

CITY COUNCIL STANDING COMMITTEE
Ordinances & Administration
January 25, 2010– 7:00 PM
Council Conference Room-1st Fl., City Hall

Present: Chair, Sefatia Theken; Vice Chair, Ann Mulcahey, Councilor Bruce Tobey

Absent: None

Also Present: Councilor Jacqueline Hardy; Councilor Paul McGeary; Valerie Gilman, Chair and Melissa Teixeira, Secretary-Gloucester School Committee; Police Chief Michael Lane; Phil Terpos, Financial Coordinator, Gloucester Police Department

The meeting was called to order at 7:00 p.m. Items were taken out of order

1. Unfinished Business

A) COM2010-001 (Tobey/Ciolino) Order that the City Council continue to Consider becoming a member of Essex North Shore Agricultural and Technical School District (Continued from 01/11/10)

Councilor Theken stated that she had invited Valerie Gilman, Chair of the School Committee and Melissa Teixeira, Secretary of the School Committee to come before the O&A Committee to answer a few questions that came out of the Joint City Council/School Committee Workshop of January 19, 2010. She asked Ms. Teixeira to further explain the Vocational Education Steering Committee of the School Committee.

Ms. Teixeira referred to an email to Councilor Theken that she had sent on 1/24/2010 (a copy on file). This email outlined their mission, the members of the committee and their background how often they'll meet, what specifically they are looking at and guiding questions for the Steering Committee. Their mission is to investigate, with the support of advisory committees, to research individual courses, the viability of an expanded local vocational educational program at Gloucester High School and report by mid-May 2010. There is nothing in the mission statement regarding the closure of the local program. Speaking for herself as a School Committee member, she did not believe there was any support on the School Committee for local program closure. There is no support nor ever been discussed ever to shut the local program. It is a necessary program; an active one; and looking forward, there are consequences to closing it. She felt she spoke for many when she stated unequivocally that there is no intent to close the local Gloucester High School vocational program. The Steering Committee is looking at how to enhance the programs that are there, looking at all four (electrical, carpentry, automotive and machine) and look at other courses that may benefit the high school by being a Chapter 74 program. Vocational education is governed by Massachusetts General Law, Chapter 74. If a program is considered Chapter 74 approved there is a different subsidy in financial support from the State. It is to the school system's advantage to have a program be Chapter 74 certified, as there is more state aid for them to put into the program. She showed the extensive 27 page application with criteria to be met to be approved as a Chapter 74 program (adding a program to current programming). In order to have a Chapter 74 program, there has to be an advisory committee set up in the community to

support the program. As an example, if Gloucester wanted to add an allied health program, and she gave an example how the current vocational schools set their Chapter 74 health programs up with core course work and how some of the course work can go towards college credits at an institution of higher learning, and what goes into the support of these programs. There need to be partners within the community to support the program, like a hospital or a nursing home. Are there people who are willing to sit on these committees and provide support? Is there a labor demand for this type of work in our community? There are a lot of questions that need to be answered before you decide on the type of program you would want to add. All this is what has to be submitted to the Commissioner of Education for approval. Their Steering Committee group has 11 members listed as the 'experts' in the community, some have relations with the Chamber of Commerce, such as Mike Costello, former Director of the Cape Ann Chamber; Councilor Steve Curcuru who is in the plumbing business; Beth Morris, a parent; Ruth Pino, former president of the Chamber of Commerce; Patrick Thorpe, President, BankGloucester; Dr. William Goodwin Principal Gloucester High School; Thomas Markham, CFO, Gloucester Public Schools whom Ms. Teixeira added the comment that it is a pleasure to have him in the group because he completed a similar study years ago and is bringing a wealth of knowledge to the table. Gerry Hart, Educator, former Coordinator of Gloucester's Optional Learning and Football Coach; Joe Rosa, Gloucester Educational Foundation Vice President; Alicia Marchant, Class of 2001 from North Shore Technical High School and employed at Gloucester Engineering. She is a CNC programmer who studied machine technology; and William Johnson, Class of 2000, an Electronics major at North Shore Technical High School and now employed at Varian Associates. These two plus Gerry Hart reached out to become members. They have had two meetings, and plan to meet bi-weekly. The first two meetings were spent informing the group of the where and whys of vocational education. Their next meeting will be more of a strategy meeting. Her email shows some questions they will be using as guidelines. She reiterated there is no discussion, nor would she ever support the closure of our local program. This group is not to advise the City Council whether or not to join the new vocational school district. They may look at other schools to see what they offer simply as a comparison. They are only focusing on how to enhance Gloucester's local program. If they offer a new program what will it involve? Is this the direction to go in, etc. If they do expand into another Chapter 74 program, they'll have to hire a full-time vocational education director. Is this something they want to do – to have five programs? Do they want to stay at four and offer some alternative vocational courses? There are over 100 students in the culinary arts electives. Can we make that a Chapter 74 program; do we want to; will there be internships available; will there be community support; and will there be support to keep the program going. Taking the leap from four to five programs is a drastic one. Our vocational director is currently part time. And then you would be hiring someone to teach these additional courses. And then do we go from four to six. We have to look at all options. They hope to have a report by May.

