



## CITY COUNCIL AGENDA ITEM

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September 7, 2010

To: The Honorable Mayor and City Council Members

From: John Szerlag, City Manager  
John M. Lamerato, Assistant City Manager/Finance & Administration  
Mark F. Miller, Acting Assistant City Manager/Economic Development Services  
Tonni L. Bartholomew, City Clerk  
Lori Grigg Bluhm, City Attorney  
Susan Leirstein, Purchasing Director  
Gary Mayer, Police Chief  
William Nelson, Fire Chief  
Peggy E. Sears, Human Resources Director

Subject: Organizational Restructuring Proposal from the International City Management Association (ICMA)

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At the June 21, 2010 City Council meeting, the contents of a memorandum submitted by Council Member Dane Slater was discussed. Two of these elements pertain to an independent review of all City departments, and a wage and benefit comparison of Troy employees to other communities. There was a consensus of City Council members present directing the City Manager to provide City Council with neutral third party options proficient in independently evaluating City departments that have not yet been reviewed.

To accommodate Council's direction in this matter, attached is a proposal from ICMA addressing 8 specific elements: Police Department; Fire Department; City Manager's Office; Finance and IT Departments; City Assessor's Office, City Clerk's Office, Human Resources, Purchasing, City Treasurer's Office; City Attorney's Office; benefit comparative analysis; and maintenance functions.

Essentially, this independent third party review will look at how we operate; explore other options for service delivery; and recommend the best course of action. The proposal also identifies team members for this engagement, and lists qualifications thereof.

If we authorize ICMA to proceed by the end of September, all 8 elements can be completed by the end of February 2011.

The aggregate cost for all 8 elements ranges from \$196,660 to \$211,360. And given the outcome of finding the most efficient manner in which to deliver services, as well as what it takes to be sustainable in terms of staffing, we believe cost savings will be achieved far greater than cash outlay for this project. Most of the funding can come from two sources: General Fund Balance and a transfer from Capital to General Fund (this is because recent Capital projects have come in or will come in under budget).



## CITY COUNCIL AGENDA ITEM

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So too, we are looking at two other sources, although they may be a long shot: drug forfeiture monies for the Police element; and a request to the Michigan Municipal League under their Shared Public Services Initiative.

As always, please feel free to call should you have any questions.

c: Department Directors  
Assistant Department Directors  
Supervisors

JS/mr\AGENDA ITEMS\2010\09.13.10 – Organizational Restructuring Proposal



*Leaders at the Core of Better Communities*



**Proposal**

**Organizational Restructuring**

**City of Troy, Michigan**



***Helping Local Governments Achieve  
Measurable Results***



*Leaders at the Core of Better Communities*

Submitted by and reply to:  
Craig R. Rapp  
Director

ICMA Consulting Services  
International City/City Management Association  
777 North Capitol Street, NE – Suite 500  
Washington, DC 20002

Phone: 202.962.3583 e – mail: [Craig.Rapp@icma.org](mailto:Craig.Rapp@icma.org)



*Leaders at the Core of Better Communities*

September 2, 2010

Mr. John Szerlag  
City Manager  
City of Troy  
500 W. Big Beaver  
Troy, MI 48084

Re: Request for Proposal

Dear Mr. Szerlag:

ICMA *Consulting Services* is pleased to provide this proposal in response to your request to provide assistance with the City of Troy's organizational restructuring efforts.

Our team has extensive experience in the areas of municipal operations, organizational structure and staffing, strategic and business planning, financial assessment, service prioritization, and performance measurement. We pride ourselves on delivering enterprise-wide solutions to our clients, and serving as an objective, trusted advisor on a wide range of organizational issues. As our proposal describes, our project will be delivered by a team of consultants who each have decades of direct experience working in and consulting with local governments. We will provide the City of Troy with the proven expertise you need for your restructuring effort.

As the membership association for more than 9,100 chief appointed administrators, assistant administrators, and other city and county officials throughout the world, ICMA has provided professional development, technical assistance, and leading edge information to local governments since 1914. Our ability to provide practical solutions to address organizational challenges, combined with our consulting expertise, makes ICMA uniquely qualified to assist the City of Troy.

We look forward to working with you.

Sincerely,

A handwritten signature in black ink, appearing to read "Craig R. Rapp". The signature is fluid and cursive, with a large initial "C" and "R".

Craig R. Rapp,  
Director  
*ICMA Consulting Services*



*Leaders at the Core of Better Communities*

## **PROPOSAL**

### **City of Troy, Michigan – Organizational Restructuring**

#### **Introduction**

ICMA recognizes that the City of Troy has already taken drastic steps to restructure operations to address declining revenues. Our comprehensive approach will deliver broad-based recommendations that the city can use to continue this process and to effectively allocate and deploy staff and other resources.

#### **I. ICMA's Unique Qualifications**

There are four core concepts that make ICMA uniquely qualified to meet requirements for this project.

- (1) Tailored Approach - Our approach will be tailored to the specific requirements and conditions of the City of Troy as opposed to an off-the-shelf assessment model.
- (2) Knowledge and Experience - Our team members have direct, practical experience with organizational restructuring that has resulted in improved service delivery. In addition, team members have over 150 years of combined experience leading local governments that have been recognized for performance excellence.
- (3) Capacity Development - Our approach will build on the city's knowledge, skills, abilities, and resources. This will ensure that our recommendations can be fully implemented and are sustainable.
- (4) City-wide Perspective - While the request for proposal does not include an organizational restructuring of the entire city government, our recommendations and assistance are designed to guarantee that our work meets the needs of the city as a whole. This means we will be mindful of the complex interrelationships that exist between the various departments and the larger organization. This perspective ensures that our recommendations will not conflict with the City's overall policies, practices and strategic direction.

## II. ICMA Project Team

ICMA presents the following team members for this engagement. In addition to the individuals listed below, ICMA's team will include partnerships with the International Municipal Lawyers Association (IMLA), the Center for State and Local Government Excellence, and our own ICMA Center for Performance Measurement.

