

City of Mount Rainier
Organizational Assessment –
Executive Work Plan

Project Report

April 29, 2016



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April 29, 2016

Mayor Malinda Miles
City of Mount Rainier
1 Municipal Place
Mount Rainier, MD 20712

Dear Mayor Miles:

We are pleased to provide you with the project report of our Executive Work Plan for the City of Mount Rainier. The recommendations contained in this report are based on the input and information provided by City staff and identified industry standards and best practices that are appropriate for Mount Rainier. Furthermore, the recommendations reflect adjustments based on the City's review of the draft report provided in March.

This project report includes recommendations designed to outline an impactful work plan for the incoming City Manager. However, as the administrative leader of the organization, it is important that the new City Manager have the opportunity to review this report, and adapt its implementation to best support her management needs and priorities.

The City of Mount Rainier is fortunate to have dedicated employees who are committed to providing excellent services to the community, and their participation in this process was open and constructive. We are confident that these recommendations can serve as a framework for improving operational and managerial performance.

Thank you for the opportunity to work with the City of Mount Rainier.

Sincerely,

Julia D. Novak
President

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Executive Summary

In November 2015, the City of Mount Rainier engaged The Novak Consulting Group to facilitate an executive recruitment for its next City Manager. In addition, the City tasked TNCG with conducting an organizational assessment of City operations and developing an Executive Work Plan for the incoming City Manager.

To complete this task, The Novak Consulting Group met with managers, supervisors, and front-line employees from each City department to review what was working well and what opportunities might exist for improvement. Additionally, two community focus group sessions were held to solicit input on ideal qualities for the next City Manager as well as suggestions regarding key priority areas for the organization on which the selected candidate should focus. This assessment was evaluated against The Novak Consulting Group's extensive local government operations and financial consulting experience, as well as industry best practices, to develop a long-term work plan to guide continuous improvement in the organization.

This Executive Work Plan offers 20 substantive recommendations in the following key subject areas:

1. Strategic Planning and Performance Management
2. Human Resource Practices
3. Executive Management Structure
4. Code Enforcement
5. Economic Development
6. Police Department Staffing and Structure
7. Police Department Vehicles
8. Sanitation System Improvement
9. Transportation Infrastructure Maintenance
10. Capital Improvement Plan
11. Snow Route Management

Each recommendation includes an associated "Issue Statement" which outlines the underlying issue or circumstance leading to the recommendation. In addition, each recommendation contains a description of key implementation steps and a priority assignment for consideration by policy makers and administrators. Also included as Attachment A is the Implementation Plan. The Implementation Plan summarizes key implementation steps, priority, assignment, and estimated task time for each recommendation. This document is intended to be used as a management tool to provide a mechanism for following and reporting progress on Executive Work Plan implementation.

Organization Summary

The City of Mount Rainier is an inner ring suburb of Washington D.C. The City is approximately 0.65 square miles and has a population, according to the 2010 U.S. Census, of approximately 8,298 people. City residents, business, and visitors are served by a local government operating under the Council Manager form of government. The City is led by a Mayor and four Council members covering two wards. The Mayor and Council hire a City Manager who serves as the Chief Administrative Officer. The City Manager, with the support of an Assistant City Manager, oversees the following departments and/or positions:

