



CITY OF NEW HAVEN
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The Chief Administrative Officer's (CAO) Office oversees eight departments: Police Services, Fire Services, Public Safety Communication (the 911 center), Public Works, Parks & Recreation, Free Public Libraries, Engineering and the CAO office itself, which includes the divisions of Emergency Management and Human Resources (HR) & Benefits. The CAO has twelve direct reports: the seven other department heads, the Deputy CAO, the Manager of HR & Benefits, the two deputy directors of emergency management, and the executive administrative assistant. The CAO serves concurrently as the Director of Emergency Management.

The principle roles of the CAO have been:

- to provide guidance and direction on issues that come up to both the Mayor and to the department heads,
- advance policy goals of the administration in the different departments,
- ensure main functions of government receive the internal supports necessary to continue to operate,
- fulfill duties as Director of Emergency Management.

The first role – providing guidance and direction on the myriad issues that come up – is probably the most time consuming, but working on internal support systems (hiring, promotions, disciplines, labor relations, workers' compensation, IT, budget management) is undoubtedly the most important role of this position. To dramatically oversimplify, the roles of the four coordinators could be summed up as: the Economic Development Administrator builds projects, the Community Services Administrator oversees policy initiatives, the Budget Director creates and manages the budget, and the CAO makes sure basic government functions.

IN NEED OF IMMEDIATE ATTENTION

Infrastructure needs. See separate section detailing the infrastructure responsibilities of CAO departments. There are several critical needs in infrastructure, and the capital budget will be moving very quickly. If decisions are not made immediately about funding priorities, it will be eighteen months before major changes can be made.

Public safety overtime spending. Overtime in the police and fire departments are the areas under CAO responsibility that have the greatest potential to cause budget problems and can do so very quickly. In addition to making sure that overtime is being

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managed in the current budget year, it is critical that accurate overtime requests are included in the FY14-15 budget which will vary significantly from year-to-year based on staffing levels. The large majority of fire department overtime is dictated by contract and police overtime is very difficult to reduce beyond certain levels over the short and medium term, so inadequate levels when the FY14-15 budget is adopted will almost guarantee a budget problem down the line. Public safety overtime and infrastructure spending are the two areas of the CAO budgets that cannot be safely status quo-funded from year-to-year.

Solid Waste and Recycling Authority. The Director of Public Works currently serves as Executive Director of this authority, which is a quasi-independent authority. The authority ended FY12-13 with a surplus, but if the Authority fails it would be a major financial liability for the City and things could turn from balanced to deficit very quickly if left unattended. See a further discussion below in the Public Works section under “Major Areas of Focus.”

MAJOR AREAS OF FOCUS

General

- *Succession planning.* Succession planning is a critical area to focus on throughout the organization. There are many positions where there is no natural back-up who is familiar with systems or specific job knowledge, and no obvious successors when a position becomes vacant. While any position can become vacant and present this problem, this concern is particularly acute where incumbents are eligible to retire. Worth noting explicitly are the Engineering Department, where many of the professional staff are eligible to retire and critical knowledge could be lost without a carefully managed transition, and in the financial support functions in Public Works and the Police Department.

Human Resources and Benefits

- *Public Safety Testing.* There are five tested sworn positions in the police department and sixteen tested sworn positions in the fire department. All tests are given by outside vendors, although that still involves a considerable amount of work for HR staff. Each test costs between ~\$300,000, for an entry level fire exam, and perhaps \$35,000, for the simplest promotional exam.

Entry level tests have a physical agility component, and all tests usually have a combination of written and oral components. Written components are simpler to administer, and are best used to test specific job knowledge (e.g., “General Order 118 says: A, B or C”). Written components are considered more likely to have a disparate impact on minority candidates. Oral components are considered more valid for many other skills and traits, such as decision-making, leadership, etc. The main draw-backs for oral test components are their added complexity to administer and the perception that they can be less objective.

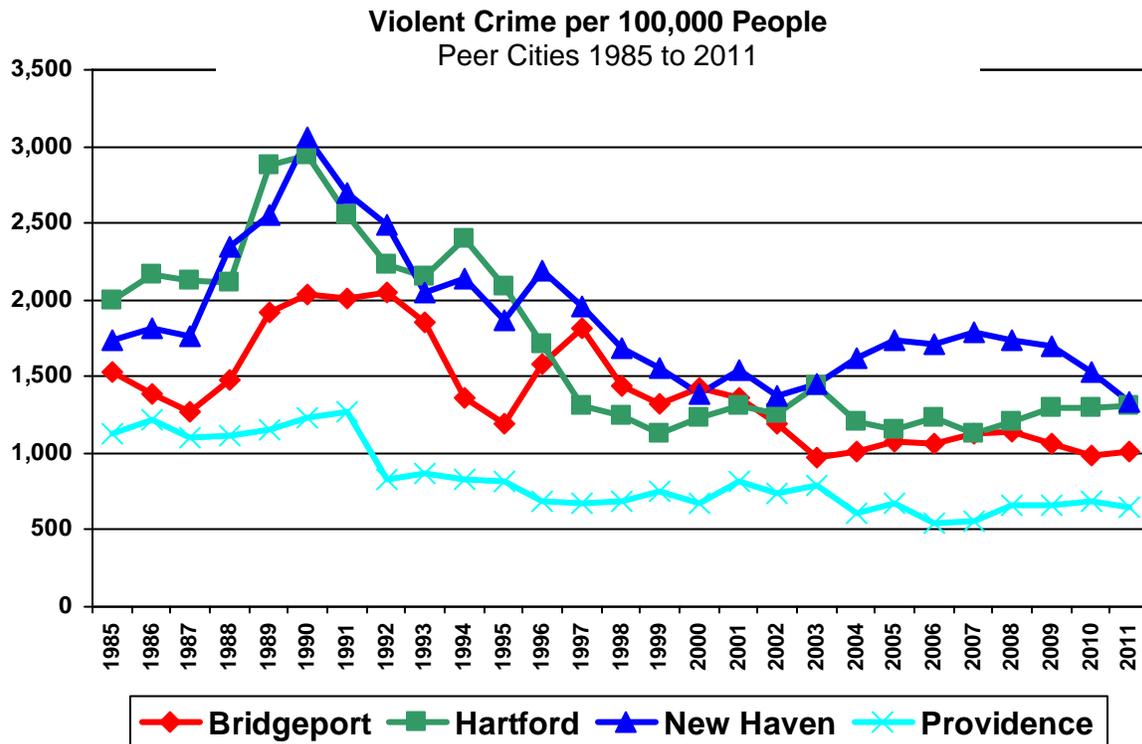
As a profession, civil service testing is relying more on oral components. In order to change weights between written and oral components in promotional exams, the weights must be negotiated with the impacted bargaining unit. The police union has not had significant concerns with the weights recommended by test consultants, but the fire union has steadfastly opposed changing weights. That, combined with the significantly larger number of tested positions and the litigious history and nature of the department members makes testing in the fire department time consuming, costly and very complicated.