### **Craig R. Rapp, ICMA–CM, Director, ICMA Consulting Services**

Craig Rapp will serve as the principal in charge for this project. As Director of ICMA *Consulting Services*, Mr. Rapp provides a broad range of services to local governments across the country. He oversees ICMA's consulting practice and is a nationally prominent speaker on a variety of subjects relating to management excellence. His background includes over 30 years experience as a senior executive in both the public and private sectors. He was the City Manager in three cities, an executive for a regional agency, and Vice President of a local government consulting firm. His specific areas of expertise are organizational improvement, strategic planning, and community engagement. He has been certified as a Baldrige evaluator in Minnesota.

### **Leonard A. Matarese, ICMA–CM, Director, Public Safety Services, ICMA Consulting Services**

Mr. Matarese is a specialist in public sector administration with particular expertise in public safety issues. He has 40 years experience as a law enforcement officer, police chief, public safety director, city manager and major city Human Resources Commissioner. He was one of original advisory board members and trainer for the first NIJ/ICMA Community Oriented Policing Project which has subsequently trained thousands of municipal practitioners on the techniques of the community policing philosophy over the past 18 years. He has conducted numerous studies of emergency services agencies with particular attention to matching staffing issues with calls for service workload. Recognized as an innovator by his law enforcement colleagues he served as the Chairman of the SE Quadrant, Florida, and Blue Lighting Strike Force, a 71 agency consortium, U.S. Customs Service anti-terrorist and narcotics task force and as president of the Miami-Dade County Police Chief's Association. He represents ICMA on national projects involving the United States Department of Homeland Security, The Department of Justice, Office of Community Policing and the Department of Justice, Office Bureau of Justice Assistance. He also serves as a project reviewer for National Institute of Justice

### **Thomas Wieczorek, Manager, Public Safety Programs, ICMA Consulting Services, retired City Manager, Ionia, MI; former Executive Director, Center for Public Safety Excellence**

Mr. Wieczorek is an expert in fire and emergency medical services operations. He has served as a police officer, fire chief, director of public safety and city manager and is former Executive Director of the Center for Public Safety Excellence (formerly the Commission on Fire Accreditation International, Inc.) and was an author on the most recent "Standards of Response" book printed by the CPSE. He has taught a number of programs at Grand Valley State University, the National Highway Traffic Safety Administration (NHTSA), and Grand Rapids Junior College. He has testified frequently for the Michigan Municipal League before the legislature and in several courts as an expert in the field of accident reconstruction. He is the past-president of the Michigan Local Government Manager's Association; served as the vice-chairperson of the Commission on Fire Officer Designation; and serves as a representative of ICMA on the NFPA 1710 career committee. Tom received the Mark E. Keane "Award for Excellence" in 2000 from the ICMA, the Association's highest award and was honored as City Manager of the Year (1999) and Person of the Year (2003) by the Rural Water Association of Michigan, and distinguished service by the Michigan Municipal League in 2005.

**James Prosser, ICMA-CM, - President, JDP Public Partnership Group, Senior Management Consultant, ICMA Consulting Services**

Mr. Jim Prosser has over 30 years experience in city management, most recently serving as the first city manager for Cedar Rapids Iowa. During his time in Cedar Rapids, Jim led efforts to reorganize and streamline city operations; consolidating departments, eliminating over 50 middle and upper management positions and establishing performance measures. In addition to his city management experience, Jim served seven years leading Ehlers & Associates financial and management consulting practice in Minnesota and Illinois. Jim is also a Certified Independent Public Finance Advisor (CIPFA) by the National Association of Independent Public Finance Advisors. His expertise includes financial planning, strategic planning, redevelopment, community engagement and performance management.

**Susan Robinson - Senior Management Consultant, ICMA Consulting Services**

Ms. Sue Robinson has over 35 years experience as a senior executive in local government, consulting and non-profit sector management, serving as a City Manager, Assistant Superintendent for Finance and Information Systems for the Arlington Virginia Public Schools, deputy director of administration for the Government Finance Officers Association, and as a private consultant to local government. While in Arlington, Sue managed an operating budget in excess of \$400 million and led restructuring efforts in a variety of functional areas, including a major effort to reorganize all technology and information system functions. She has a broad background in all areas of municipal management with a particular emphasis in finance, capital improvement budgeting, technology and urban planning.

**Jon Thiel – Senior Management Consultant, ICMA Consulting Services**

Mr. Jon Thiel is currently the Operations and Maintenance Director for the City of Brooklyn Park, MN, a full-service city of 75,000 in the Minneapolis-St. Paul metropolitan area. In his current role, he is directly responsible for all Public Works, Parks and Recreation, Building Operations Golf Course and Fleet maintenance operations. He has over 40 years of experience in public works operations, serving as Director in three cities and as an engineering consultant. Over his long career, Jon has consolidated Public Works, Parks and Building Operations, established a systems operations approach including performance metrics, and has generated over \$50 million in documented savings and deferred maintenance costs. Jon holds numerous professional certifications including Certified Facilities Manager; Certified Fleet Manager; Certified MN Building Official; MN Water Supply Systems Operator (Class B); MN Wastewater Treatment Operator (Class S-B); MN Certified On-Site Sewage Treatment Evaluator; and Certified Civil Engineering Technician (Senior)

**Joshua Franzel, Ph.D., Vice President of Research for the Center for State and Local Government Excellence**

Dr. Joshua Franzel is vice president of research for the Center for State and Local Government Excellence and also is a member of ICMA's Public Policy team. He has worked for both the Delaware and Florida Legislatures, as well as for and with several local governments. More recently, Dr. Franzel was a Presidential Management Fellow with the International Trade Administration (U.S. Department of Commerce) and the Office of Management and Budget, where he was involved in the Federal Enterprise Architecture program. His publications and research have focused on government innovation, e-government, state and local government management, public finance, demographics, and public employee benefits and compensation. Dr. Franzel will serve as senior advisor in the area of benefits analysis.