- **Police Department** – The Police Department is the largest City department, with a budgeted staffing of 21 Full Time Equivalent (FTE) positions. The Police Department is led by a Chief of Police with the assistance of an Assistant Chief of Police. The Department is primarily a patrol-focused department. Investigations are conducted by County investigators, and emergency communications is a contracted function. The Department also oversees parking enforcement which is performed by civilian personnel, and maintains a records management unit consisting of civilian personnel.
- **Public Works Department** – The Public Works Department is led by a Director of Public Works who reports to the City Manager. The Department is staffed with nine FTEs and is responsible for refuse and recycling collection, yard waste collection, leaf collection, and transportation infrastructure maintenance.
- **Finance Department** – The Finance Department is led by a Director of Finance/Treasurer who reports to the City Manager. The office is also staffed with an Accounting Assistant. Finance is responsible for all budget and financial management, accounts payable, accounts receivable, purchasing, and payroll tasks.
- **Code Enforcement Department** – Code Enforcement is led by the Assistant City Manager who also serves as the Director of Code Enforcement. The Department is also staffed with two code enforcement officers. Code Enforcement is responsible for enforcing the City nuisance codes through property inspections and eliminating blight in the community.
- **Economic Development** – The City is staffed with an Economic Development Director who reports to the City Manager. The position is responsible for pursuing the City's economic development goals and projects and is tasked with business recruitment and retention as well as project management.
- **Mount Rainier Municipal Television (MRTV)** – The City is staffed with a part time Director of MRTV who is tasked with managing the City's cable access channel and recording City Council meetings.
- **Municipal Clerk** - The Municipal Clerk is responsible for managing the Council meeting agenda process and properly recording meeting minutes. In addition, the Municipal Clerk performs administrative support duties at City Hall, supporting the efforts of the City's executive management team and serving as a customer service point of contact for members of the public.

The following figure summarizes the City of Mount Rainier's current organization structure.

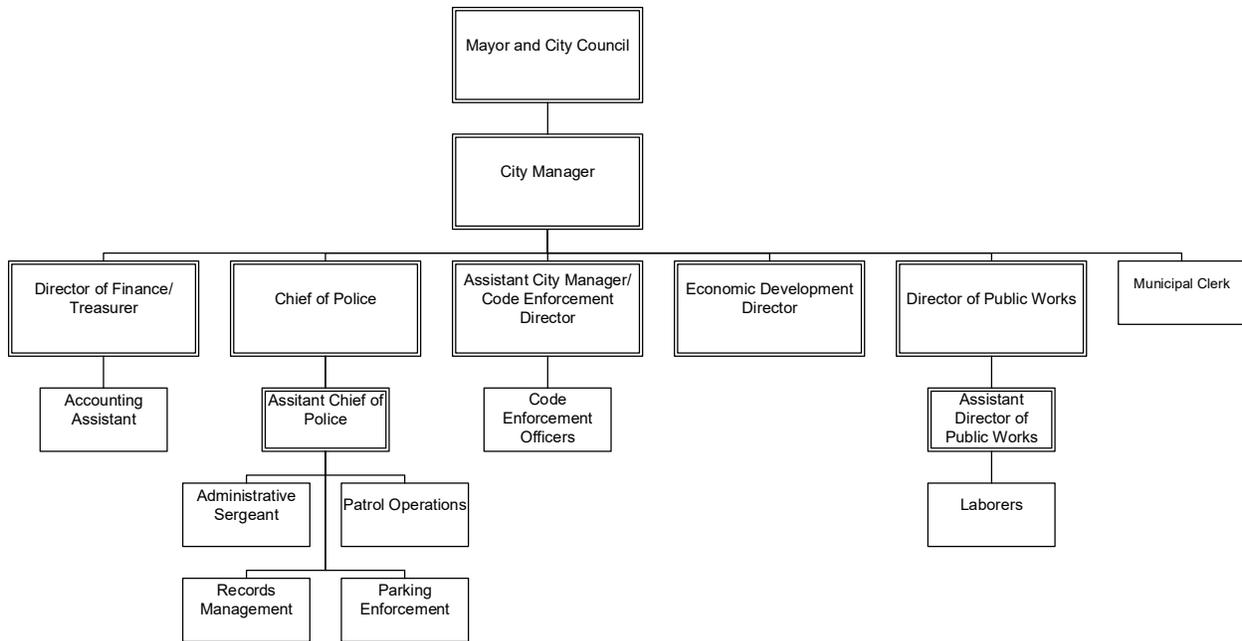


Figure 1: Current Organization Structure

The 2016 adopted budget for the City of Mount Rainier totaled \$5,039,100. The following table summarizes the expenditures by departmental budget category, as defined in the City’s adopted budget document.

