates for municipal office in non-partisan local governments. <p>CHIEF REGISTRAR OF VOTERS in the municipality</p> <p>ADMINISTRATIVE OFFICER with responsibilities as follows:</p> <ul style="list-style-type: none"> • Acceptance of applications for licenses and permits and the issuance of licenses and permits, except where statute or municipal ordinance has delegated that responsibility to some other municipal officer. • Issue assessment search certificates. • Conduct business with other municipal departments as directed by the Governing Body. • Serve as information officer to the public. • Purchase equipment and supplies when required. • Maintain personnel records when required. • Certify to the municipality's Bond Counsel as to the proper advertising, filing of Supplemental Debt Statement and that no protests have been filed with the municipality as to the adoption of bond ordinances. <p>RECORDS COORDINATOR AND MANAGER responsible for implementing local archives and records retention programs as mandated.</p> <p>OTHER DUTIES that may be imposed by state statutes and regulations or municipal ordinances or regulations.</p>
<p>Additional Duties:</p>	<ul style="list-style-type: none"> • State and Federal Agency Liaison • OSHA Compliance- Injury reporting, compliance posters • Right to Know- annual reporting of hazardous material • Annual reporting for Financial Disclosures- notifying each person who is required to report with a username and password and send a reminder to them to ensure compliance is met. • Contracts- maintaining

	<ul style="list-style-type: none"> • Council meeting agendas, minutes, packages • Insurance Renewal, submittal of claims for WC and Vehicle or Building. • Grant approvals for submission • OPRA • Power of Attorney for all Borough-owned vehicles- Register and Title • Local Registrar of Vital Statistics- Issuing Marriage Licenses and Death Certificates- reporting to State of NJ monthly. • Track vacation, sick and comp time only for Full-Time Borough Hall • PACO- Public Agency Compliance Officer • Responsible for the sale of all municipal surplus • Human Resources- responsible for advertising for all open positions, receiving resumes, responding to candidates, scheduling interviews and conducting interviews when appropriate. • Census Bureau surveys-mandatory ones only. • Garbage and Recycling Coordinator • NJIIF Fund Commissioner • Work with NJIIF to provide mandatory training to all employees • ADA Coordinator
<p>Minimum Education and Experience:</p>	<p>Graduation from High School or possession of an approved High School Equivalency Certificate <u>supplemented by completion of sixty (60) semester hour credits from an approved college or university.</u></p> <p>*we never required college for Borough Hall/ Public Works Staff. We may want to include what's <u>underlined.</u></p>
<p>Required Licenses/Certificate:</p>	<p>No person shall be appointed as Municipal Clerk unless he or she shall have a Registered Municipal Clerk Certificate (RMC) issued pursuant to N.J.S.A. 40A:9-133 et seq. (New)</p> <p>Certified Municipal Registrar Designation is also required</p>

Bay Head Municipal Ordinance Establishing the Position of Borough Administrator

§ 41-38 Office established.

There is hereby established the office of Borough Administrator, pursuant to N.J.S.A. 40A:9-136, to administer the business affairs of the Borough of Bay Head and to have such powers and perform such duties as hereinafter set forth, with the exception of those required by law to be exercised by the Mayor and/or Borough Council or by another officer, board or body.

§ 41-39 Appointment; term of office.

The Borough Administrator shall be appointed by the Mayor with the advice and consent of the Borough Council, on either a full- or part-time basis as set forth in the resolution of appointment. The term of office shall be at the pleasure of the governing body, subject to the provisions of state law.

§ 41-40 Powers and duties.

A.

The Borough Administrator shall perform the executive responsibility of the municipality and shall supervise all heads of departments, conduct employment and collective bargaining negotiations and direct the implementation of all policies, ordinances, rules and regulations as adopted by the Borough Council.

B.

The Borough Administrator shall recommend, implement and enforce the procedures and policies of the Borough Council for the coordination, compilation, editing and prompt dissemination and release of public information.

C.

The Borough Administrator shall recommend to the Borough Council adoption of such measures as are deemed necessary or expedient for the health, safety and welfare of the community or for the improvement of services of the Borough and shall recommend the nature and location of public improvements authorized by the Borough Council.

D.

The Borough Administrator shall prescribe and enforce rules and regulations for the efficient management of Borough government, subject to approval by the Borough Council and ordinances of the Borough.

E.

As a representative of the Borough Council, the Borough Administrator shall investigate all complaints in relation to matters concerning the administration of the government of the Borough and in regard to services maintained by the public utilities in the Borough and shall see that all franchises, permits and privileges granted by the Borough are faithfully observed. The Borough Administrator shall receive and reply to all inquiries and complaints concerning Borough business, provide information and assistance and remedy, or cause to be remedied, the source of any just complaint.

F.

The Borough Administrator shall negotiate contracts for the Borough as authorized by and subject to the approval of the Borough Council. The Borough Administrator shall ensure that all terms and conditions favorable to the Borough in any statute or contract are faithfully kept and performed and, upon knowledge of any violation, shall call the same to the attention of the Borough Council.

G.

The Borough Administrator shall prepare and submit to the Borough Council, as of the end of the year, a complete report on the finances and administrative activities of the Borough for the preceding year.

H.

The Borough Administrator shall perform such other duties as may be required by the Borough Council, consistent with the laws of the State of New Jersey or the Borough.

I.

The Borough Administrator shall, before separation from the Borough, render a report on all activities of the Borough from the date of the last annual report to the date of his separation.

§ 41-41 Removal from office.

The Borough Administrator may be removed by a two-thirds vote of the Borough Council. The resolution of removal shall become effective three months after its adoption by the Borough Council. The Borough Council may provide that the resolution shall have immediate effect; provided, however, that the Borough Council shall then cause to be paid to the Administrator forthwith any unpaid balance of his compensation and compensation for the next three calendar months following adoption of the resolution.