**Michael Lawson, Director, Center for Performance Measurement**

Mr. Mike Lawson has 29 years of professional experience—including 13 with ICMA, nine with the state municipal league in Connecticut and seven with the U.S. Advisory Commission on Intergovernmental Relations. His expertise includes performance measurement/management for local governments, tax policy, and intergovernmental fiscal relations. Mr. Lawson will serve as senior advisor for the project. He will lend expert advice and direct the efforts of the researchers in the Center for Performance Measurement who will provide comparison data from other jurisdictions, including performance measures. Mike holds a master's degree in public affairs from the School of Public and Environmental Affairs at Indiana University. He is a Phi Beta Kappa graduate of Purdue University.

## **Additional Public Safety Specialized Staff and Consultants**

### **Kenneth Chelst, Ph.D, Data Analysis Subject Matter Expert, Senior Public Safety Services Consultant, ICMA Consulting Services**

Dr. Chelst is an expert in the application of advanced mathematical models for all emergency resources planning, especially police. He lead a demonstration project for the City of Detroit Police Department which cut response times by 40% using continuous improvement and data driven decision making. Over the past two decades he has studied several dozen emergency services operations using data driven techniques to determine the most efficient organizational structures to provide public safety services. He holds a Ph.D. degree in operations research from M.I.T. where his dissertation topic was Mathematical Models of Police Patrol Deployment. His research interests include operations research models applied to emergency services and structured decision making. Dr. Kenneth Chest will serve as the lead data expert for police operations.

### **Paul O'Connell, Senior Public Safety Services Consultant, ICMA Consulting Services**

Dr. O'Connell is a leading expert on the application of Compstat model Police Management principles to public administration organizations. He has been a full time member of the Criminal Justice faculty at Iona College in New Rochelle since 1994. He received his Ph.D. from CUNY where his doctoral thesis was the history and development of the Compstat model of Police Management. Dr. O'Connell began his professional career in criminal justice in 1981, serving the New York City Police Department first as a police officer, and then as a Police Academy instructor, in-service trainer and curriculum developer. After receiving an MPA in 1984 and J.D. in 1989, he worked as a trial attorney with the firm of Cummings & Lockwood in Stamford, CT. Presently, he is the chair of Iona College's Criminal Justice department, where he also conducts funded research, publishes scholarly papers and lectures widely on the topics of police performance measurement, integrity management and law enforcement training systems. Dr. O'Connell has provided consulting services to a variety of government agencies, including assessment of existing policing policies and practices and development of proactive management strategies. Over the years, he has collaborated with the Center for Technology in Government (Albany, NY), Giuliani Partners (New York, NY) and the Center for Society, Law and Justice (U. of New Orleans)

### **Dov Chelst, Ph.D. – Senior Quantitative Analyst, ICMA Consulting Services**

Dr. Chelst specializes in data and statistical analysis. He has taught the subject matter for nearly 10 years at the university level and has a Ph.D. in Mathematics from Rutgers University and a B.A. Summa Cum Laude in Mathematics and Physics from Yeshiva University. Dr. Chelst has managed the data collection and analysis of over 36 city and county public safety agencies within the past two years. He is an expert in extracting CAD data and developing using statistics from that information.

### **James McCabe, Senior Public Safety Services Consultant, ICMA Consulting Services**

Dr. McCabe retired as an Inspector with the New York City Police Department after 20 years of service. As Inspector his assignments included Commanding Officer of the NYPD Office of Labor Relations and Commanding Officer of the Training Bureau. As a Deputy Inspector he was the Commanding Officer of the Police Academy with direct supervision of over 750 staff officers and 2,000 recruits. As Executive Officer, Police Commissioner's Office. His field experience includes, Commanding Officer, 110<sup>th</sup> Precinct, Executive Officer, 113<sup>th</sup> Precinct, assignment to the Operations Division/Office of Emergency Management and uniform patrol as on officer and Sergeant in Manhattan. He has published extensively and presented to numerous conference including Academy of Criminal Justice Sciences. He holds a Ph.D. and M. Phil, in Criminal Justice, from CUNY Graduate Center, an M.A. in Criminal Justice, from John Jay College, an M.A. in Labor and Policy Studies, SUNY Empire State College, and B.A. in Psychology, CUNY Queens College, June, 1989. He is a graduate of the Executive Management Program, Harvard University's John F. Kennedy School of Government, and the FBI National Academy.

**William Berger, Senior Public Safety Services Consultant, ICMA Consulting Services**

Mr. Bill Berger is a nationally recognized expert in police management with particular expertise in law enforcement technologies. He is currently Chief of the Palm Bay, Florida Police Department serving a population of over 100,000 over 100 square miles. There he is implementing numerous new technologies in cooperation with public and private sector organizations including programs involving DNA collection, enhanced rapid police response to in progress crimes and use of UAV (unmanned aircraft vehicles); currently testing and working with FAA to fly for police surveillance unmanned aircraft; first in nation. Previously he served as Chief of Police of North Miami Beach, Florida for 15 years where he routinely gained national recognition for his implementation of new technologies, including speech recognition for in car police computers. Prior to his appointment as Chief of Police he served with the City of Miami Police Department, working as Executive Commander of the Training Unit and Police Academy and was also the youngest Chief of the Miami Police Department Homicide Bureau.

**David Martin, Ph.D, Data Analysis Subject Matter Expert, Public Safety Services Consultant, ICMA Consulting Services**

Dr. Martin specializes in public policy analysis and program evaluation. He has worked with several police departments to develop crime mapping and statistical analysis tools. In these projects he has developed automated crime analysis tools and real-time, dashboard-style performance indicator systems for police executive and command staff. Dr. Martin teaches statistics at Wayne State University. He is also the program evaluator for four Department of Justice Weed and Seed sites. He is an expert in the use of mapping technology to analyze calls for service workload and deployments.

