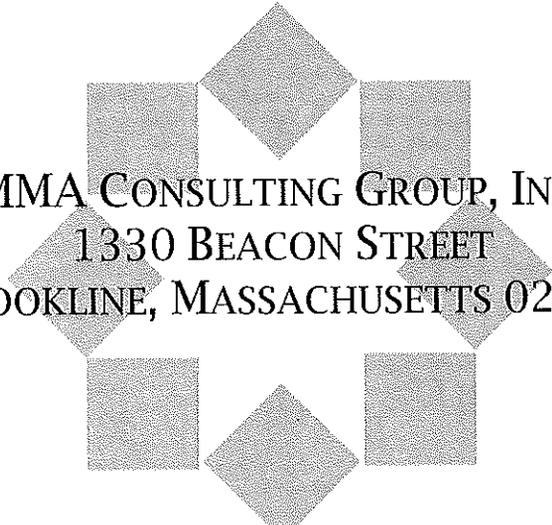


# BARNSTABLE COUNTY, MASSACHUSETTS

## A REPORT RELATIVE TO ESTABLISHING A BASELINE FOR FUTURE DECISION-MAKING

AUGUST 2011



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## I. EXECUTIVE SUMMARY

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Barnstable County provides a range of services and has a large number of constituency groups, many of which support particular service areas. This study focused on the departments and functions under the direction of the County Commissioners (not including the Registry of Deeds). The report is a review of the organization of services provided by the County and is designed to establish a baseline for future service delivery. The purpose of this study is to identify approaches for strengthening the organizational effectiveness of the County.

The consultants interviewed personnel, and reviewed budgets, activity reports and documents in preparing this study. The review of materials and interviews of personnel indicate that the County Commissioners have encouraged innovation and creativity. This innovation has resulted in the creation of a number of organizations and entities which have become an important part of the County's service delivery system. The County has been a principal impetus for a series of complex inter-governmental relationships and is actively involved in complex regulatory processes.

The growth of services and programs has been encouraged by County officials; there has also been a policy to minimize costs and avoid the employment of personnel. The services provided by the County cover diverse service areas and it is difficult to summarize the full scope of County functions.

The primary finding of this study is that Barnstable County provides many innovative services, but the growth and potential expansion of these services places a stress on the current County administrative organization. While many organizational units within County government are concerned with similar issues, there is no substantial duplication or overlap of services. The services provided complement each other, but some administrative processes require integration. The County Commissioners, in part because of the organizational structure of County government, have limited time and lack the support to effectively conduct long-term planning and policy development.

This report is intended to promote a plan to improve the administrative organization of the County. The problems and difficulties identified in this study have evolved over a long period of time and have not been caused by any individual,

or group of individuals. Some of the challenges confronting Barnstable County are a result of the innovative nature of the services provided by County government.

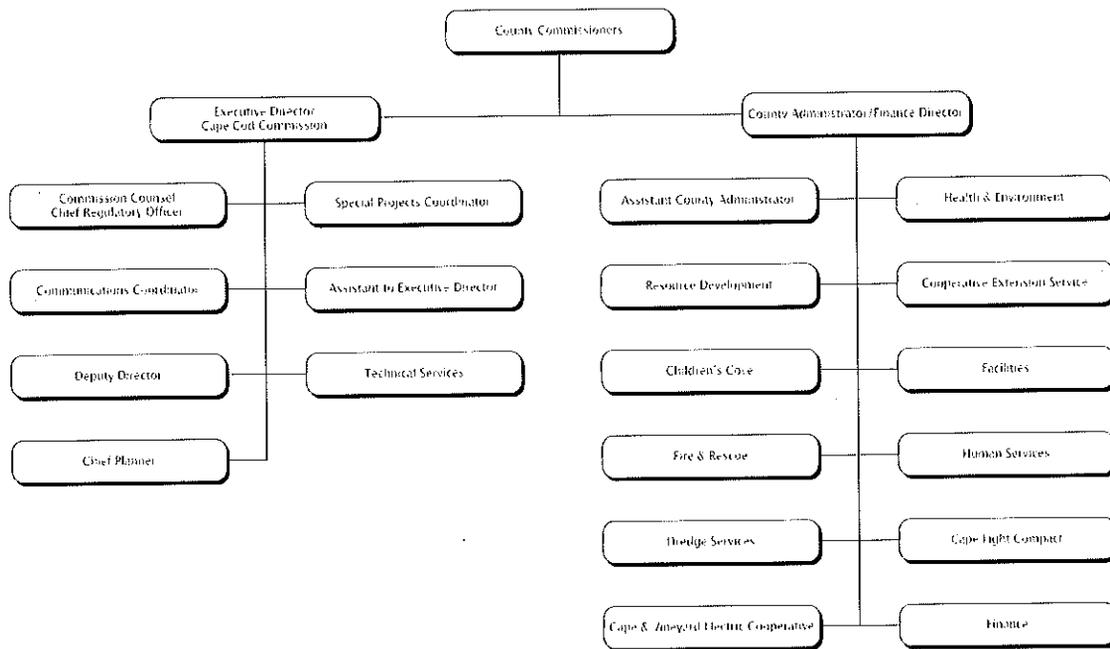
It is important to recognize that this report is concerned with the internal organization and framework of administrative operations; it is not concerned with the nature of the executive functions or the legislative functions of the County.