Councilor Theken asked could this information on the email be summarized and placed on the School Committee web site. She appreciated Ms. Teixeira's explanation of the Steering Committee and thought this was good information to put it on their web site to let people know what they are doing.

Ms. Teixeira noted their School Committee Chair, Ms. Gilman, asked for monthly updates at the School Committee meetings and that information will be in their minutes. She said to keep in mind that there was a vote to join the new vocational school district, and it was overridden by the Mayor. This is all the more reason to look at the local program and have a plan how the schools will respond with the influx of students who might no longer have the opportunity to go to the regional school district. We are required to provide a vocational education. This study will help.

Ms. Gilman said that Joe Rosa also has a rich background in Marine Biology and has some great partnerships which is essential to becoming Chapter 74 certified – people have employment opportunities in the community and for interning on this possible coursework for the local program. The superintendent has discussed before the whole possibility of coming up with types of scholarships in areas that students are going to the North Shore Technical High School for and have students in identical programs here in Gloucester. Mr. Farmer has brainstormed to think of ways to keep students that are in their programs and see if we can create incentives for them to stay within the Gloucester programs. They, as a School Committee are supportive of these types of programs and ideas.

Councilor Theken thanked Ms. Teixeira and Ms. Gilman for coming. Some of the other schools that are not merging with the new vocational regional school district – is there a possibility we could merge with the non-joining schools. Can we trade off with them; can we explore that avenue, with Waltham, Billerica, etc. Do our local offerings mirror the same course work as these other school systems that haven't joined?

Ms. Teixeira said their curriculums are very similar, and there are many, and a lot of them are set up regionally. Would our students want to drive down the road, etc? She learned from Alicia Marchant and Bill Johnson as to why they chose to go to the "Tech". They went there for the same reasons the Gloucester students stay. There is a population of students that wish to be away and be independent, or siblings have gone there. So there are a multitude of reasons. She didn't know if partnering with other schools would be neither feasible, nor productive necessarily. Students make the decision in 8th grade as to whether they'll go into vocational education for their high school experience of the next four years.

Councilor Hardy said when they visited the last time to the North Shore Technical High School, now Superintendent, O'Connell, noted that one of the ways a local vocational school district can save money is if we added the additional Chapter 74 program; that having an educational director that would also be capable of teaching a class would show a cost savings.

Ms. Teixeira said the fact that Tom Markham, School Department CFO, has experience in this area. You can be sure that during the hiring process they are going to get the most out of our employees as to what they are able to do.

Councilor Hardy said she's encouraged about the statements about the interest in keeping and expanding the local vocational programs.

Councilor Mulcahey said there are a number of subjects that the students who go to North Shore Technical High School can take. Are there more popular programs for our Gloucester students than some others?

Ms. Teixeira showed Councilor Mulcahey a list of the breakdown of students from Gloucester who are currently enrolled in programs at North Shore Technical High School. In their freshman and sophomore year students can change their 'major' but once they get to a certain point they don't have the ability to change. There are waiting lists on some of the popular programs within the North Shore Technical High School. She noted that programs change as student interest's wax and wane. These are the kind of statistics the Steering Committee will look at to help make their analysis.