**Malhar Kale, Quantitative Analyst, ICMA Consulting Services**

Mr. Kale is an expert in the use of GIS based software tools for public safety agencies. He holds a Master of Science in Statistics from Sam Houston State University, a Master of Science in Industrial Engineering from the University of Texas and a Bachelors of Mechanical Engineering from Sardar Patel University, India

## **ICMA Center for Performance Measurement**

The ICMA Center for Performance Measurement (CPM) is dedicated to helping local governments measure, compare, and improve municipal service delivery. ICMA's Comparative Performance Measurement Program currently assists over 150 cities and counties in the United States and Canada with the collection, analysis, and application of performance information. CPM engages cities year around in an effort to develop and maintain performance measurement systems. This project will include key CPM staff who will provide comparative performance and general organizational information.

## **Center for State and Local Government Excellence**

The mission of the Center for State and Local Government Excellence (SLGE) is to help state and local governments become knowledgeable and competitive employers so they can attract and retain talented, committed, well-prepared individuals to public service. ICMA will engage key SLGE staff - using the Center's research, data, and expertise to develop a quick-reference benefit comparative analysis for use by the City of Troy leadership.

## **International Municipal Lawyers Association (IMLA)**

The International Municipal Lawyers Association (IMLA) is a non-profit, professional organization that has been an advocate and resource for local government attorneys since 1935. Owned solely by over 2500 members, IMLA services as an international clearinghouse of legal information and cooperation on municipal legal matters. IMLA collects from and disseminates information to its membership across the United States and Canada and helps governmental officials prepare for litigation and develop new local laws. Every year, IMLA's legal staff provides accurate, up-to-date information and valuable counsel on hundreds of requests and provides a variety of services, publications and programs to help its members. IMLA will lead the effort to analyze the law department and coordinate its findings and recommendations with the ICMA project management team.

### **III. ICMA's Approach to the Project**

The City of Troy, Michigan is undertaking structural changes to accommodate significant financial challenges. Those changes include improved efficiencies, outsourcing (to realize improved efficiencies and reduced labor costs) and changes in service levels. Major aspects of this restructuring have been designed and some have already been implemented. ICMA has been asked to provide a proposal to address eight specific elements. The sections below outline in brief the key steps to be taken to address each element. For elements 1-6 and 8, ICMA will conduct a review of the department(s), identify a set of options for delivering the service in the most efficient and effective manner, and provide an opinion regarding the sustainability of the department(s) based upon the proposed action(s).

This approach will result in a draft report and presentation in the areas assessed, as well as a final report. With regard to element 1-Police services, ICMA's director of public safety services, Leonard Matarese, has had previous discussions with City representatives and has proposed an in-depth solution in line with those discussions and understanding of the organizational issues. The attached appendix offers a summary of that proposal. For element 7- Benefits Analysis, due to its unique nature, a review and report will be prepared by the Center for State and Local Government Excellence, supplemented by other ICMA staff. This report will, however, be integrated into the final recommendations and sustainability evaluation.

The ICMA project team will work closely with the City Manager, senior management and each department to ensure an accurate understanding of both expectations and the current operating environment.

#### **ELEMENT ONE – POLICE DEPARTMENT**

##### **Project Requirement:**

- Conduct data analysis of workload, deployment, scheduling, response times and other indicators using Operations Research techniques.
- Review organizational structure to determine most efficient design and staffing.
- Evaluate Human Resources practices within department.
- Analyze the agency's equipment & facilities for highest and best use.
- Determine if the agency is fully using all available technologies.
- Review the performance and staffing of the investigations and crime scene units.
- Evaluate levels of community involvement
- Analyze police & procedures to determine if they meet "best practices."
- Evaluate the effectiveness of the efforts to date to consolidate services, including pending efforts

**Responsible Team Members:** See appendix for description of police services.

## **ELEMENT TWO – FIRE DEPARTMENT**

### **Project Requirement:**

- Review current performance of fire suppression and related emergency services with attention to sustainability of the volunteer element.
- Review of career fire service elements that support the volunteer forces and supplement emergency services responses. Evaluate the career positions of the Fire Department against job descriptions and national standards.
- Review the number of career personnel and determine whether the Fire Department will be sustainable with fewer career personnel.
- Explore opportunities or options for restructuring.
- Determine advantages and disadvantages of each alternative.
- Analyze costs and benefits of each alternative.
- Evaluate the ability to maintain desired service levels and Council ranked priorities over the 5-year projection period.

**Responsible Team Members:** Thomas Wieczorek, Leonard Matarese

## **ELEMENT THREE – CITY MANAGER’S OFFICE**

### **Project Requirement:**

- Review and evaluate the recent restructuring of the office based on analysis of core services, functions and Council priority outputs.
- Explore further opportunities or options for restructuring, consolidation or outsourcing of functions.
- Determine advantages and disadvantages of each alternative.
- Analyze costs and benefits of each alternative.
- Evaluate the ability to maintain desired service levels and Council ranked priorities over the 5-year projection period.

**Responsible Team Members:** Craig Rapp; Jim Prosser; Susan Robinson, Michael Lawson/CPM

## **ELEMENT FOUR – FINANCE AND I.T. DEPARTMENTS**

### **Project Requirement:**

- Identify core services, functions and Council propriety outputs for the Finance and IT Departments
- Review and evaluate staffing in relation to core services, functions and outputs.
- Investigate opportunities and options for alternative delivery methods to include outsourcing and consolidation of functions.
- Determine advantages and disadvantages of each alternative.
- Analyze costs and benefits of each alternative.
- Evaluate the City’s ability to maintain desired service levels functions and Council ranked priorities with proposed reductions over the 5-year projection period.

**Responsible Team Members:** Craig R. Rapp; Jim Prosser; Susan Robinson, Michael Lawson/CPM

## **ELEMENT FIVE – HUMAN RESOURCES, PURCHASING, CLERK, TREASURY, and ASSESSOR’S DEPARTMENTS**

### **Project Requirement:**

- Identify core services, functions and propriety outputs for the Human Resources, Purchasing, Clerk, Treasury and Assessor’s Departments.
- Review staffing in relation to core services, functions and outputs.
- Investigate opportunities and options for alternative delivery methods to include further consolidation of and outsourcing of functions.
- Determine advantages and disadvantages of each alternative.
- Analyze costs and benefits of each alternative.
- Evaluate the City’s ability to maintain desired service levels functions and Council ranked priorities with proposed reductions over the 5-year projection period.