The principal findings in this report are:

- The County government is in transition. During the last 15 years, the mission of County government has expanded, but the administrative organization of the County has not evolved sufficiently to meet emerging challenges.
- The current administrative organization of the County government is decentralized.
- The County Commissioners have two primary executives appointed by, and reporting to them, the County Administrator and the Executive Director of the Cape Cod Commission.
- The County Administrator serves as the County's Finance Director. The County Administrator/Finance Director functions as the Treasurer of other organizations established by the County, or with the assistance of the County. The County Administrator/Finance Director also serves as a member of the Barnstable County Retirement Board.
- The Assistant County Administrator devotes most of her time to overseeing the Cape Light Compact and the Cape and Vineyard Electric Cooperative.
- The County has an aging workforce, with the retirement of a number of key employees anticipated in the next several years.
- There is limited overlap in services provided by the County, other than some administrative functions.
- The County has encouraged creativity and innovation within the organization.

The current organization of the County is displayed in Exhibit 1. This chart is simplified for display purposes, but illustrates the underlying administrative dilemma which confronts the County Commissioners.

**EXHIBIT 1**  
**CURRENT ADMINISTRATIVE ORGANIZATION OF BARNSTABLE COUNTY GOVERNMENT**



There are several primary recommendations in this report.

- The County Commissioners should reorganize the administrative structure of County government. The reorganization should be designed to strengthen accountability and reporting relationships. The new organization should be designed to allow for changes over time and strengthen the administrative structure of the government.

- The County Commissioners should develop a reorganization plan which eventually leads to the creation of an organization structure with all departments reporting to one executive.
- The role of the County Administrator/Finance Director should be redefined.
- The role of the Assistant County Administrator should be redefined.
- The County Commissioners should develop a transition plan for the replacement of key personnel.
- The reorganization of County government and the redefinition of the role of the County Administrator should be part of the transition plan

Exhibit 2, *Proposed Administrative Organization of Barnstable County Government*, presents an organization chart which illustrates the recommended administrative organization structure for County government. The proposed organization foresees a County Administrator responsible for the administration of County services through several primary organizational units.

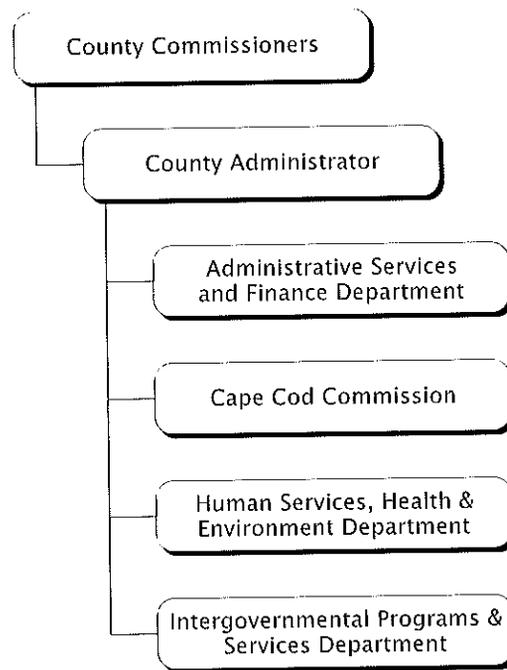
The *Administrative Services and Finance Department* should include the various finance functions in the County, including accounting, treasury management, grants management, purchasing, facilities maintenance, and related services. This proposed department should be responsible for personnel in the County's Resource Development Office. The information technology function of the County should also be integrated into the Administrative Services and Finance Department.

The *Cape Cod Commission* should be one of the four major organizational units in the County government structure. The Executive Director of the Cape Cod Commission should report to the County Administrator and the financial management functions performed by the Commission staff should be transferred to the Administrative Services and Finance Department.

The Health and Environment Department, Human Services, and Cooperative Extension Service should be organized into one department, the *Health, Human Services, and Environment Department*.

The Intergovernmental Programs and Services Department should include the functions of the Cape Light Compact, the Cape and Vineyard Electric Cooperative, Dredge Services, and Public Safety Services. The department should be responsible for the development of new intergovernmental projects. The position of Assistant County Administrator should become the Director of the Department of Intergovernmental Services.

**EXHIBIT 2**  
**PROPOSED ADMINISTRATIVE ORGANIZATION OF BARNSTABLE COUNTY GOVERNMENT**



## II. BACKGROUND INFORMATION

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### COUNTY ADMINISTRATIVE ORGANIZATION

The Barnstable County government consists of two branches as established by the 1988 County Home Rule Charter. The 15-member Assembly of Delegates is composed of one delegate from each town in the County, and serves as the legislative branch of the County. The three-member Board of County Commissioners (elected to four-year terms) oversees the executive branch. Section 3-2 of the County Charter describes the responsibilities of the Board of County Commissioners.