Table 1: Summary of 2016 Approved Budget

| Budget Category | Budget Amount |
|------------------------|----------------------|
| General Government | \$1,039,300 |
| Public Safety | \$2,383,550 |
| Public Works | \$1,016,250 |
| Community Development | \$65,250 |
| Debt Service | \$349,000 |
| Miscellaneous | \$90,750 |
| Capital Outlay | \$95,000 |
| GRAND TOTAL | \$5,039,100 |

Issues and Recommendations

This Executive Work Plan identifies recommended initiatives and projects to be incorporated into the Mount Rainier City Manager's annual work plan and, correspondingly, into the work plans of City departments based on an assessment of the City organization.

The work involved to implement these recommendations must be integrated with the existing work priorities of the City, with appropriate assignments of responsibility for implementation and with the identification of specific planned completion dates. The Executive Work Plan begins that process with guidance on the length of time it may take to complete an individual recommendation (e.g., "Time to Accomplish") and a suggested priority assignment based on criteria described below:

- **Priority 1:** Important to accomplish without delay or has significant operational or financial implications.
- **Priority 2:** Second tier of importance to accomplish and/or may involve some complexity or time to complete.
- **Priority 3:** Least urgent to complete and/or may take longer to set up or execute.

City management and staff will need to identify specific target dates for the recommended initiatives and projects. In doing so, the City should also: (1) modify the described activities for implementing an individual recommendation based on local knowledge of what will be required for completion; (2) adjust the assignment of responsibility based on workload or other considerations, and; (3) adjust timelines and priorities as competing requirements and the operating environment changes.

Information included in this Executive Work Plan represents The Novak Consulting Group's recommendations; final decisions about implementation rests with the City Manager and, where appropriate, the Mayor and Council. It is important to note that this document is intended to be a living and evolving management tool. It is reasonable and expected for the Implementation Plan to evolve as conditions evolve. Its fundamental purpose is to serve a management tool that will help ensure that the initiatives outlined in the plan are implemented in a thoughtful and systematic way and to identify impactful areas of focus.

The following section outlines the major organizational issues and opportunities, the recommended actions related to those opportunities, and the major implementation steps to complete those initiatives, and the priority ranking of those initiatives. The recommendations and associated work planning guidelines (e.g., priorities, key implementation steps, and estimated time to accomplish) are consolidated in Attachment A - Implementation Plan.

Strategic Planning and Performance Management

The most significant issue facing the City and City Manager is the absence of a functioning performance management system and a culture of accountability. There is no clear direction on the strategic objectives for City departments. Furthermore, a consistent process is not in place to develop and monitor progress on department, program, or individual employee work plans that relate to that direction.

Also, the City does not consistently engage in a practice of objectively measuring program outcomes and utilizing the data to make management decisions to improve program outcomes. Developing a strategic framework to guide City operations, a management system to guide resource deployment, and a mechanism to track and monitor successes and opportunities, is the most important immediate work plan priority for the City Manager. Addressing these issues will provide the fundamental management framework necessary to make tangible progress on other important initiatives.

Recommendation 1: Develop an organization-wide strategic plan.

There is currently no organization-wide strategic plan for the City of Mount Rainier. While strategic planning can take on many different forms, the importance of Mayor and Council involvement in creating this framework is significant. The establishment of an organization-wide strategic plan that serves as the framework for budget allocation and daily management decisions is a best practice in both the private and public sector.

A comprehensive strategic planning process considers the vision and mission for the organization and articulates the organization's values in the context of an environmental scan. An environmental scan identifies the factors affecting the organization, establishes goals, identifies priority strategies, and creates implementation plans. Typical factors assessed include fiscal constraints and opportunities, service demand drivers, policy issues, legislation, demographic characteristics of the community, and workforce issues. A "SWOT" (strengths, weaknesses, opportunities, threats) analysis is normally part of the environmental scan. Input gathered from an employee survey conducted in tandem with a strategic planning effort could provide the beginning of some of the SWOT information should the City choose to pursue this.