**Responsible Team Members:** Craig Rapp; Jim Prosser; Susan Robinson, Michael Lawson/CPM Leonard A. Matarese

## **ELEMENT SIX – LAW DEPARTMENT**

### **Project Requirement:**

- Identify core services, functions and propriety outputs for the City Attorney’s Office.
- Review staffing in relation to core services, functions and outputs.
- Investigate opportunities and options for alternative delivery methods including consolidation and outsourcing of functions.
- Determine advantages and disadvantages of each alternative.
- Analyze costs and benefits of each alternative.
- Evaluate the City’s ability to maintain desired service levels functions and Council ranked priorities with proposed reductions over the 5-year projection period

**Responsible Team Members:** ICMA Consulting Services and IMLA (International Municipal Law Association)

## **ELEMENT SEVEN – BENEFIT COMPARATIVE ANALYSIS**

### **Project Requirement:**

- Review recently implemented employee benefit changes (specifically to pension and retiree health care benefits).
- Evaluate and compare overall retirement benefit packages to other jurisdictions, the state government, and other sectors.
- Briefly discuss the City’s ability to recruit and retain employees with current benefit offerings contrasted against their ability using adjusted benefit components.
- Provide a comparison of employee salaries and benefits paid by the city to similar jurisdictions

**Responsible Team Members:** ICMA Consulting Services / CSLGE- Dr. Joshua Franzel/CPM

## **ELEMENT EIGHT – MAINTENANCE FUNCTIONS**

### **Project Requirement:**

- Identify core services, functions and Council propriety outputs for the maintenance functions, including, but not limited to functions within Public Works, Parks and Recreation and Building Operations.
- Review and evaluate staffing in relation to core services, functions and outputs, and in particular, evaluate staffing related to the City’s snow and ice control procedures.
- Investigate opportunities and options for alternative delivery methods to include further consolidation and outsourcing of functions
- Determine advantages and disadvantages of each alternative.
- Analyze costs and benefits of each alternative.
- Evaluate the City’s ability to maintain desired service levels functions and Council ranked priorities with proposed reductions over the 5-year projection period.

**Responsible Team Members:** Jon Thiel, Craig R. Rapp; Jim Prosser; Susan Robinson, Michael Lawson/CPM

### **WORK PLAN**

To accomplish the work as listed above ICMA will conduct the following review both on and off-site:

1. Meet with staff and consultants identified by the City Manager to clarify current department deliverables, core service requirements and service delivery systems (Meeting 1).
2. Meet with affected department leadership and key staff regarding service delivery, processes, organizational culture
3. Review background sources to become familiar with elements to be reviewed (existing staff reports and notes, key outcomes and prioritized outputs, budget, performance measures/objectives, job descriptions; department functions and expectations).
4. Identify private and public sector benchmarks (to the extent available) for primary department functions.
5. Identify service delivery system options (including continuation, privatization, regional service sharing, collaboration, elimination).
6. Review draft results with City Manager designated team (Meeting 2);
7. Finalize data report, prepare and present results and recommendation report (Meeting 3)

### **Base Requirements**

Fundamental to the success of this project will be the evaluation of staffing in relationship to core services. In order to ensure that this evaluation is conducted appropriately, the development of a sound baseline methodology and framework regarding the definition of core services is necessary- regardless whether one element or all elements are analyzed. In addition, because a determination regarding the sustainability of proposed actions over a subsequent five year period is a critical component of this project, a methodology and framework will also be necessary for this analysis.

The development of these methodologies and frameworks will be a “start-up” cost. For that reason, the fees listed below for elements 3-6 and 8 are expressed as ranges. The lower amount is the fee without the base requirements included; the higher level is the fee with the base requirement spread across all five elements. Understanding that ICMA may not be engaged to review all elements, this fee is listed separately to identify it as a cost, regardless of the number of elements involved.

**Deliverables** - ICMA will prepare a report with recommendations for each of the elements outlined.

The report will provide:

- 1. Review of each of the departments identified in Elements 1-6, and 8 specifically responding to the type of analysis requested to include:**
  - Primary functions and outcomes currently provided by each department.
  - Outcome priorities for each department based on available resources.
  - Gaps in outcomes required to maintain core services
- 2. Options for delivering identified services in the most efficient and effective manner including:**
  - Recommended alternatives for providing acceptable service levels within current financial constraints.
  - Analysis of each department to determine the effect of restructuring or elimination on the city's prioritized outputs and performance measures.
- 3. Comparative analysis of the employee benefit package currently provided by the City.**
- 4. An opinion regarding the sustainability of the planned action(s) based upon:**
  - Analysis of the departments to determine whether operations and services can be maintained over time at the level required to meet the City Council's desired outcomes.
  - Analysis of the long-term impact of the current benefit package offered to City employees.

## IV. Proposed Fees

The following table includes proposed fees for each element, including estimated travel expenses.

The fees for elements 3-6, and 8 are listed as ranges. This is due to the necessity to undertake the activities listed in **Base Requirements**

Element	Fee
<b>1- Police</b>	\$74,600
Travel Budget - Police	Actual cost- est. \$8,000
<b>2 - Fire</b>	\$5,100
<b>3 - City Manager's Office</b>	\$11,000 - \$12,460*
<b>4 - Finance and IT</b>	\$16,600 - \$18,060*
<b>5 - HR, Purchasing, Clerk, Treasury Departments</b>	\$19,560- \$21,020*
<b>6 - Law Department</b>	\$13,500-14,460*
<b>7 - Benefit Comparative Analysis</b>	\$15,200
<b>8 - Public Works</b>	\$21,100-22,460*
<b>Base Requirements *</b>	* \$7,300
<b>Travel Budget - All Other Elements</b>	Actual Cost est. \$12-\$20,000