*The executive powers of the County shall be vested solely in the Board of County Commissioners and may be exercised either directly by such board, or through the several County agencies under its direction and supervision.*

The County Administrator is the Chief Administrative Officer of the County and also serves as the Director of Finance. The County Administrator is responsible for the daily administrative operations of County government and directly oversees the operations of several operating departments of the County. As Director of Finance, the County Administrator is responsible for the financial functions of the County, including financial reporting, auditing, management of funds, debt administration, payroll and accounts payable, and the development of the County's operating and capital budgets.

The Assistant County Administrator oversees several operating agencies: the County Dredge Program, Resource Development Office, Fire Training Academy, Cape Light Compact, and Cape and Vineyard Electric Cooperative. In addition, the Assistant County Administrator is responsible for human resources management. The majority of the Assistant County Administrator's time is devoted to the Cape Light Compact and the Cape and Vineyard Electric Cooperative.

The Cape Cod Commission was established under enabling legislation in 1990, and is a regulatory agency responsible for regional land use planning. The Commission is comprised of 19 appointed representatives. The members of the Cape Cod Commission are responsible for developing policies in accordance with the

legislative act establishing the Commission. The day-to-day operations of the Cape Cod Commission are the responsibility of the Executive Director appointed by the County Commissioners. (In this report, the term Cape Cod Commission generally applies to the department managed by the Executive Director.)

The Registry of Deeds is an administrative department within County government. The Registry operates independently under the direction of an elected Register of Deeds. Although the Registry of Deeds is not part of this study, reference is made to the Registry in this report.

The County is a complex organization with a budget of almost \$25 million. Exhibit 3 shows the current staffing of County departments and the current budget for each organizational unit. The County employs approximately 181 full-time equivalent (FTE) personnel. The Cape Cod Commission, the Registry of Deeds, and the Health and Environment Department employ the largest number of employees. The staff of the Cape Cod Commission consists of 40.9 FTEs; the Registry of Deeds employs 34 personnel, and the Health and Environment Department employs 24 personnel. Not including the Registry of Deeds, there are approximately 147 FTEs employed by the County. This does not include the large number of part-time and per diem personnel.

**EXHIBIT 3**  
**COUNTY ORGANIZATION UNITS**  
**CURRENT STAFFING AND BUDGET**

ORGANIZATION UNIT	STAFFING (FTE)	FY '12 BUDGET
County Commissioners	3.0	514,361
Cape Light Compact	11.5	1,113,507
Resource Development Office	7.0	781,659
Assembly of Delegates	1.0	291,977
Department of Finance	4.8	564,039
Information Technology	4.0	1,097,052
Department of Facilities	20.0	2,644,461
Cooperative Extension	16.0	1,691,920
Registry of Deeds	34.0	2,791,600
County Dredge Service	5.0	798,440
Health and Environment	24.0	2,578,751
Human Services	3.0	518,218
Children's Cove - Child Advocacy Center	6.0	570,290
Elder Services/Meals on Wheels	0.0	75,000
Public Safety	0.0	963,912
Fire Training	1.0	329,907
Cape Cod Commission	40.9	5,061,138
Water Quality Initiatives	0.0	452,000
Shared Costs	0.0	1,928,949
Debt Service	0.0	225,000
<b>Total Personnel/Budget</b>	<b>181.2</b>	<b>24,992,181</b>

*DEPARTMENT OF FINANCE*

The Department of Finance is responsible for all financial management functions of the County, including preparing the annual operating and capital budgets, providing quarterly management reports and monthly budget reports to the County Commissioners, and developing the annual statement of revenues and expenditures. The department oversees payroll and accounts payable warrants and provides accounting and loan documentation support to the Septic Betterment Loan Program. The department also manages the finances of the Cape and Vineyard Electric Cooperative. The department has an FY '12 operating budget of \$564,039 and is staffed with 4.8 positions.

*RESOURCE DEVELOPMENT OFFICE*

The primary function of the Resource Development office is grants management for all County departments (with the exception of the Cape Cod Commission). The Resource Development Office provides technical assistance to other County departments and towns seeking grant funding. Educational programs are offered to towns, such as grant writing workshops and community outreach sessions.

The AmeriCorps Cape Cod program is administered by the Resource Development Office. The program employs 26 personnel who provide services throughout the County. The Resource Development Office is staffed with seven personnel and has received an appropriation of \$781,659 for FY '12.

*CAPE LIGHT COMPACT*

The Cape Light Compact is an intergovernmental service program administered through the office of the Assistant County Administrator. Formed in 1977 under the Municipal Restructuring Act, the Cape Light Compact allows energy efficiency funds generated within the County to remain in Barnstable County. In addition, the Cape Light Compact is empowered to negotiate power supply contracts on behalf of the 21 towns within the Compact. The Compact assisted in the development of the Cape and Vineyard Electric Cooperative for renewable energy projects. The Cape Light Compact promotes and provides educational programs concerning available energy rebates and energy assessments for residential, commercial, and low-income customers. Barnstable County is designated as the fiscal agent of the Compact and provides administrative and accounting support.

The Cape Light Compact spends \$24 million per year and is primarily funded by ratepayers. Barnstable County provides finance support for the Compact and has budgeted \$1,113,507 for FY '12. The Compact has a staff of 11.5 personnel.