- *Human Resources and Benefits capacity.* When HR and Medical Benefits were combined in 2011, the staffing went from 9.5 FTE to 6 FTE. Recently, changes in medical benefits laws and regulations (especially related to the Affordable Care Act) have added a significant amount of new work to the office. This office could make productive use of several more staff, but needs at least an additional administrative assistant.
- *Medical insurance carrier.* The City is self-insured for medical insurance, but has used Anthem as our administrator for decades. The first serious attempt to go to bid to achieve the best cost for this expense was in 2013, but several structural issues made it difficult to switch:
 - The first set of difficulties was internal: our systems were not in a condition to easily have a new vendor be able to replicate the services of our long-established vendor. City and union negotiators had long agreed not to have detailed plan design documents (known as Summary Plan Descriptions - SPDs), for instance, which would be necessary for a new carrier to replicate the existing plans. The City is steadily addressing this set of issues – any change-over would still be a major and difficult undertaking, but some of the basic groundwork is being laid to make it possible.
 - The second set of difficulties was the opposition by some bargaining units. Most unions had language in their contracts allowing a change in carrier as long as “benefits enjoyed under the current plans will not be diminished [and that the] Union will be notified prior to any change and if the Union wishes, the City will fully discuss any changes with them prior to their implementation.” One union had language requiring “coverage identical in all respects,” and two unions did not have language contemplating a change in carrier, which would require the matter to be bargained. The contract language issues are being cleaned up, and should be resolved by the end of the calendar year.

A new contract is being entered into with Anthem, at a considerable cost savings from their previous contract. This contract allows the City to re-bid at their option every year. Anthem was selected because a switch to a different carrier was impractical for the reasons listed above during the remaining tenure of the current administration. With the resolution of these barriers, a new bid should be considered.

Police Services

The New Haven Police Department (NHPD), the City's largest department, has a multitude of open issues at any point. They can be roughly grouped into three main areas: anti-violence initiatives, property and quality-of-life policing, and administrative issues.



- Anti-Violence.* New Haven trended downward in violent crime during the 1990s, but stopped reductions and increased slightly in the early 2000s, differing from our peer cities (see chart below). However, since 2007 total violent crimes have dropped by almost a quarter. Homicides, shootings and gunshots – which remained high as total violent crimes started to drop – have now been cut approximately in half from 2011 to 2013. Continued progress on reducing violent crime remains a top priority, the CAO's office provides mainly administrative support for the law enforcement professionals. The one exception where the CAO's office takes a more direct role in shaping policy is around night club violence, which requires more inter-agency coordination.
- Property crime and quality-of-life enforcements.* New Haven saw a major decline in property crime during the 1990s, and did not see the partial reversal in the 2000s that was seen with violent crime. Property crime and quality-of-life issues remain a major source of concern for the public and the City. As staffing levels have been historically low during the last 18 months, some enforcement has suffered. Motor vehicle violations issued in 2012, for instance, were less than half the level of the previous several years. As staffing levels recover, this will need to be a renewed focus.

- *Staffing.* The NHPD currently has 385 sworn personnel, 26 of whom are still in field training. Over the last fifteen years, the department has averaged approximately 425-430 sworn personnel, and 385 is one of the lowest levels the department has ever had. Staffing was reduced from a high of 455 in January 2011 through lay-offs and (mainly) attrition for budgetary reasons, though by the end of 2011, the decision to reduce the size of the department for budget reasons was reversed. By the time the decision to hold staffing in the mid-400s was made, however, the department had lost ground in staffing which can take years to make up.

It takes approximately one year from when recruiting starts to when an academy class can be seated, which then takes 7-8 months, plus an additional three months of field training. A class is a maximum of 45 recruits (a couple of whom might wash out), and in a typical year 20-30 people retire – so it is easy to fall behind and difficult to catch up in staffing.

The City should consider instituting a regular, yearly recruitment process that always conforms to the same schedule. Recruitment would become easier if there was a standard date every year that applications were due, that the exam would happen, etc. A civil service list could be generated every year to ensure that a class could be seated whenever necessary, which would both improve the quality of classes and shorten the decision-making period for the Administration about when to seat them.

- *Overtime management.* The personnel budget was balanced in FY12-13, and is in balance in FY13-14, but overtime can quickly become a million dollar plus source of a deficit. Systems can continue to be strengthened for overtime management.
- *Wintergreen facility and firing range.* The existing training academy is cramped, and the City has recently acquired through the federal base closing process a former Army reserve facility on Wintergreen Avenue for free as a replacement. There are modest outfitting costs that are currently being spec'd. The building is large enough to accommodate IT remote back-up needs, a new 911 Center, and other uses. A major factor will be the firing range.

Currently, the department utilizes an outdoor range nestled in between Beaver Hill and Newhallville. This location imposes a tremendous hardship on the houses and schools that hear the firing, and restrictions on training to minimize this hardship present a burden on the department. The best solution would be an indoor range, which can be sited at Wintergreen. Detailed plans and costs are being drawn up with a federal planning grant, but costs are estimated at between \$2.5 and 5 million. Detailed plans might assist in gaining federal support for an indoor range, but if federal funding is not secured, the decision will be a local one about how important this need is to fund.