Ms. Gilman said in her conversations with the School Committee Chairs in Rockport and Manchester that if Gloucester were to add a culinary arts program in Gloucester they thought there are some of their students who would choice into Gloucester. Also, when they had their tour at North Shore Vocational High School, one of the nice things was that they have a curriculum director who can go in and develop these programs. There is a willingness to share this information, in terms of helping us to succeed here in Gloucester, to take advantage of grants, etc. We can build and partner and allow our students to take advantage of their 19 courses.

Councilor Theken noted that at the local program so much of the items in the machine shop were donated. Maybe they could help us to help our local programs. She said their being before the O&A Committee has alleviated many concerns.

Ms. Teixeira said if there is one thing that has happened out of this situation, the fact that she is on their regional school committee and Gloucester's, this has brought an immense amount of attention to Gloucester's programs. She said in her conversations with Gloucester's partners that they now more fully understand of our situation. If the merger does happen, they realize our equipment is outdated; and they want to help. There is no competition between the two schools. There is no truth to their looking to squelch competition. They will be the first to say, 'what we can do to help you; do you need our assistance'. She believes they are completely sincere. Gloucester's students can only benefit from this.

MOTION: On motion by Councilor Tobey, seconded by Councilor Theken, the Ordinances and Administration Committee voted 3 in favor, 0 opposed to continue COM2010-001 (Tobey/Ciolino) Order that the City Council continue to Consider becoming a member of Essex North Shore Agricultural and Technical School District until March 8, 2010.

B) Orders: CC2009-046 (Grow) Amend Sec. 17 of GCO re: Civil Service Ballot Measure & Procedure for Selection of Chief of Police (Cont'd from 01/11/10)

Councilor Theken noted that the City Clerk, Linda T. Lowe submitted a memo to the Committee dated 1/25/2010 that provided the Committee with some background research on different Massachusetts communities regarding the selection of Police Chief who are not using the Civil Service to appoint them (a copy is on file).

Councilor Tobey felt it would be useful to have General Counsel and Chief Lane at the meeting also.

MOTION: On motion by Councilor Tobey, seconded by Councilor Mulcahey, the Ordinances and Administration Committee voted 3 in favor, 0 opposed to continue the matter of Orders: CC2009-046 (Grow) Amend Sec. 17 of GCO re: Civil Service Ballot Measure & Procedure for Selection of Chief of Police to February 8, 2010.

C) Letter from Inspector General re: Timekeeping Practices Police Department: Update from the City Auditor (Cont'd from 01/11/10)

Marcia McInnis, City Auditor gave the members of the Committee a report on the process (a copy is on file).

A moment was taken for the Councilors to read the memo.

Councilor Theken asked about the payroll process in the Fire Department

Ms. McInnis said that converting the payroll system at the Fire Department to the Firehouse software, a proprietary software system that they currently have in the department but have not been utilizing which is specific to the operations of a fire department. One of the difficult things with the Police Department is that it has a very specific mission; and it has very unique manning and scheduling and overtime and union contracts; it is a very complicated formula.

Councilor Theken asked if the Fire Department is meeting with success with the new software system.

Ms. McInnis said they are utilizing it. She said due to the complexity of the payroll problems with the Police Department, the Unifund software used by the City doesn't accommodate the Police Department. They are using antiquated systems to do scheduling and manning their shifts and patrols. Ideally that software they can use to manage their personnel, to manage their shift work and to accumulate hours worked will be integrated to feed their payroll costs. It should be for both. Firehouse does do that but the current system at the Police Department doesn't have that capability. They don't have that option.

Councilor Tobey said it seemed to him that the crux of the issue in the middle of the second page of Ms. McInnis' memo is that a project committee should be established to 1) redesign the payroll process and it's procedures, 2) selecting appropriate software and

3) negotiating and implementing the new processes, procedures and software. Under the Charter he would argue that the Council is charged with the audit process to identify and see to their resolution. It is not within the Council's purview to fix them because they don't administer. Is this recommendation the Administration would want to entertain and get back to us on as a tool with a time line might offer a solution to address the concerns.