*COUNTY DREDGE PROGRAM*

The County dredging program provides services to the towns on Cape Cod and the Islands. The program operates as a self-supporting enterprise, and was originally formed by a \$1 million State grant. The dredge program is designed to help maintain the harbors and channels of Cape Cod towns. The County's dredge service costs are estimated to be substantially less costly than commercially available services. The dredge function is staffed by five employees, and has an FY '12 operating budget of \$798,440.

*HEALTH AND ENVIRONMENT DEPARTMENT*

The Health and Environment Department provides a wide range of services to the towns within the County. Some of its programs are: seasonal surveillance of bacteriological quality of beaches; a program designed to reduce tobacco usage by underage youth; and a program to provide loans for eligible residents to upgrade on-site septic systems. Approximately 90 percent of the resources of the Department are committed wastewater management and Title V issues.

The department assists towns by monitoring water, soil, and air conditions at decommissioned landfill sites, monitoring existing residential underground storage tanks, and by providing supplemental food inspection services. The department also operates public awareness and education programs which focus on skin cancer, tick and lyme disease, seat belt use, OSHA standards, and bloodborne pathogens. The department has operating budget of \$2,578,751 in FY '12 and has 24 personnel.

*CHILDREN'S COVE*

The mission of Children's Cove is "to provide coordinated and comprehensive multidisciplinary services to child victims of sexual/serious physical abuse and their families." Children's Cove handles all child abuse cases from the time of the initial report through final action by the Court. The Children's Cove interacts frequently with law enforcement agencies and the public schools in order to train personnel on which incidents must be referred to law enforcement, and to provide an enhanced understanding of child sexual abuse. Family support services are provided, as well as extended forensic interviews and support to staff for secondary trauma therapy, as required. The Children's Cove has a staff of six personnel and a County appropriation of \$570,290 for FY '12.

*FIRE AND RESCUE TRAINING ACADEMY*

The Fire and Rescue Training Academy provides recruit training and incident command system training to municipal fire departments, in accordance with federal standards. Incident command training is provided to non-emergency municipal departments, such as public works, health, and water departments. The Director of the Academy meets monthly with the fire chiefs in Cape Cod towns to discuss programs, services, and future training initiatives. Fire and rescue personnel are employed on a per diem basis to deliver training.

Fee based training programs are developed and administered for organizations such as the Massachusetts Maritime Academy, Plymouth Nuclear Power Plant, and off-Cape fire departments. Approximately 33 percent of the operating budget of the Fire and Rescue Training Academy comes from fee-based programs. The Director and the Deputy Director of Fire and Rescue Training Academy are part-time employees; each works half time. The budget for the Academy is \$329,907 for FY '12.

#### *CAPE COD COMMISSION*

The Cape Cod Commission is a regional land-use planning and regulatory agency. The Commission has three major functions: to review land use proposals in relation to the Cape Cod Commission land use policies; to provide technical assistance to member towns; and to provide technical services relating to Geographic Information Systems (GIS), transportation/traffic studies, and water/wastewater management issues to member towns. The Commission develops policies and plans associated with creating affordable housing and equal opportunity housing, coordinating the regional transportation program, overseeing the proper handling and disposal of hazardous waste, and implementing growth management plans. The Cape Cod Commission has approximately 41 employees and an operating budget of \$5,061,138. This budget is not funded by County general funds; revenues are received from statutorily created earmarks provided for in the Commission's enabling legislation and from grants and fees for services.

#### *CAPE COD COOPERATIVE EXTENSION SERVICE*

The Cape Cod Cooperative Extension Service works closely with the towns in a number of service areas, which include waste collection systems, shellfish research, nutrition and food handling, and natural resource management. The department coordinates and operates collection programs for household hazardous waste, mercury, and medical waste. In addition to the collection function, waste collection educational programs are provided.

The Cape Cod Cooperative Extension Service provides research and testing associated with shellfish disease. The Cape Cod Cooperative Extension Service operates a shellfish propagation program designed to assist the fish industry with a cost-effective regional approach to purchasing and distributing shellfish seed.

Educational programs developed by the Cape Cod Cooperative Extension Service focus on horticulture and agriculture, aquaculture, shellfish management, coastal processes, natural resources, nutrition and food safety, water quality, recycling, and hazardous products. The Cape Cod Cooperative Extension Service operates a deer tick prevention program, municipal shade tree nursery program, wildfire preparedness planning program, and coastal monitoring and analysis program. The 4-H youth development program, training opportunities for town conservation agents, and access to municipal land management grants are other programs administered by the Extension Service. The department employs 16 personnel and has an FY '12 budget of \$1,691,920.

#### *HUMAN SERVICES DEPARTMENT*

The Human Services Department is a "clearinghouse" for human services in the County. The Department provides a periodic e-newsletter which contains timely information and is sent to human service organizations, elected officials, and County residents. The e-newsletter provides information about training, funding opportunities, and important community events. The department, in collaboration with the Cape and Islands United Way and Community Health Network Alliance, is working to develop a 2-1-1 State-wide information and referral database and call center which may be reached 24 hours a day, seven days a week.