Fire Services

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- *Staffing.* There are currently 120 sworn vacancies in the New Haven Fire Department (NHFD), out of a total of 368, or nearly one-third. To fill entry-level positions, it takes at least one year between the start of a recruitment to the seating of a class, and another six months for the class to graduate. The testing and recruitment costs over \$300,000 and the background investigations over \$150,000. The City is currently in the middle of the background checks before seating a class sometime in the winter. The recruitment process for this class was a tremendous success with the most New Haven residents applying of any job the City has ever posted, but it was delayed for over a year while the City investigated what could be done legally to promote New Haven residents for the test.
- *Promotions.* Currently, all 4 deputy chief positions, 6 of 8 battalion chief positions, 13 of 25 captain positions and 27 of 62 lieutenant positions are vacant. The City had planned to fill the battalion chief rank over 18 months ago, and then proceed to captains, deputy chief and lieutenant, but Local 825 had refused to agree to the testing weights set by the test consultant. Using the weights that the union would accept would decrease the test's validity for the job characteristics and increase the chances of disparate impact on minority candidates, so the City took the matter to arbitration and expects a ruling in the next month.

Local 825 also made it clear that no change to Captain weights would be considered, as well. Because the existing weights of the Lieutenant exam were closer to what the consultant expected to recommend, the City had begun the process of testing for lieutenants to add to the supervisory ranks, which is necessary both to control overtime costs and to provide the supervision necessary. The Board of Aldermen approved 12 additional lieutenant positions for FY13-14 (raising the existing 50 positions to 62) that would be filled until the weights of the captain exam are agreed upon or arbitrated and the test is conducted. After the captain exam is done, the number of lieutenant positions would be reduced back to 50.

In the last two weeks, the contract with Local 825 has been settled. While some language still needs to be worked out and the agreement put to a vote by the membership and the Board of Aldermen, it seems that these issues will be addressed. The union has agreed to the consultant-recommended weight for the battalion chief exam, and for an expedited arbitration process for the weights on other exams. With these changes, proceeding with battalion, captain and lieutenant exams probably makes the most sense, and un-doing the budget amendment to restore the tradition number of positions at each rank.

- *Medical response.* The majority of calls to the NHFD are medical, and the majority of life-saving action by department members are also medical. The department has had trouble staffing as many paramedics as is desirable, but as the numbers should increase with the new hiring, the department will need to re-evaluate how it provides Advanced Life Support (ALS) medical coverage. Currently, there are two 2-person ALS units in addition to the ten 4-person Basic

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Life Support (BLS) engine companies (and the four 4-person ladder companies and two 5-person squads that are not primary medical responders). With additional ALS capacity, the department can consider replacing one engine with two additional ALS units, or perhaps a different arrangement that would expand medical protection without compromising fire protection.

- *Tensions.* There is a long history of litigation in the NHFD regarding racial discrimination. This history continues to shape relationships in the department and decisions affecting it, as the litigation continues and further threats of litigation alleging both discrimination and “reverse” discrimination continue to crop up. Perhaps even more so than in the department, this tension plays itself out in the political arena.

Public Safety Communications

- *Joint oversight – history.* In 2007, the separate 911 operations for police and fire were located in the same, renovated room (in the police headquarters building). In 2009, a civilian department head was hired to manage the combined room, replacing the police and fire lieutenants who had managed their separate components. In 2010, the sworn police sergeants who supervised the police portion were replaced by civilian supervisors who now supervise the combined operation.

There is no question that the separate 911 operations should have been combined, and little question that civilian oversight makes the most sense. Emergency communication is a critical function for both police and fire, and the working relationship between a separate communications department and police and fire must be very strong. The NHFD has done a very good job establishing that working relationship, but NHPD could probably be improved. It is important that the old gripes about the civilians taking away overtime opportunities for police officers not taint this relationship. As the supervisor of all three departments, the CAO’s office may need to play a more active role in ensuring strong relationships.

- *Regionalization.* One of the largest challenges of 911 Centers are spikes in call volume (imagine a car accident where eight people call with their cell phones, and then across town someone is having a heart attack and tries to call 911), which can only effectively be handled by larger centers. In addition to the public safety improvements, larger centers are more cost-effective at staffing and the State of Connecticut offers a significant financial incentive to combine into multi-town Public Safety Answering Points (PSAPs). Initial conversations with some neighboring communities about regionalization have been positive, and this should be a major focus for improved services and reduced costs.
- *New location.* The existing location in 1 Union Avenue is cramped, has limited parking, has limited space for expansion, and is at risk during storms (due to

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flooding and non-hurricane rated windows). Space at the new Wintergreen Avenue facility should be considered for relocating the PSAP and be designed in a way to allow easy expansion if the center is regionalized.

Public Works

- *Solid Waste and Recycling Authority (SWRA)*. In 2006, the SWRA was created when the appropriate ordinances were passed by the Board of Aldermen. The SWRA bonded to purchase its assets from the City based on an income stream from the “flow-control” ordinance, which requires all trash generated in New Haven to be brought to the SWRA’s transfer station for a fee. In 2006, the City brought 56,000 tons and private haulers brought 51,000. In 2013, the City brought only 29,000 tons and private haulers brought 35,000. The diminished tonnages have created tremendous financial pressure on the SWRA to cover its costs, particularly the bonding costs.