Mr. Duggan said they are willing to explore it. They have to identify the funding source and in discussions with the Chief in the upcoming budget; and what are the priorities within and for the Administration; going back to the funding source. The Chief and he have had discussions as to where the money will come from. There is optimism with federal funds. The investment with the Fire Department was not a lot of money. The City was able to do it with the Firehouse software. This will require a minimum of \$60,000 to \$70,000 investment in the area. They continue to look at federal funding and look at it during the budget review process. So this is kind of a yes. One of the advantages in exploring the regional 911 has been the conversion of the data of the recordkeeping software. This would fall underneath that umbrella that would be done under the City or any municipality joining the regional 911.

Councilor Tobey said we are wrestling whether or not to join the new regional vocational school district because of cost considerations. You all came before us last year to go into the regional 911 and there was great concern over the cost considerations. Now here we are saying that the solution to a little problem is to make the grand jump to this bigger thing where there's no consensus; where there's no funding source. In the meantime the payroll remains outdated and barely usable and is unacceptable to the Inspector General. That appears to be no answer.

Mr. Duggan said they have discovered that and are exploring these avenues. He was not making a suggestion that's the direction they're going in to solve the problem. If they ever come down to the situation that they would join it, which he was not suggesting they do nor advocating for it, that is one of the possibilities.

Councilor Tobey said there is a simple issue before us, and believe that you have touched upon these solutions.

Councilor Mulcahey noted she had worked with many payroll systems over the years. There are card swipe systems that can be built for the department with all the components necessary. She worked at a variety of retail operations where this worked really well. It is a simple system. We outsource a lot these days; outsourcing might be a possibility and a card system should be looked at.

Chief Lane said he believed Councilor Mulcahey was looking speaking of a time keeping system. They're at the point where they know everyone is coming into work. What they're talking about because they have so many different levels of work that all require different rates of pay is that they need a comprehensive Windows-based records management system with a financial payroll module. All the pay issues are on a UNIX-based system that is very difficult to use and wastes an enormous amount of time.

Mr. Terpos said they are talking about a large-scale police records systems that is designed specifically for police departments. There is a myriad of functions that they will do and need to do beyond payroll – software that is designed specifically for police applications. Something like this has different levels of security. This system would do a number of different functions. The current system is an antiquated one. They can look at a separate payroll system, but it wouldn't solve the problem before them. They have two problems with payroll in the City with the Police Department - one which is a systemic problem throughout the City with how the City processes payroll. Payroll here is processed in advanced. Most others elsewhere employees are paid after the fact. With their overtime at the Police Department, the database doesn't match up with the regular hours. No matter how good your software is, you still have problems because of this particular issue. It gets very confusing especially with overtime involved. This is one of the things that the Inspector General was looking at because it was so difficult to discern because most of it was manual and a lot of it didn't match up.

Chief Lane said there are dozens of different systems available.

Ms. McInnis said this exemplifies why we need an outside consultant to be part of the team to clarify what is needed, assessing the available technology out there, and where to look for it. The payroll technology issue is just a part of the technology update that the Police Department needs to do. The Fire Department had the current software, Firehouse, available to them. It was purchased but wasn't being utilized properly. They had the industry standard software that did have payroll capabilities, but they didn't know how to use it within the department. Having the license and having people trained to use it, having the system operational has made a difference. Having the software alone does not make it work. You have to have trained personnel and the software operational. The P.D. lags in that it doesn't have industry standard software at all. They are dealing with a DOS system, pre-Windows – that means 1970's software. If you look at the reports that come out of that software, it is a dot matrix printer that produces the reports. How can they possibly run their payroll issuing that information from that system, put it into a spread sheet, information. They need help to get a good system that helps them run their department better and do their payroll. The City's payroll processes needs to be looked into. A traditional employer hires the employee and there is a two week period where payroll is withheld. Then after the employee is gone, they then get a two week paycheck that they had earned. That doesn't happen here. The week you're hired you get a paycheck. If you are hired in the middle of a pay period, you are pre-paid - you are not paid in arrears. People who are hired in the interim, their overtime hours and regular hours are estimated in the Police Department, and based on that overtime, then when the individual has worked, they have to come back and shore the overtime up. In most instances it's an administrative situation. You work 30, 40 hours, so you don't have that difficulty. If there is estimated overtime, then you're constantly shoring it up.

Councilor Theken asked Chief Lane a couple of months ago they were talking about money coming from a wish list, is money coming from any other source.

Chief Lane said that particular case has not been resolved both criminally and civilly. He expects it will be but can't say when. With forfeiture money you never count on it because you never know when it is coming or if you're going to get it.