The department conducts community-based research to gather current information on the health and well-being of Cape Cod residents. This research helps inform government leaders and the region's network of health and human services providers by identifying new or changing health and human service needs of the region's residents, identifying challenges and barriers to service access, and providing the perspective of residents and others regarding opportunities to strengthen existing services. The Human Services Department has three employees and an operating budget of \$518,218.

#### *INFORMATION TECHNOLOGY DEPARTMENT*

The County Information Technology (IT) Department has a mission to provide user support, system back-up and storage, and disaster recovery for all County departments. The department's functions include the expansion and maintenance of network infrastructure and management of existing hardware and software maintenance agreements. The department helps to facilitate technology training for

personnel. One of the department's priorities is to develop and implement a comprehensive security plan for County operations. The IT Department also supports the telephone system for the County Courthouse. The IT Department has a budget of \$1,097,052 and four personnel.

#### *FACILITIES DEPARTMENT*

This Facilities Department provides building maintenance for five State and County-owned buildings: the Superior Courthouse; farm property; the former House of Correction/Jail; the First District Courthouse; and the Registry of Deeds and Probate Court. The Facilities Department provides necessary support services to other County departments, as necessary. The Facilities Department has a staff of 20 personnel and an operating budget of \$2,644,461 in FY '12.

#### COUNTY WORKFORCE

The composition of the workforce and competencies of personnel will have a significant influence on the future of service delivery in the County. The Barnstable County workforce is aging, as indicated by a review of several spreadsheets showing the age of employees and the age distribution of personnel. The review focused on full-time County personnel. Data were provided on the following departments: Office of the County Commissioners, Cape Light Compact, Resource Development Office, Department of Finance, Information Technology Department, Cape Cod Commission, Cape Cod Cooperative Extension Service, Department of Facilities, County Dredge Program, Department of Health and Environment, Human Services Department, Children's Cove, Fire and Rescue Training Academy, and Registry of Deeds. There are approximately 180 full-time employees in the County.

The average age of the County's workforce, not including the Registry of Deeds, is 47. The average age of the employees in the Registry of Deeds is 54. Exhibit 4 shows the age of personnel by age categories for County personnel, not including the Registry of Deeds. Exhibit 5 shows age of personnel by age categories for the Registry of Deeds. Forty-six percent of employees in departments under the jurisdiction of the County Commissioners are more than 50 years of age.

**EXHIBIT 4**  
**AGE RANGES OF FULL-TIME COUNTY PERSONNEL\***

AGE RANGE	NUMBER	PERCENT
20 to 29	14	9.3%
30 to 39	27	18.0%
40 to 49	40	26.7%
50 to 59	48	32.0%
60 to 69	21	14.0%
	150	100%

*\*Employees under the jurisdiction of the County Commissioners*

**EXHIBIT 5**  
**AGE RANGE OF REGISTRY OF DEEDS PERSONNEL**

AGE RANGE	NUMBER	PERCENT
20 to 29	1	3.0%
30 to 39	8	24.2%
40 to 49	18	54.5%
50 to 59	5	15.2%
60 to 69	1	3.0%
	33	100 %

The data in the exhibits indicate that the County should begin to develop a transition plan for the training and replacement of employees. There will be a substantial loss of expertise over the next five to 10 years, which may be difficult to replace. It is important to note that many of the County's department heads are approaching retirement age.

Exhibit 6 shows the age distribution of County employees, including part-time employees (not including employees of the Registry of Deeds). This exhibit was prepared by County officials.

**EXHIBIT 6**  
**AGE RANGES OF FULL-TIME AND PART-TIME COUNTY PERSONNEL\***

AGE RANGE	NUMBER	PERCENT
20 TO 29	28	11.0%
30 TO 39	41	16.0%
40 TO 49	68	27.0%
50 TO 59	77	30.0%
60 TO 69	33	13.0%
OVER 70	7	3.0%
	254	100.0%

*\*Employees under the jurisdiction of the County Commissioners*

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### III. RECOMMENDATIONS

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#### ADMINISTRATIVE ORGANIZATION OF COUNTY GOVERNMENT

A primary weakness of the County's administrative organization is that there are two executives reporting to the County Commissioners: the County Administrator and the Executive Director of the Cape Cod Commission. This organizational arrangement divides the administrative and service delivery systems into two distinct operations.

The County Commissioners should reorganize the County administrative structure and establish a new chain of command in which there is one executive officer reporting to the Commissioners. A plan should be developed to reorganize the Office of the County Administrator, which will alter the reporting relationship between the County Administrator and the Executive Director of the Cape Cod Commission. The policy of the County Commissioners to have two executives reporting to the Commissioners should be discontinued. As we understand it, the current reporting structure was established when the Cape Cod Commission was created and is outlined in a contract between the Executive Director of the Cape Cod Commission and the County Commissioners. Thus, we assume that the adjustment in the chain of command will not be accomplished immediately.

The County Administrator's role should be changed. Currently, the County Administrator has a direct role in financial management, which should always be the case, but the role should be one of operational oversight, not direct management. The County Administrator should not serve as the Finance Director.