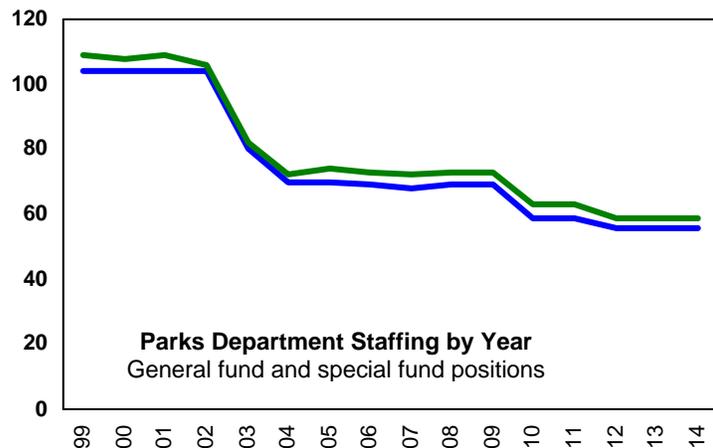
The SWRA ended FY12-13 with a surplus, but only through intensive efforts by the CAO, Director of Public Works, and DPW’s finance officer. The finances of the authority can be stabilized by added recycling tonnages (which are worth significantly more than trash), greater enforcement of the “flow-control” ordinance, and a number of other identified strategies. Losing focus on the issues of the SWRA has the potential of very quickly upsetting the precarious current financial situation and the path to greater stability.

- *Waste-stream changes*. The City’s recycling rate was only 10% in FY05-06. Changes introduced starting in 2008 whereby the large blue totes became the recycling containers and new, smaller brown totes were introduced as the trash containers helped raise the recycling rate to 29% last year. Every ton that is recycled instead of thrown out saves the City over \$50, and a similar amount of added revenue for the SWRA. There is scope to continue increasing the recycling rate in New Haven, as well as a need to address compliance issues in some areas. Removing compostable materials from the waste stream is also an environmental and potential cost benefit that has been explored and should continue to be pursued.
- *Fleet*. See discussion under “infrastructure.”
- *DPW Building*. The Public Works building requires approximately \$550,000 in emergency repairs, which should add about five years of life to the building. Permanent repairs will likely cost at least \$3 million. A study should be done soon to determine whether the existing building should be repaired, replaced on-site or replaced with a new location and facility.

Parks and Recreation

- *Staffing.* Parks staffing has been reduced from 109 (including special funds) in FY99-00 to 59 today. In addition, there are 8 current vacancies.

These reductions have greatly diminished the department's ability to ensure clean and well-maintained parks, the best condition of its playing fields, and the amount of recreational programming.

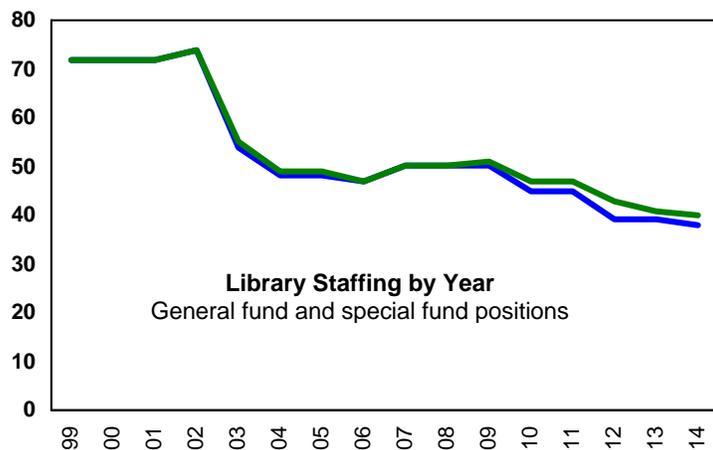


- *Fleet and parks physical conditions.* See discussion under “infrastructure.”

New Haven Free Public Libraries

- *Staffing.* NHFPL staffing has been reduced from a high of 74 in FY01-02 to 40 currently, despite the addition of a branch library during that time period.

These reductions have significantly impacted library hours (particularly in the branches), as well as professional support and programs.



Engineering

- *Capacity.* The department has shrunk over the last twelve years, but the needs have increased. Maintaining the City's infrastructure and safeguarding the City's infrastructure interests in development projects are the two main functions of the department, in addition to maintaining street lights, compliance with some environmental permits, and making sure catch basins are cleaned. Both the effects of past years' deferred maintenance, which is requiring a greater focus on infrastructure repair now, and the amount of development projects underway have added workload to the department. At the same time, most of the staff is eligible for retirement and the challenges of succession planning to ensure work continues unabated and vital knowledge is not lost are acute.

Emergency Management

- *Institutionalize knowledge.* During the two hurricanes, three major winter events and other incidents of the past three years, the main emergency management personnel became very comfortable with their roles. The challenge is to translate that personal experience into institutional knowledge that will benefit the organization as personnel change. The two deputy directors are very strong in their support roles, but the leadership in the different departments is critical – as is establishing the overall leadership in an incident (e.g., is the Mayor, the CAO, or someone else ultimately in charge of a response, and what is the relationship between those senior-level positions).
- *Coastal flooding concerns.* See discussion in “infrastructure.”

Workers’ Compensation

The Workers’ Compensation (WC) coordinator is housed in Finance, not in one of the CAO’s departments, but most WC claims come from CAO departments. WC costs doubled between 2001 and 2010 adding both a cost, but also a major problem for departments with reduced staffing levels as they saw employees out of work for longer periods of time. The CAO’s office convened a WC working group to focus on combating abuse and ensuring that employees were given prompt and effective help at returning to work as soon as they are medically able to do so. Several cases of abuse have been uncovered resulting in a prosecution, several terminations, sanctioning of doctors and systemic changes in how the City’s vendors handle cases. WC costs have declined by over 20% since 2010.

The WC system rightfully gives the benefit of the doubt to the worker, but this results in a system that is very, very difficult for an employer. Only constant attention at a high level will help reduce abuse and (much more prevalent) inefficiencies in the system.

Information Technology (IT)

IT is not the responsibility of the CAO’s office in the current organizational chart, but it is perhaps the area of the City in most desperate need of investment and attention. A key deficiency identified in nearly every department summary is lack of investment in IT systems.