Goals set the framework for the organization's policies that guide the direction and focus of the City's budget decisions and allocation of other resources such as staff time. Goals can be broadly viewed as opportunities for change and improvement. They provide the larger context of the specific actions the organization takes. They help elected officials decide which of the many worthy projects should be done and when, within available resources. Goals must be meaningful and attainable.

The estimated contract cost for a strategic planning firm to facilitate the strategic plan development process is approximately \$20,000.

Recommendation 2: Develop a performance management system and implement routine Management Team meetings.

Performance management systems are a process tool utilized to ensure that the work of both employees and management is focused on the vision of the organization being served. Effective performance management systems ensure that employees focus their work in ways that directly support the organization's strategic plan, or in the absence of the strategic plan, departmental

goals, objectives, and work plans. Further, this system monitors the organization's progress toward achieving the goals and priorities identified in the strategic plan.

A performance management system typically consists of three core elements: (1) setting goals and creating strategic plans; (2) measuring performance against established performance goals; and (3) sustaining a dialog between management and employees to ensure that the work of the organization is completed in conformance with established schedules.

A performance management system encompasses all of the work—including strategic planning, budgeting, and the planning of all work that is done in an organization. A performance management system includes all of the processes through which managers plan and manage the work of the organization to fulfill the organization's mission and produce desired outcomes. The collection and use of performance measurement data is one element of a performance management system (See Recommendation 3).

In addition to monitoring the work, a good performance management system employs discipline. Under such a system, managers meet with direct reports on a regular basis to review organizational performance. It is recommended that the City Manager meet with his/her direct reports individually at least once a month to discuss a regular agenda of issues. Additionally, the City Manager should meet with the Management Team monthly.

Recommendation 3: Implement a performance measurement system.

A performance measurement system is designed for policy-makers, chief administrative officers, department heads, and program managers to assess whether a program or service is obtaining the desired or expected results. Performance measurement should be considered an integral part of the overall performance management system.

The use of performance measures is an excellent management tool to help assess the overall effectiveness of services that are being provided and determine if resources are being allocated efficiently. City programs can be subjected to measurement to ascertain current levels of effectiveness and efficiency. If performance is measured systematically, leaders will have the information that can serve as the basis to make changes to improve on quality, timeliness, or cost over a period of time. Performance measures should become part of the organization's regular dialogue about program goals, budget allocations, and accomplishments.

There are a number of factors to be considered in the structuring of a good performance measurement program. Once the measures themselves have been determined, care must be given to the implementation of the program. Data collection, reporting, and survey development are three very important areas requiring management attention if the program is to be successful and provide relevant information in order to adopt best practices and strive for continuous improvement.

A program evaluation system should be in place for each program in the City as part of the performance management system. Effectively evaluating City programs should include the following elements:

- Provision of clear direction and support from City Council and Mayor
- Inclusion of feedback from constituents and key stakeholders, collected through surveys, interviews, focus groups, etc.
- Identification of information needed for measuring effectiveness and efficiency

- Determination of criteria for effectiveness
- Identification of resources available for collecting information

The City Manager’s Office should compile performance measurement data from each department on a quarterly basis and present to the Mayor and Council any important trends or changes, as well as actions taken by the City in response to those trends. In addition, the City should include the regular collection of stakeholder feedback evaluating current programs, and other resident feedback on City services.

As the City proceeds with implementation of this framework, a number of factors should be taken into consideration and have been included as Attachment B - Performance Measurement Framework. In addition, to assist the City in its effort to develop performance measures, a list of recommended performance measures for each of the City’s programs and services are included as Attachment C. The estimated cost for third party consulting firm to train City staff on performance measurement and develop performance measures is approximately \$27,500.

The following table summarizes the priority level and key implementation steps for the Strategic Planning and Performance Management Recommendations. Further detail regarding project and program timelines is included in the attached Implementation Plan.