Councilor Theken asked why need private consultant if we know what we need. We have departments internally with our head of IT, and others. A subcommittee amongst us should do it. You feel we need to hire a consultant after all that we heard – we appear to know what we need.

Chief Lane said the PD has its own specific needs that are unique and require our own software solutions that address those specific needs.

Mr. Terpos said they've looked at records management software for the last five years. Rockport, for example uses a different vendor than we have. The issue is that we have a network at the police station with 23 workstations that is UNIX-based that our software vendor is taking care of for us. We have a windows network at the police station that we need to maintain. We will need to get new PC workstations, get rid of the other terminals. There is the investment to convert the old database. There are 70 users that need to be trained. The biggest issue then becomes how we administer another IT system. Is our City's IT Department going to do that or do we do that. This is a 24/7 operation and operating system. They're struggling with all kinds of IT issues there, this being only one. They have new phone system, new 911 equipment, new laptops in their cruisers, interfaces with the Registry of Motor Vehicles, etc.

Councilor Tobey said the Committee has reached the end of our roll in this. Our roll is not to craft the solution. It is to say that we've identified the issue, and you have a plan. We will see this in the FY11 budget proposal. It should be that when it comes through in Budget and Finance Committee through the budget process that we then revisit this issue simultaneously.

Mr. Duggan said clearly the audit of the Police Department was very well done and is a good tool for the Chief. He and the Chief have been meeting monthly to prioritize the recommendations in the report. So in the FY11 budget process both Chiefs, and in this case, Chief Lane, will sit down to enumerate what will be the priorities for funding, and where do they want to invest it. There will be a direct correlation with the recommendations of the audit.

Councilor Theken said without funding nothing is going to be fixed. Directing her comments to Chief Lane, she said she read the Inspector General's report, and they didn't find us at fault. We need to do something before this happens again. She'd like to see this worked on. When you go before B&F for the funding we would like to be informed on your process.

Mr. Duggan said Chief Lane and he will do the best they can to leverage other funding sources, a part of a grant perhaps, along with City resources. They will explore every opportunity.

Councilor Theken said Mr. Duggan mentioned that if we join the regional 911 system this all would be solved. There are costs involved.

Mr. Duggan said it is \$16.26 per capita or approximately \$480,000.00 annually.

Councilor Mulcahey asked as to how it would fix the problem.

Mr. Duggan said they would upgrade all of our records management systems in the Police and the Fire Department to make sure it's all compatible.

Councilor Hardy asked if the system that is being used now can be converted easily or will it cost additional money to make the data convertible.

Mr. Duggan replied that the system would probably not be readable. Whatever they put in place will have to be up to date. In informational sessions, that is the way it was explained; it will cost us time.

Chief Lane said if they got a new records management system anywhere, it will cost us because it is labor intensive for the time to convert to a Windows-based system to transfer all of their reports and information from the UNIX system. They spoke of keeping one or two terminals for the old records management system in the PD; and then moving forward with the new system from the date of conversion. It would be too costly to take 15 years of the old UNIX system into a new system. Estimates were \$50,000.00 to \$100,000.00.

Mr. Terpos said that is probably correct. But there would be people to be trained, which takes time and money. Just training all the police personnel who use the system 24/7 is a large task which is why they feel there is a need for a consultant. If their current vendor folds, what do we do then; we'll be stuck.

Ms. McInnis noted that the City's experience with conversions in the budget sense probably would have benefited from a consultant. At an early stage they would have determined that revenue sense was not an operational module. They could have steered us and helped us to make a better decision. When you're moving to a new system, it is such a complicated process that the personnel here in the City wouldn't be able to devote the time needed to make the kind of thorough search and analysis of all the systems out there. What are the requirements of the data fields that the 911 system requires in order to merge; and what kind of a data base are you going to get back, and what kind of access. The essential thing is the structure of the database, the compatibility and the kinds of reports are you going to get back. During this process it is a chance to make it all clear.

Councilor Tobey said those who do not pay attention to history are damned to repeat it. He felt if the City had spent short money up front for a consultant with the previous

financial system conversion, they would have saved a lot of money and a great deal of pain.