The departments under the jurisdiction of the County Commissioners should be reorganized. The County's administrative organization should be composed of four major organizational units, or departments, reporting to a County Administrator. The following departments should be established: Administrative Services and Finance Department; Cape Cod Commission; Intergovernmental Programs and Services Department; Human Services, Health, and Environment Department.

*Administrative Services and Finance Department* - This department should encompass the management of all financial and support services, including accounting, treasury management, grants management, purchasing, and facilities maintenance. The department should include the functions of the Resource Development Office. The information technology function of the

County should be integrated into the proposed department. Alternatively, the IT function could be managed by a Director of IT reporting directly to the County Administrator. This Administrative Services and Finance Department would include approximately 35.8 personnel and have a budget of approximately \$5,701,572. We assume that it will be necessary to create one new position, the Director of Administrative Services and Finance.

*Cape Cod Commission* - The Executive Director should report through the chain of command to the County Administrator. Financial management functions should be transferred to the Administrative Services and Finance Department. Core functions would not be altered in any way. The department currently has 40.9 personnel and a budget of \$5,061,138. The budget and the number of personnel would be adjusted slightly by the transfer of one finance staff person to the Administrative Services and Finance Department.

*Human Services, Health, and Environment Department* - This department would combine the Health and Environment Department, Human Services Program, Cape Cod Cooperative Extension Service, Children's Cove, and Elder Services into one organization. The department would have an approximate budget of \$5,434,179 and 49 employees.

This proposed department is relatively large and has a very diverse mission. As an alternative, the functions could be consolidated into two smaller departments

*Intergovernmental Programs and Services Department* - The proposed department would consolidate the Cape Light Compact, Cape and Vineyard Electric Cooperative, County Dredge Program, and Fire and Rescue Training Academy into one Department. The department would have a budget of approximately \$3,301,000 and 19.5 employees. This includes 18.5 current employees and the Director of the Intergovernmental Programs and Services Department. The incumbent Assistant County Administrator oversees the functions included in the proposed department.

*Office of the County Commissioners* - Three positions are currently assigned to the Office of the County Commissioners: County Administrator, Assistant County Administrator, and an Administrative Assistant. The personnel budget for this office is \$209,872 (not including County Commissioners salaries). Fifty

percent of the County Administrator's salary is attributed to the Office of the County Commissioners, and 50 percent to the Department of Finance. Under the proposed reorganization, 100 percent of the County Administrator's salary should be assigned to the County Commissioners' budget. It is recommended that the County have a full-time Finance Director and a full-time County Administrator.

Exhibit 7 shows the estimated personnel budget for the four proposed departments and the Office of the County Commissioners. The effect of this reorganization is to increase the number of personnel by one position. This is the result of the creation of a Director of Administration and Finance. The Assistant County Administrator would become the Director of the Intergovernmental Programs and Services Department.

**EXHIBIT 7**  
**PROPOSED ORGANIZATION: ESTIMATED BUDGET AND NUMBER OF PERSONNEL BY DEPARTMENT**

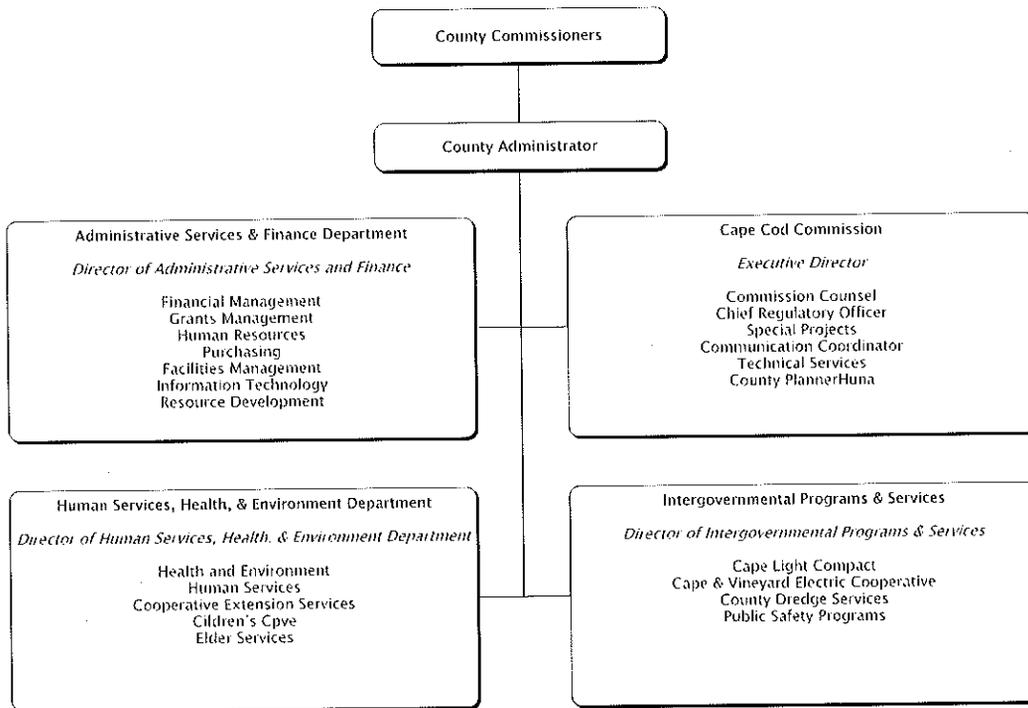
PROPOSED DEPARTMENT	ESTIMATED PERSONNEL BUDGET	NUMBER OF PERSONNEL
Administrative Services and Finance Department	\$5,701,572	37.8
Cape Cod Commission	\$5,061,138	40.9
Human Services, Health, and Environment Department	\$5,434,179	49.0
Intergovernmental Programs and Services Department	\$3,301,000	18.5
Office of the County Commissioners	\$240,000	2.0
Total	\$1,973,889	148.2