- *Administrative support.* There are no administrative support positions in IT, and failure to track and pay invoices properly have led to serious system problems. The CAO’s office has lent the administrative support of our executive administrative assistant, deputy CAO and deputy director of emergency management for administration to help restore order, but this is not a systemic fix.
- *Network problems.* The City’s network is the backbone for accessing files, using shared systems (e.g., payroll, public safety dispatch), accessing the internet, and so forth. There are numerous problems with the network, including:

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- there is no current map of the network to determine weaknesses or areas to schedule regular maintenance,
- the firewall lapsed for several months (due to an unprocessed invoice) allowing in viruses, and
- the network's bandwidth is woefully inadequate for the traffic it carries.

The network needs to be mapped, repaired, expanded (both in bandwidth and in reach to remote locations) and basic improvements (e.g., wifi access) need to be added. Cost-saving projects such as switching to VOIP phone systems, utilizing network terminals instead of individual computers, updating old programs (most computers are running Office 2003 with lapsed permissions from Microsoft, for example), etc are all dependent on a reliable network.

- *Basic support.* Computers are old and slow, programs are old and limited in some key functionality, and basic problems like setting up a new employee on a functional computer take far too long. Support is only available during business hours except for the personnel and extraordinary willingness of some staff to come in on off-hours to help 24-7 functions (such as the police and fire departments) operate. Similarly, during Emergency Operations activations, IT does not have consistent staffing.
- *Databases – land records.* There are separate databases in Engineering, City Plan, Building and the Assessor's Office relating to land and buildings. All should be digitalized in a common format and connected so that an update in one area will update records in the others. This is both an efficiency and effectiveness issue for the departments, as well as a revenue issue when it relates to the Assessor's database.
- *Databases – personnel files.* There are separate databases for payroll purposes, medical benefits, personnel files and budget-tracking. All databases should be linked through MUNIS, and the system should be more fully utilized for its ability to track these and other items (for instance, tracking required certifications).
- *Work management.* There are many products out there for work order management, asset tracking and other functions. The CAO's office has taken the lead in trying to find workable systems that can be shared across departments, and has implemented SeeClickFix as a universal front-end system to take issues from the public or staff, and ViewPermit to handle online permit applications. The back-end systems, however, will require more technical expertise than the CAO's office currently has, which means more direct involvement from IT. SeeClickFix can integrate with any back-end system, so the public experience will not change, but departments need modern systems to handle workflow.

Resident Services

SeeClickFix has been adopted as the City's universal front-end system. Non-emergency complaints can be entered into SeeClickFix by residents directly (by computer or smart phone) or by calling the City, which will enter the complaints

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into SeeClickFix. Having all complaints in a common system allows managers much greater ability to track productivity, as well as providing greater transparency for residents. The model that is in process of being built is to allow a resident to call any of the main numbers at City Hall and give their issue to any department. Once that issue is addressed, it is closed out in SeeClickFix and the resident will be notified either directly by email or by a return call from the City, based on their preference. In the past year, 9920 issues were reported on SeeClickFix. Of those, 2940 were reported by residents online, 1154 were reported by residents using smart phones, 524 were reported through the City website, and the rest were reported by calling the City or directly by City employees who noticed issues themselves.

SeeClickFix also has a frequently-asked-question function, so that residents should be able to ask any city employee they reach a question and not have to worry about being transferred around-and-around before finding someone who can answer their question. This FAQ feature is not live yet, however.

SeeClickFix serves as a basic work order management system in some areas, but can integrate with more robust work order management systems as needed. Currently it is integrated with CityWorks, which is a system being phased out of TT&P and DPW, and is being integrated with ViewPermit, which is a system being phased into LCI and under consideration in other departments.

Miscellaneous

- *English Station.* English Station is a decommissioned former oil-burning power plant in the Fair Haven section of the City. The UI sold the property to an entity called Quinnipiac Energy, which attempted to restart it as an oil-fired power plant. The City successfully opposed this effort on air pollution grounds, and the property has since been sold or transferred more than once. The building is historic, and could be an asset to the community if a useful re-use can be found. It is in a very difficult location, on a small island with a bulk-head keeping contaminated soil from the water and adjacent to major power lines that supply much of the City with power. The building itself is contaminated with PCBs (a carcinogen) and asbestos, and scrap-metal thieves have put themselves at risk breaking into the site. A poor demolition job or a building collapse would be a potential disaster.

The current owners attempted various re-uses, several of which the City indicated its opposition based on mainly environmental and health concerns, and more recently tried to demolish the building. The demolition was halted by the State for health and environmental reasons, though would likely not have received City approval as proposed, either. English Station is a very complicated property, which has the potential of being a disaster for the surrounding community if handled improperly. Ultimately, a long-term solution should be worked out between the City, the owners, and the UI which maintains some degree of liability for a clean-up. In the meantime, the property should be

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carefully monitored to prevent from happening any of the numerous ways it could become an active and large problem for the community.

INFRASTRUCTURE

Bridges

New Haven has 49 bridges for which the City is responsible, and several others such as the Pearl Harbor “Q” Bridge and several other highway or railroad bridges for which the State or some other entity is responsible. Of the 49 bridges that are a City responsibility, three are movable bridges – the Ferry Street Bridge and the Grand Avenue Bridge over the Quinnipiac River, and the Chapel Street Bridge over the Mill River – that require a much greater degree of maintenance.

The Department of Public Works is responsible for day-to-day maintenance of the bridges, and staffs the three movable bridges. The Engineering Department is responsible for the long-term condition of the bridges, and conducted an in-depth bridge report in 2008 and provides quarterly updates. The last quarterly report is provided in printed format and the original report and other quarterly reports are provided electronically as attachments.

- *Bridge repair program.* With so many bridges, it is critical to maintain a steady program of repairs. Many bridges have suffered from deferred maintenance, but after several years of a consistent bridge repair program the bridges of most concern are largely addressed and it will be a matter of keeping up with natural wear.
- *Grand Avenue Bridge.* The most costly bridges to repair and the ones most regularly in need of attention are the three movable bridges. The Grand Avenue Bridge over the Quinnipiac is over 100 years old and while portions were rebuilt in 1984, many parts are original. Currently, a repair is being designed and permitted which will take approximately two years. Funding for the repairs will be \$15-20 million, and have not been secured. Since that amount would be difficult for the City to fund itself, state and federal funds will need to be sought.