## REFERENCES

1. **City of Novi, Michigan**  
**Clay Pearson**  
**City Manager**  
**248-347-0420**  
**[cpearson@cityofnovi.org](mailto:cpearson@cityofnovi.org)**
2. **City of Alameda, California**  
**Ann Marie Gallant**  
**City Manager**  
**510.747.4881**  
**[amgallant@ci.alameda.ca.us](mailto:amgallant@ci.alameda.ca.us)**
3. **County of Pasco, Florida**  
**Michele Baker**  
**Chief Assistant County Administrator**  
**727.847.8103**  
**[mbaker@pascocountyfl.net](mailto:mbaker@pascocountyfl.net)**
4. **Michigan House of Representatives Committee on Health Care Reform**  
**Mark Meadows**  
**State Rep. Mark Meadows (D)**  
**517.373.1786**  
**[markmeadows@house.mi.gov](mailto:markmeadows@house.mi.gov)**  
**To learn more about CSLGE visit <http://slge.org>**

## Appendix -Description of Services for Element 1

### DETERMINING STAFFING AND DEPLOYMENT IN POLICE DEPARTMENTS

Police agencies routinely speak about “recommended officers per 1,000 population” or a “National Standard” for staffing, or comparisons to other municipalities.

*There are no such standards. Nor are there “recommended numbers of “officer per thousand”. Nor is it useful to make comparisons with other communities.*

The International Association of Chiefs of Police (IACP) states; “Ready-made, universally applicable patrol staffing standards do not exist. Ratios, such as officers-per-thousand population, are totally inappropriate as a basis for staffing decisions”

Joseph Brann, the first Director of the COPS Office and retired chief of police in Haywood, California wrote in “Officer’s per Thousand and other Urban Myths” appearing in *ICMA’s PM Magazine*,

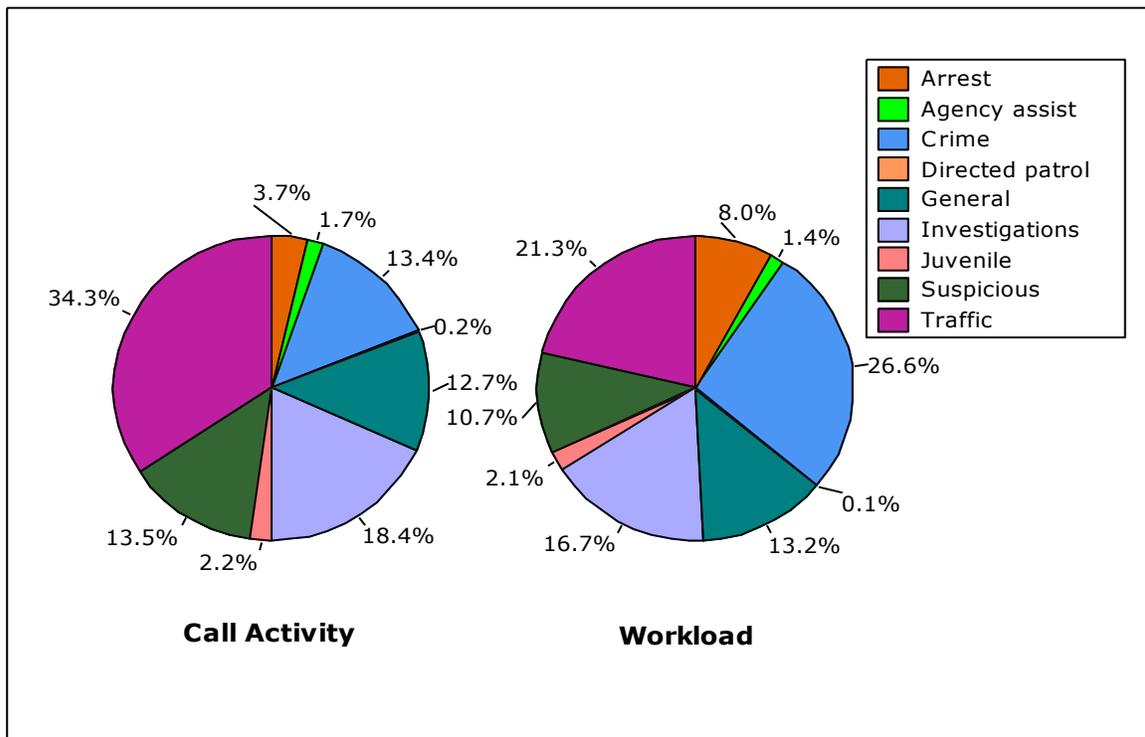
“A key resource is discretionary patrol time, or the time available for officers to make self-initiated stops, advise a victim in how to prevent the next crime, or call property owners, neighbors, or local agencies to report problems or request assistance. Understanding discretionary time, and how it is used, is vital. Yet most departments do not compile such data effectively. To be sure, this is not easy to do and, in some departments’ may require improvements in management information systems.”

Staffing decisions, particularly in patrol, must be made based upon actual workload and very few police agencies have the capability of conducting that analysis. Once an analysis of the actual workload is made, then a determination can be made as to the amount of discretionary patrol time should exist, consistent with the community’s ability to fund.

ICMA’s team of doctoral level experts in Operations Research in Public Safety have created in ***The ICMA Patrol Workload & Deployment Analysis System*** the ability to produce detailed information on workload even in those agencies without sophisticated management information systems. Using the raw data extracted from the police department’s CAD system our team converts calls for service into police services workload and then effectively graphs workload reflecting seasonally, weekday / weekend and time of day variables. Using this information the police department can contrast actual workload with deployment and identify the amount of discretionary patrol time available (as well as time commitments to other police activities).

Police service workload differentiates from calls for service in that calls for service are a number reflecting the incidents recorded. Workload is a time measurement recording the actual amount of police time required to handle calls for service from inception to completion. Various types of police service calls require differing amounts of time (and thus affect staffing requirements). As such, call volume (number of calls) as a percentage of total number of calls could be significantly different than workload in a specific area as a percentage of total workload. The graph following sample graph demonstrates this difference in units.