*\* It is assumed that there is at least one finance position at the Cape Cod Commission.*

Exhibit 8 displays the proposed administrative organization of County government in graphic form. Variations of the proposed administrative organization model are possible. For example, the Human Services, Health, and Environment Department could be organized into two departments; the Information Technology Department could report directly to the County Administrator. The functions of the Resource Development Office could be split between the Administrative Services and Finance Department and the Human Services, Health, and Environment Department.

The proposed administrative organization presents a long-term plan for the organization of County support and service delivery functions. The implementation of organization changes may be implemented over a period of time as personnel retire or leave County service.

**EXHIBIT 8**  
**PROPOSED ADMINISTRATIVE ORGANIZATION OF BARNSTABLE COUNTY GOVERNMENT**  
**(DEPARTMENT DETAIL)**



**RECOMMENDATION 1:** *The County Commissioners should develop a reorganization plan which eventually leads to the creation of an organization structure with all departments (not including the Registry of Deeds) reporting to one executive.*

**RECOMMENDATION 2:** *The County Administrator should be the only executive reporting to the County Commissioners.*

**RECOMMENDATION 3:** *The Executive Director of the Cape Cod Commission should report to the County Commissioners through the County Administrator.*

**RECOMMENDATION 4:** *The administrative organization of Barnstable County government should be restructured. The County Commissioners should consider organizing government operations into four major divisions, or departments. The proposed departments are:*

- ▶ *Administrative Services and Finance Department*
- ▶ *Cape Cod Commission*
- ▶ *Human Services, Health, and Environment Department*
- ▶ *Intergovernmental Programs and Services Department*

Recommendation 4 presents a proposed administrative structure for County government. Other organizational models are possible, but an effort should be made to reduce the number of line departments reporting to the County Administrator. Alternative Recommendation 4 shows another possible organization model.

**RECOMMENDATION 4 (ALTERNATIVE):** *The administrative organization of Barnstable County government should be restructured. The County Commissioners should consider organizing government operations into six divisions, or departments. The proposed departments are:*

- ▶ *Administrative Services and Finance Department*
- ▶ *Cape Cod Commission*
- ▶ *Human Services Department*
- ▶ *Health and Environment Department*
- ▶ *Intergovernmental Programs and Services Department*
- ▶ *Information Technology Office*

The reorganization of County departments can be achieved over a number of years. The seniority of managers and supervisors in the Barnstable County administrative organization suggests that there will be a substantial number of retirements of key personnel over the next five years. Given the aging of the workforce, it may be appropriate to make changes in the administrative organization of County government as personnel retire or leave County government. In addition, it is important to review the experience in the workforce to determine the competencies required by County government in the future. The development of a transition plan which considers the aging workforce and anticipated retirements should be developed.

***RECOMMENDATION 5:** The administrative organization of Barnstable County government should be changed as key department heads leave County service.*

***RECOMMENDATION 6:** The County government should engage in a transition planning effort to anticipate retirements and to ensure that the County has personnel with required competencies.*

It should be noted that upon the employment of a Finance Director, the County could reorganize the administrative and finance functions immediately and establish the Administrative Services and Finance Department. This would also result in the change in the functions of the County Administrator.

#### OFFICE OF THE COUNTY COMMISSIONERS

As the chief executive officers of the County, the County Commissioners have several administrative decisions to make. A principal reason for restructuring the role of the County Administrator is to enhance the effectiveness of the County Commissioners. The County Administrator currently has two sets of responsibilities, the overall administration of County government and financial management. The County Administrator also serves on the Barnstable County Retirement Board and acts of the Treasurer of several other organizations.

If the objective of the County Commissioners to be more effective, the role of the County Administrator/Finance Director should be divided into two separate functions. When the position of County Administrator was initially established, the County Commissioners consolidated the Finance Director position into the County

Administrator position as a method of reducing the cost of implementation of the new County administrative organization.

During the course of this study, it was suggested that there was not enough work to necessitate a full-time Finance Director. However, the range of finance functions and the expansion of those functions to include other administrative services, indicates the need for a full-time Finance Director. Under the proposed administrative organization, the Finance Director's role would be expanded to include the management of other administrative and support services. The transfer of duties to the position of Finance Director would provide more time for the County Administrator to work with the County Commissioners to develop a vision for the County and to provide oversight of County administrative operations.