Streets

There are 225 miles of road in New Haven, and they are reviewed for both condition and functionality.

Condition refers to the state of repair of the road, and is the responsibility of the Department of Public Works (DPW). DPW commissioned a study that graded the condition of all roads in December of 2009, with the intention of doing a complete re-grading of conditions every four or five years. A new study has been commissioned and should be ready by December 2013. The 2009 study can be found [as an electronic supporting document in map format](#) and [in the complete Excel document](#). Repairs that have taken place since December of 2009 have been updated in the Excel document.

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The weighted average condition of New Haven roads was graded a 76 in the December 2009 study. While that is probably above average nationally (while hard to compare, the American Society of Civil Engineers graded the overall condition of US roads a D- in 2009), it includes a wide variety of conditions. The contractor is still finishing the data entry for street-by-street ratings for the 2013 study, but the overall condition has improved to a 79. The contractor indicates that a 79 indicates that New Haven roads are among the best by condition in New England.

Methods of treatment vary depending on road condition and other factors such as traffic volume. Methods range from crack-sealing, a thin in-house overlay application, microsurfacing, hot in-place recycling, traditional mill-and-pave, and full reconstruction. Traditional mill-and-pave costs about \$15 per square yard for an average road, which would add up to \$11.7 million to mill-and-pave only the roads that scored lower than a 60 in the December 2009 study.

All road repaving is approved by the Resource Allocation Committee, which consists of two mayoral appointed officials (currently the CAO and the Acting City Engineer) and two aldermen (currently Ald. Frank Douglass and Ald. Alphonse Paolillo, Jr.), based on the recommendations of staff and requests from the public and aldermen.

Functionality refers to whether the road is handling the needs for which it is being used. In most parts of the country, that generally means whether the road needs to be widened to accommodate more traffic flow. In New Haven, widening roads is usually not an option because we are built-out, and it is also not a preferred way of handling transportation needs.

The City has pulled together a design framework called [the Complete Streets Manual](#), which is provided as an electronic attachment, to maximize the utility of streets for all modes of transportation, with an emphasis on safety. The aldermanic order creating the Resource Allocation Committee did not specify that Complete Streets projects must be approved by the Committee, but the current practice is that they are. The list of Complete Streets requests and their current status follow in a printed spreadsheet.

- *Funding allocation.* The City has only appropriated state-provided LoCIP funds for road repaving projects, and supplemented with some funds for Complete Streets projects and/or matching funds for regionally-approved projects. With the winding down of the School Construction program, additional funds should be considered for road repaving and redesign.

Sidewalks

There are about 370 miles of sidewalk in the City of New Haven. Responsibility for sidewalk condition is split between the abutting property owner and the City as described below.

Property owners are responsible for clearing sidewalks of snow and other potentially hazardous conditions, and are liable if failure to do so causes injury. The City holds liability for damage caused by physical defects in the sidewalk when it is found that the City should have reasonably known about the defect, though the City can force a property owner to fix a physical defect of which it becomes aware (or lien the property owner for the cost of the repair if the owner does act) if the defect was not caused by the City.

Defects caused by the City principally include raised slabs from roots of City-owned trees, though can be from other causes. Defects that the City can mandate a property owner fix include raised slabs caused by trees on the owner's property, damage caused by vehicles on the sidewalk, and age-related wear. In practice, the City has only forced a property owner to repair the sidewalk if the damage is caused by improper use such as parking a vehicle on the sidewalk.

Replacing sidewalks is very expensive – approximately \$100 per linear foot including curbs and driveway aprons, or about \$75 per linear foot for just sidewalks. For sidewalks in front of City property, and sidewalk defects caused by the City (City-owned trees, etc), the City will eliminate trip hazards and ensure good condition. For other sidewalks, the City will eliminate trip hazards but will not necessarily do work beyond that. Mitigation of trip hazards could include blacktop patching and grinding down raised edges of the sidewalk. City responsibility for age-related wear, damage caused by vehicles where the sidewalk passes a driveway, and damage caused by non-City owned trees, etc. stops at eliminating the trip hazard, and does not extend to replacing disfigured or discolored sections or sections that are cracked but not a current trip hazard.

Although the City is only obligated to keep in good repair the sidewalks in front of City property and damage elsewhere caused by the City (usually a City-owned tree), the City recognizes that good sidewalks are a benefit for the City. For that reason, the City allocates money each year to replace some sidewalks, prioritized based on condition and foot-traffic. The amount is limited, and does not come close to the built-up demand. Sidewalks can last 50 years and replacing all the sidewalks in the City would cost well over \$100 million, so deferred maintenance from decades past cannot be fixed in a short period.

The City conducted a condition assessment in 1999 and again in the fall of 2012. It can be found attached electronically as a map and as an Excel file of all sidewalk conditions. The work done in the intervening years has increased the percentage of sidewalks graded as “excellent” or “good” from 40.4% to 62.7%. This is a major improvement, but still means that 37.3% of sidewalks are still “fair” or “poor” and have not been addressed in the last thirteen years or, most likely, several decades before that. It is difficult to reconcile the vast amount of poor condition sidewalks left by deferred maintenance – with residents rightly complaining that their sidewalk has not been replaced in 30, 40 or maybe 50

years – with the tremendous cost and incremental nature of repairing this built-up damage.

All sidewalk repairs must be approved by the Resource Allocation Committee.

- *Funding allocation.* At the current rate of funding, it will take 20-30 years to catch up on the deferred maintenance from years past. With the winding down of the School Construction program, consideration should be given to increasing funding for sidewalk repairs. Alternatively, a policy change could be considered that would force residents to make the repairs to aged sidewalks, though this would likely prove very unpopular and financially untenable for many residents.