## Calls for Service vs. Workload



ICMA has found that the most effective way to manage operations, including public safety, is to decisions based upon the interpretation and analysis of data and information.

To achieve this, a data analysis of police department workload, staffing and deployment will be conducted. By objectively looking at the availability of deployed hours and comparing those to the hours necessary to conduct operations, staffing expansion and/or reductions can be determined and projected. Additionally the time necessary to conduct proactive police activities (such as directed patrol, community policing and selected traffic enforcement) will be reviewed to provide the city with a meaningful methodology to determine appropriate costing allocation models.

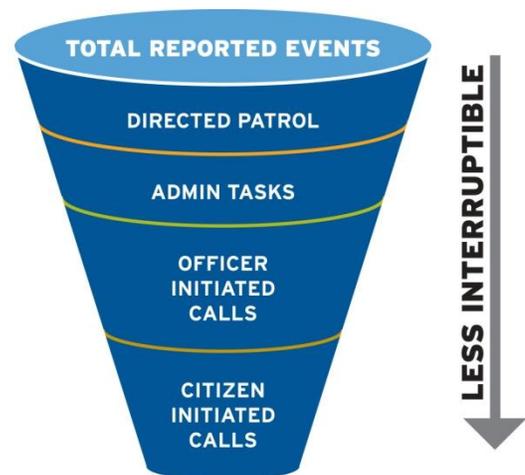
Further, we will review existing deployment, particularly of the patrol force, to determine appropriate staffing levels throughout the day with particular attention to the size and number of patrol zones or beats.

Understanding the difference between the various types of police department events and the staffing implications is critical to determining actual deployment needs.

### Data Analysis

This portion of the study will look at the total deployed hours of the police department with a comparison to the time being spent to currently provide services. The analysis will review response times both cumulative as well as average for all services. In addition, a documentation request will be issued to the police department outlining information needed for a full operational review.

The ICMA has assembled a team of experts that are uniquely qualified to extract raw data from Computer Aided Dispatch Systems and conduct comprehensive analysis. The Team will utilize operations research methods in conducting the analysis. This approach is unique in the consulting field and was developed specifically by ICMA.

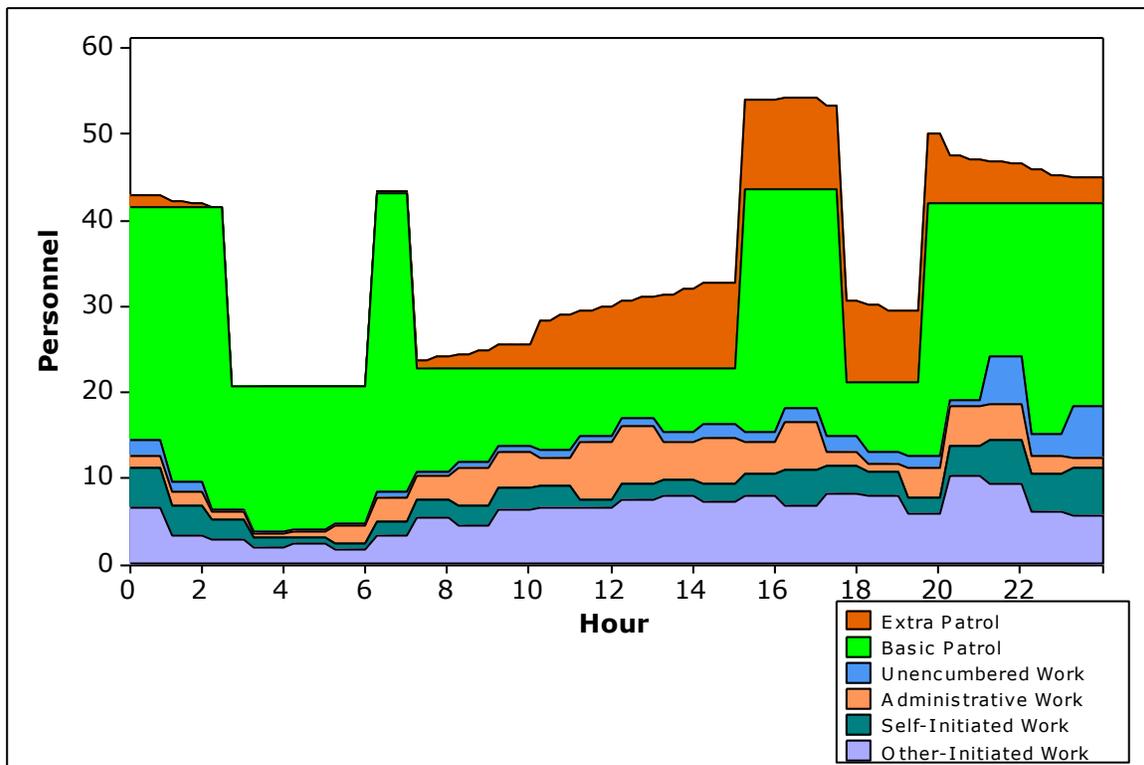


## Workload vs. deployment analysis sample

This is one of the ways we show the amount of available, non-committed patrol time compared to workload. As you can see we break out the various activities, convert them to time and then compare to available manpower. The deployment is based upon actual hours worked.

So in this example, at noon there are approximately 17 hours of work (including citizen initiated & officer initiated calls for services, including traffic) and administrative activities (meals, vehicle, reports, etc.). There are approximately 30 man hours of available resources meaning that at that hour, on average, of the 30 officers on duty 16 are busy on activities.