***RECOMMENDATION 7:** The role of the County Administrator should be redefined. The position of County Administrator and the position of Finance Director should be separated into two positions.*

The alteration in the functions of the County Administrator will change the role of the Assistant County Administrator. The change in the role of the Assistant County Administrator will not be as great as the change in the position of County Administrator. The Assistant County Administrator devotes most time and effort to managing a number of growing programs, such as the Cape Light Compact.

Human resources functions performed by the Assistant County Administrator should be transferred to the Administrative Services and Finance Department, once the department is established. These human resource functions should be integrated into the functions of staff members in the new department.

***RECOMMENDATION 8:** The Assistant County Administrator position should be redefined.*

#### CREATIVITY AND INNOVATION

The County has been innovative and has responded to the needs and demands of the public. Programs have evolved and have been altered to reflect new circumstances. The County government has been adaptable; this characteristic should be encouraged.

**RECOMMENDATION 9:** *The County's willingness to explore new service areas and serve constituents should continue to be encouraged.*

The Cape Cod Commission has developed a public information component. This capability would be a benefit to the entire County organization. The public information capability of the Cape Cod Commission should be broadened to include all County government operations. Ideally, all public information activities should be under the jurisdiction of the County Commissioners.

**RECOMMENDATION 10:** *The County Commissioners office should develop a public information capability.*

#### IV. IMPLEMENTATION OF RECOMMENDATIONS

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Barnstable County has a decentralized administrative organization. Services and programs have grown to reflect demands and perceived needs. A system of accountability which provides assurance to the County Commissioners that services are provided effectively and resources are used efficiently requires a plan to structure the administrative organization of County government. As services grow, the need to restructure departments becomes increasingly important. The two primary issues which confront the County Commissioners in the context of the organization change in County government are:

- Creating a system in which there is one executive reporting to the County Commissioners
- Redefining the role of the County Administrator

The practice of having both the County Administrator and the Executive Director of the Cape Cod Commission reporting to the County Commissioners is a long-standing practice. Abandoning this practice will be difficult. The redefinition of the role of the County Administrator may also be a difficult administrative problem to address, but making an adjustment in the position provides an opportunity for the County Commissioners to systematically assess the future of County operations.

It is important to note that the purpose of the expanded role of the County Administrator is to ensure effective organizational oversight and to ensure that the Barnstable County Commissioners have the capability to plan effectively.

Exhibit 9 lists the major recommendations in this report. The recommendations are listed in the order they are presented in this report, along with assigned priorities. The recommendations have been categorized as follows:

**Priority 1:** Recommendations which establish the framework for other recommendations. These recommendations should be considered and acted upon immediately. This does not mean that changes can be implemented immediately.

**Priority 2:** Recommendations which should be implemented over the next several years, since they may bear directly on efficient operations in Barnstable County.

**Priority 3:** Recommendations which are important to the efficient provision of services in Barnstable County. These recommendations should be implemented as soon as reasonable and practical.

### EXHIBIT 9 RECOMMENDATIONS

RECOMMENDATION	PRIORITY	COMMENT
1 The County Commissioners should develop a reorganization plan which eventually leads to the creation of an administrative organization structure with all departments (not including the Registry of Deeds) reporting to one executive.	1	The implementation of the administrative organization may take a number of years to implement.
2 The County Administrator should be the only executive reporting to the County Commissioners.	1	This is a critical issue which requires resolution. The implementation of the change may take several years.
3 The Executive Director of the Cape Cod Commission should report to the County Commissioners through the County Administrator.	2	This is a critical issue which requires resolution. The implementation of the change may be planned for and achieved as the situation dictates.
4 The administrative organization of Barnstable County government should be restructured. The County Commissioners should consider organizing government operations into four major divisions, or departments. The proposed departments are: <ul style="list-style-type: none"> <li>▶ Administrative Services and Finance Department</li> <li>▶ Cape Cod Commission</li> <li>▶ Human Services, Health, and Environment Department</li> <li>▶ Intergovernmental Programs and Services Department</li> </ul>	2	This administrative organization proposal may be implemented as personnel retire.

4 (ALTERNATIVE)	<p>The administrative organization of Barnstable County government should be restructured. The County Commissioners should consider organizing government operations into six divisions, or departments. The proposed departments are:</p> <ul style="list-style-type: none"> <li>▶ Administrative Services and Finance Department</li> <li>▶ Cape Cod Commission</li> <li>▶ Human Services Department</li> <li>▶ Health and Environment Department</li> <li>▶ Intergovernmental Programs and Services Department</li> <li>▶ Information Technology Department</li> </ul>	2	This administrative organization proposal may be implemented as personnel retire.
5	The administrative organization of Barnstable County government should be changed as key department heads leave County service.	2/3	
6	The County government should engage in a transition planning effort to anticipate retirements and ensure that the County has personnel with the required competencies.	1	The County needs to develop a transition plan.
7	The role of the County Administrator should be redefined. The position of County Administrator and the position of Finance Director should be separated into two positions.	1	The redefinition should be considered as the first step in changing the administrative organization of the County.
8	The Assistant County Administrator position should be redefined.	2	
9	The County's willingness to explore new service areas and serve constituents should continue to be encouraged.	1	
10	The County Commissioners' office should develop a public information capability.	3	A sound public information program is an important adjunct to service delivery.