Facilities

The City has many buildings, ranging from City Hall to small park pavilions. The Parks Department maintains their own structures, as does the Board of Education. All other City buildings fall under the Engineering Department to maintain. They include:

- City Hall, 165 Church Street
- Hall of Records, 200 Orange Street
- Police Headquarters, 1 Union Avenue
- Police Training Academy, garage and firing range, 710 Sherman Avenue
- New Haven Animal Shelter, 81 Fournier Street
- 7 police sub-stations, owned; 1 rented (2 others are in other municipal buildings)
- Central Fire Station, 952 Grand Avenue
- 9 fire houses
- New Haven Fire Training Academy and maintenance shop, 230 Ella Grasso Blvd
- Ives Main Library, 133 Elm
- 4 branch libraries
- Public Works, 34 Middletown Avenue
- Transportation, Traffic & Parking shop, 42 Middletown Avenue
- 2 rented senior centers, 1 owned
- Health Department offices, part of condominium offices at 54 Meadow Street
- Shubert Theater, 247 College Street
- 2 tunnels, with a third under construction
- Wintergreen Avenue former US Army Reserve Center
- Goffe Street Armory (still State-owned, but in process of becoming a City facility)

The Engineering Department is responsible for the structure, systems and overall condition of the buildings. In some cases, the individual departments using the facility (or the condominium association or theater management company) takes care of regular maintenance and cleaning and in others the Engineering Department oversees the contracts for those duties.

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- *Engineering capacity.* Engineering has only recently taken responsibility for the overall condition of buildings from the individual departments. This was done because the departments were not expert at maintaining buildings and so structural and system problems had multiplied, and deferred maintenance had degraded the condition and appearance of many facilities. Engineering has done an admirable job of taking this task, but is struggling with capacity issues.
- *Public Works facility.* Recently, major problems in the floor of the main level of the DPW facility were discovered. The concrete was separating from the steel rebar, threatening the integrity of the building. Currently, a \$550,000 temporary fix is being installed with some DPW functions relocated to the Parks maintenance grounds. This temporary fix should gain ~5 years of useful life. Permanent repairs will likely cost at least \$3 million. A study should be done soon to determine whether the existing building should be repaired, replaced on-site or replaced with a new location and facility.
- *Wintergreen Avenue facility.* This 7-acre parcel with a good condition garage facility and a good condition 28,000+ square foot office building was transferred to the City's possession this past year for no cost as part of the federal government base-closing process. Current plans are to make small fire system improvements, build out a second shower room, and a few other small improvements and use the facility for: the police training academy, an IT back-up center, and the possible new location for the 911 center. A collaboration between the Housing Authority, Parks & Rec Department and Police Department for a youth program is also a possible use. A longer-term use is likely the relocation of the police garage and fueling. Finally, space is available for the construction of an indoor firing range if funds are secured for its construction.
- *Goffe Street Armory.* This is a former state armory that is now vacant. When it was no longer in use, the State shut off utilities in the winter of 2010-11 (in the final months of the Rell Administration) and tried to transfer it to the City without the City's consent. The lack of utilities made snow accumulate on the roof, collapsed a parapet, and ripped a hole in the roof. Snow and rain seeped in and created much damage, including to asbestos panels. Attached is a letter to Governor Malloy detailing this history, as well as commitments made by his office to rectify the situation of the previous administration. An initial grant of a little over \$100,000 has been received to fix the broken parapet and hole in the roof, but a larger grant of \$2.7 million to fix the water damage, clean up the asbestos, fix the HVAC systems and make the building ADA compliant have not been funded. The City has refused to accept title until these issues are corrected.

Assuming these issues are eventually corrected, the City has established a working group chaired by Alderwoman Robinson-Thorpe to explore reuse of the building. The committee has made its intentions to have a youth center in a portion of the building clear, supported by a use in the rest of the building that will help cover facility operating costs. One possible use would be the central offices of the Board of Education, which might provide a more accessible and

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neighborhood-focused location while allowing the Board of Education to extract itself from the costs of its current office and storage locations. Other uses are possible, however, and it will be the decision of the new administration and the Board of Aldermen.

Parks

The City maintains 142 parks with 2275 acres of parkland. There are 60 athletic fields, 24 tennis courts, 26 basketball courts and 65 playgrounds. Responsibilities include 29 irrigation systems, miles of trails, 35 buildings/structures, beaches, walls, pedestrian bridges and many other features.

- *Parks capacity.* Recently, Engineering has been asked to play a larger role in the overall condition of Parks' facilities. The Parks Department has an extremely able landscape architect who manages many projects, but project management is a key role that must be developed.
- *Prioritization.* The Parks Department commissioned a master plan in 2001 that laid out the framework for many years worth of capital projects. As years have past and many of those projects have been completed, a new master plan would be appropriate to identify needs and guide future investments.

Trees

There are 32,000 trees for which the City is responsible located in the tree belt (the area between the sidewalk and the road), and as well as all the trees in City parks or other public property. Trees – or more specifically, the “Urban Tree Canopy” (UTC) – are important for several reasons:

- Property value and neighborhood aesthetics
- Stormwater mitigation – the existing UTC intercepts 53 million gallons of rainfall, saving an estimated \$424,000 annually
- Energy conservation – the existing UTC saves 2,667 MW of electricity, saving \$373,700, and 942,000 therms of natural gas equivalent, saving \$1,326,000 annually
- Air quality – the existing UTC eliminates 59,951 lbs of air pollutants annually through absorption or avoided production, a value of \$310,000 annually
- Carbon sequestration – the existing UTC sequesters 7.5 million lbs of CO₂ annually, storing 169 million pounds

The Parks Department is responsible for removal of dead, dangerous or dying trees, and trimming trees to remove dead or damaged limbs, promote health and remove obstructions to signs or street lights. It contract with Urban Resources Initiative (URI), a local non-profit, to plant new trees at a lower cost than other vendors, a higher survivorship rate, and a skills-building program for City youth and ex-felons.