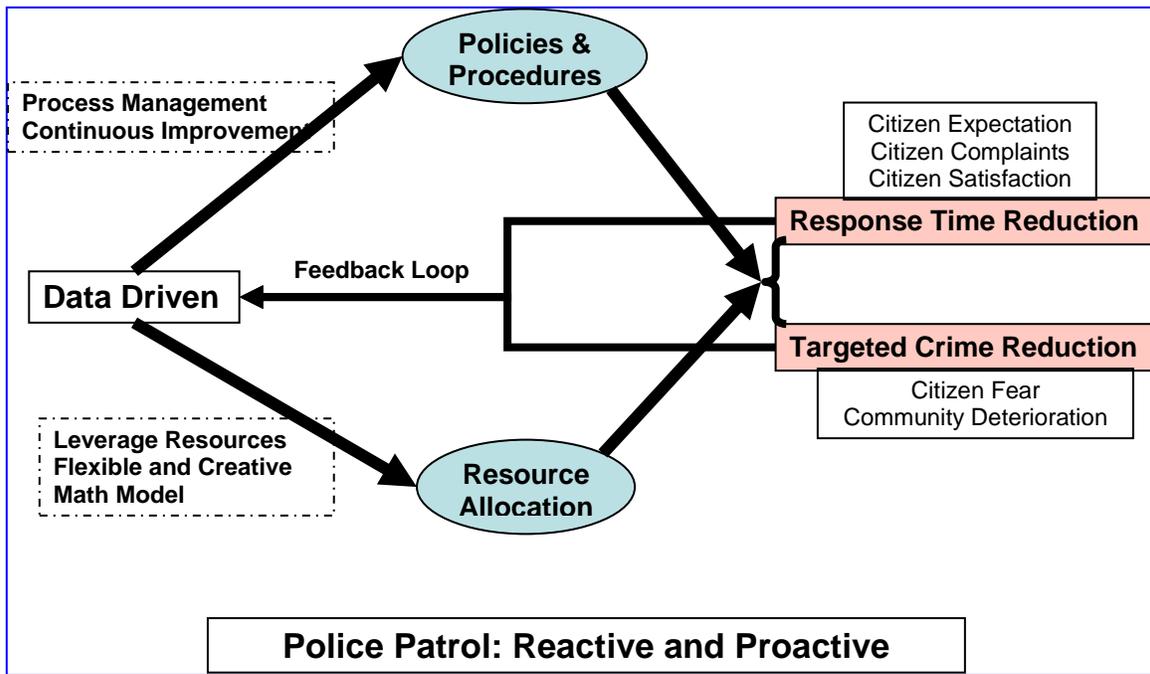
The area shown in green and brown is uncommitted time. This is the area where staffing decisions impact – it becomes a policy issue as to how much uncommitted time a city wants, and is willing to pay for.



## Patrol Force – Analysis of Data and Patrol Force Planning

### Background – Police Patrol

Police departments utilize their patrol forces in two modes: reactively to respond to calls for service and proactively to address crime problems as well ongoing nuisance issues. (See Figure 1.) Detectives provide another element of a primarily reactive force, seeking to solve crimes that have already been committed.



Reactively – citizen initiated calls

- ❑ High priority calls – citizens expect extremely rapid response
- ❑ Moderate Priority calls – Best practice departments manage citizens’ expectation by letting them know a realistic response time and then meeting or surpassing their expectation. If there is an unexpected further delay, the citizen is contacted with up-to-date information
- ❑ Low priority calls – Best practice departments find creative strategies such as a telephone crime reporting so as to free up the patrol force for either rapid response to a high priority call or to continue with crime-directed activities
- ❑ On-Scene handling: The manner in which a police officer handles himself or herself on-scene plays a critical role in developing or discouraging citizen support for the police department

Rapid response to the highest priority calls can sometimes mean the difference between life and death but is unlikely to broadly influence the crime rate. Meeting or exceeding citizen expectations reduces the number of citizen complaints and increases community support for the police department. Community support is a critical element in developing a proactive crime directed patrol force. With accurate and timely data, a police department can reduce response time by adopting a philosophy of data driven continuous improvement that usually entails first finding the multiple root causes of slow response and then changing operating policies that contribute to the problem. They can also reduce response time by making data driven strategic decisions that better match patrol force levels with police patrol workloads.

Proactively – Police initiated in cooperation with citizenry

- ❑ Police departments use detailed crime data to develop both short-term targeted activities and long lasting strategic initiatives
- ❑ Police departments can use specially assigned units in conjunction with the in-between call time of the patrol force
- ❑ Performance measures and accountability of management is a critical element of this strategy
- ❑ Activities need to be tracked so as to determine their effectiveness and to continually evolve so as to respond to changing crime patterns

**Proposed Study**

1. Document current police patrol performance and workload levels
2. Establish a range of performance goals and objectives for the Police Department
3. Identify opportunities to improve on performance with existing resources
4. Estimate the manpower requirements and associated costs that would be needed to

5. achieve Town and police management specified performance objectives  
Provide guidance on routine standard reports that should be used to track performance

### **Current Performance**

Consultant will analyze in-depth four weeks of summer data and four weeks of winter data and assess variations by time of day, day of week, season and district. The analysis will include all of the following:

- a) Patrol deployment levels
- b) Average response time to different call priorities
- c) Proportion of calls in each category for which response times are unacceptably long. For example, we will determine the proportion of high priority calls that experience response times of longer than 10 minutes
- d) Document time periods during the week in which response times seem excessive
- e) Average and median time spent on calls with different priorities
- f) Proportion of calls with unusually long time spent on-scene
- g) Proportion of calls requiring more than one patrol unit
- h) Resources allocated to proactive patrol
- i) Resources consumed on non-value added activities

### **Opportunities for Improvement**

To examine whether or not patrol resources are efficiently deployed over 24-7 time period, consultant will graph deployment levels against workloads by time of day, day of week, and by patrol areas. Consultant will analyze and graph police response time by call priority level and shift to identify significant patterns/differences in police response. These response time analyses will also separate out and analyze the components of police response -- call queue time, travel time, and time on scene. Consequently, a series of trend charts, maps and data tables will describe police response time in detail and will provide the variables needed for developing a plan based on Operations Research methods.

Consultant will observe and meet with dispatch operations to determine the extent of best practices employed to efficiently dispatch patrol units. We will discuss and document the extent that the police patrol management is applying principles of performance based management and continuous improvement to efficiently utilize police resources. We will then employ Operations Research models of police patrol to determine how much response time and proactive patrol might be improved with better alignment of resources and workloads.