Ms. McInnis said she had thought of that back to the TIF process, we had an attorney who acted as an advised the City about incorporating benchmarks in the agreement with the developer. You need them. We recently learned how valuable it is.

Councilor Tobey said it's not always about money. Go to the MMA; ask the DOR if they have resources internally available, for instance. The price is right as the advice is free.

MOTION: On motion by Councilor Tobey, seconded by Councilor Mulcahey, the Ordinances and Administration Committee voted 3 in favor, 0 opposed to continue the matter of the Letter from Inspector General re: Timekeeping Practices Police Department to the time of the FY11 budget submittal, therefore placing it before the Ordinances and Administration Committee meeting on May 3, 2010.

2. Census 2010/Ad Hoc Complete Count Committee

Councilor Hardy spoke to the O&A Committee on the Census 2010. She said this ad hoc committee is being established for the specific purpose of focusing on and promoting the importance of the 2010 census to each and every person who resides in Gloucester. The Ad hoc committee will get the message out by partnering with many already established and organized groups and community leaders by encouraging everyone to take part in the census count and to ensure accurate census data; spread the word about temporary census jobs in our community and to assure people that it is important – and safe – to answer the census questionnaire. Some of the ideas are still being worked on; and they include, but are not limited to, advertising, organizing events, and establishing neighborhood networking with trustworthy members of our community that can assist with translating the importance of the census and the benefit to the community. This temporary committee shall cease to exist at the expiration of the mission and will not be adapted for any other purposes. She wanted to thank Councilor Paul McGeary who expressed an interest in taking the lead in this area, and she appreciated the work he has already carried out in relation to this matter. Therefore, she has asked him to Chair the Ad Hoc committee. She added that Councilor Whycott has had many years of hands-on experience dealing with local census matters; therefore she has asked that he sit as vice chair of this ad hoc committee. As Council President believes she will be appointing more ad hoc committees that will focus on specific issues. She believes that each ad hoc committee should be rooted in one of the Council's standing committees. She will ask that those ad hoc committees report periodically to the appropriate standing committee by getting themselves put on the standing committee agenda for updates, status and to determine whether or not the purpose for which the committee was created has ceased to exist so that the committee can be abolished after its good work on behalf of the community is completed. Although the Council need not approve the ad hoc committee or its membership, she is here as a courtesy and is asking that this complete count committee be rooted in the Ordinance and Administration Committee. She further asked

that O&A place upon their agenda for their second meeting in April and the first meeting in June and last meeting in August a status report from the Complete Count Committee so that there will be an official reporting on the matter to the full council through O&A.

Councilor McGeary said he has already started reaching out to different communities. It is important that we get an accurate count. For every person we undercount the City and the State lose \$2,000 in federal aid. Because we have a significant immigrant population and a fairly large economically challenged population, those are the groups that they really want to reach out to. He has had a discussion with Councilor Theken about the local hospital's participation. He is looking for ideas to make sure we don't miss anybody. The census itself will go out in the mail towards the end of March. April 1st is "Census Day". You're supposed to send that back. From then on through the summer "enumerators" will go out door-to-door to find those who didn't respond by mail. It is a simple form – only ten (10) questions. It has nothing to do with citizenship. They simply want to know how many persons there are in a household. This is important to us as a City and is why he volunteered for this assignment. This is a federal census. The City Clerk along with Councilor Hardy, the Mayor and he went to the opening of the Census office in Beverly last week. At about the same time there is a City census which is separate – they'll pretty much be running concurrently. It is also important to note that no social security, no credit cards are being asked for. The enumerators do not have photo I.D.'s. They do have I.D.'s that show they are census takers. Anyone may call and check on them with local authorities if they have a concern if they are legitimate.

Councilor Theken, on behalf of the O&A Committee, took on the Census 2010 Ad Hoc Committee and thanked Councilor McGeary for taking on such an important task. She and her Committee support Councilor McGeary's efforts on behalf of the City.

Councilor Hardy thanked Councilor Theken and appreciated the O&A Committee for taking on the Census 2010 Ad Hoc Committee.

3. Other Business

None.

It was moved, seconded, and voted UNANIMOUSLY to adjourn the meeting at 8:15 p.m.

Respectfully submitted,

**Dana C. Jorgenson
Clerk of the Committees**