- *Tree canopy.* Over the past many years, the City tree canopy has been shrinking as more trees are removed than are planted. This problem was exacerbated by the recent hurricanes and other storms, despite efforts to increase the amount of trees that were planted. Efforts should be made to increase the number of trees planted going forward to prevent a loss of this critical City infrastructure.

Sewers and Drains

Sanitary sewers are the responsibility of the Greater New Haven Water Pollution Control Authority (GNHWPCA), of which New Haven appoints four of the nine board members. In many areas, the sanitary sewer line is shared by the stormwater line, which is referred to as a combined sewer. Where the system is combined, the City is responsible for 40% of the local costs and the GNHWPCA is responsible for the other 60%. The City is responsible for a stormwater system that includes approximately 160 miles of storm lines, 7,000 catch basins, 3,500 manholes, 260 stormwater outfalls, detention basins, flood control structures and the 40% share in the combined sewer system.

To improve water quality, the City and the GNHWPCA are required through a federal consent order to separate the sewers that currently carry both sanitary and stormwater into separate lines, to ensure that sanitary waste does not get washed into the New Haven Harbor, as well as various other improvements. The estimated cost of these improvements is \$400,000,000, of which we expect to get half the cost paid for by federal grants, 30% covered by the GNHWPCA and 20% due from the City. Additional costs to improve the water quality from stormwater run-off are beginning to take effect, though it is unknown at present what future requirements and costs will be.

The City must maintain the stormwater infrastructure, which includes the storm drains, the catch basins that are part of those drains, the road geometry that makes stormwater flow into the drains instead of pooling, and any separate stormwater lines. The City also has a responsibility to address flooding issues on public property or caused by public property.

- *Maintaining active partnership with GNHWPCA.* The GNHWPCA is the lead agency on addressing the impact of the remaining combined sewer system, but the City has an interest in working closely with them because it is responsible for 20% of the total costs and because of the quality-of-life impact of the continued sewer outfalls.
- *Stormwater Authority.* The Board of Aldermen rejected the idea of a completely separate Stormwater Authority, largely because the billing and administrative costs of a stand-alone agency would be too high compared to any advantages of a separate authority. If state legislation allows another agency – such as the GNHWPCA – to take on those roles, it might make sense to reconsider creating a Stormwater Authority.

Flooding Conditions

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Flooding conditions can occur due to rainfall collecting in areas that fail to drain quickly, or due to coastal flooding. *Rainfall flooding* occurs regularly in a handful of places around the City and can occur anywhere where there is a temporary clog to a drainage basin (usually due to leaves). Coastal flooding is a problem in a number of places during hurricanes, but is starting to be a problem in normal conditions in one area.

- *Downtown flooding.* The drainage pipe that drains much of downtown, the Rt. 34 Connector and the area around the train station is inadequate in heavy rains. The City has applied for Hazard Mitigation Funds to design a solution, which would likely be very costly.
- *Dean Street area.* The area of Morris Cove along the section of Dean Street ending at Morris Causeway floods with some regularity. The drainage in this area empties into the Morris Creek, but when the creek is higher than the street elevation, water has no place to drain. The flooding used to be worse before 2007 because water would flood from the creek, but that problem was rectified. The City has a design for a more active drainage system with a pump station, but is in need of funding.
- *Morris Cove coastal flooding.* Approximately 400 homes in Morris Cove are protected from storm flooding by a natural ridge that runs along Townsend Avenue along the cove. The homes are at elevations as low as four or five feet above the mean tide level, while the ridge is at elevation twelve feet at its lowest point. A lunar high tide can be as high as five or six feet above the mean tide mark, and Superstorm Sandy had a surge of approximately twelve feet. Without this ridge, all of these homes would be at risk in even moderate storms.

Most of the ridge is protected by seawalls, the largest stretch of which was installed by the State in the 1980s. The seawall stopped where there was enough beach to protect the homes and the ridge at that time, but in the intervening years tide currents impacted by various man-made changes have eroded the beach and are threatening the homes and the ridge on which they sit. If the seawall is not extended, these homes will be lost – but so will the ridge that protects the 400 homes behind them. The City has an initial design proposal to extend the seawall on ten additional properties (some of which are not threatened now, but will be before too long) at a cost of \$1.5-2 million. The City is pursuing funds to complete the design and fund the construction.

- *Sea-level rise.* It is critical to start preparing for sea-level rise due to climate change. This effort should involve Emergency Management, Engineering, City Plan and other departments as needed.

Fleet

- *General fleet.* Fleet vehicles have been reduced over the past six years. The tires of older vehicles in the fleet were chalked, and after a month of demonstrated lack of use, they were towed to Public Works. After two additional

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months without any department complaining, they were surplus and sold. This process was inelegant, but effective at determining under-utilized assets. With the current, reduced fleet, it is now worth a systemic plan for keeping it up-to-date, and for responding to additional needs for fleet vehicles. Requests will always outpace actual need, but some needs are valid.

- *Public Works heavy fleet.* The DPW transition report elaborates on this problem in more detail, but the age and condition of large parts of both the garbage and the plow fleet mean there is a desperate need for a significant investment in this fleet. As the School Construction program winds down, the DPW fleet will need a significant, multi-year investment.
- *Parks vehicles.* While a smaller scale than the DPW fleet, the same challenges are true for Parks vehicles. A larger investment than what has been made in recent years will be necessary to keep the fleet on the road.
- *Police fleet.* The police fleet will need an increased investment from what has been made in recent years, though not as significant a difference over past year funding than in Public Works and Parks. Leasing detective vehicles should be considered in lieu of purchases, but the detective vehicle fleet needs a significant upgrade one way or another.
- *Fire apparatus.* The NHFD has an apparatus replacement program which calls for engines to be replaced after 10 years, and squads and ladders after 15. The City fell behind on this program in the last few years, although not significantly behind. There are a few years coming up where the scheduled replacements were very light, which provide an opportunity to catch up without incurring overly large capital costs in any one year.