Table 2: Strategic Planning and Performance Measurement Initiatives

| Recommendation | Priority | Key Implementation Steps |
|---|-------------------|---|
| <p>Recommendation 1: Develop an organization-wide strategic plan.</p> | <p>Priority 1</p> | <ul style="list-style-type: none"> • Budget for and engage strategic planning consultant • Develop environmental scan • Conduct strategic planning visioning and strategy sessions • Develop projects and programs intended to achieve strategic priorities • Incorporate action steps into employee work plans where appropriate • Adopt practice of recurring practice during supervisor and subordinate performance management meetings • Report progress to major and City Council on a recurring basis • Reassess strategic goals, objectives, and action steps on an annual basis |

| Recommendation | Priority | Key Implementation Steps |
|--|------------|---|
| Recommendation 2: Develop a performance management system and implement routine Management Team meetings. | Priority 1 | <ul style="list-style-type: none"> • Review City programs and develop targeted outcomes by program • Develop detailed work plans for the City's executive team • Schedule regular one-one-meetings between supervisors and subordinates to review work plan progress and program outcomes • Schedule monthly Management Team meetings to review outcomes • Develop standard meeting agenda items to be covered during each meeting including work plan review, program outcomes, strategic plan progress, and upcoming issues • Develop protocol for results and outcomes to be communicated to elected officials and the public |
| Recommendation 3: Implement a performance measurement system. | Priority 2 | <ul style="list-style-type: none"> • Train program managers and executive on the fundamentals of performance measurement as a management tool • Define City program's and program purpose statements that define the outcomes of the program and the mechanisms and methods that are employed to achieve the intended outcomes • Define outcome, efficiency, and workload performance metrics for each program • Develop and document data collection practices and procedures • Incorporate performance measurement review into the performance management process • Develop a process to report outcomes on an annual basis to City Council, outside of the normal budget process |

Human Resource Practices

The City of Mount Rainier lacks documented and consistently applied standard operating procedures and policies. This is true in both administrative and operations areas, and it will be important for the City to begin the process of clarifying, documenting, and consistently communicating policies and standard operating procedures going forward. This will be an ongoing effort that will take time to fully complete; however, the most important priority relating to policy and procedure documentation and communication relates to Human Resource (HR) Management.

There is a need to develop and document the City's HR policies and procedures, to develop a process for regularly reviewing and updating those policies and procedures, and a process for communicating and ensuring consistent application from department to department. Furthermore, there are broader organizational issues, such as job description development and perceived classification and compensation inequities that require attention. Recommended initiatives in the Human Resource Practices issues area are summarized below.

Recommendation 4: Complete a comprehensive review and update of the City's human resources practices and procedures.

HR policies and procedures are an organization's most important risk management tool. They clarify expectations and responsibilities for managerial, supervisory, and front-line personnel, and serve as a framework to ensure fairness and accountability in the workplace. The City maintains a human resources policy and procedure manual. However, departmental interviews indicate that policies are inconsistently followed and in some cases not followed at all. For example, the City has adopted a human resource policy that all positions should have job descriptions. Though the City maintains job descriptions for most positions, some positions do not have job descriptions. Additionally, the policy and procedure manual identifies a requirement that performance reviews be conducted every year for every employee, but they are inconsistently completed. There is a need to review policies and update them to reflect current practice, if reasonable and legal, or to update policies and/or educate the employee based on the proper policy. There is further need to adopt a practice of reviewing each policy on a recurring basis for updates to practice or law. The major steps associated with updating HR policies and procedures are to document current practices, identify discrepancies, develop policy updates informed by comparative best practices research, and communicate policies to managers and employees.

Recommendation 5: Develop and document employee relations and discipline processes.

Though it is important to update all HR policies and procedures, the first priority is to document and clarify employee relations and disciplinary processes for both represented and non-represented employees. It is important to focus on this policy update for two reasons. First, inconsistent discipline processes are a liability to the City. Inconsistently managed discipline processes make it difficult to terminate underperforming employees by creating a perception of unfair processes or favoritism. Second, departmental interviews indicate that discipline processes are inconsistently managed from department to department. For example, discipline issues in some departments may be handled by temporary reassignment to a position with less favorable responsibilities while others follow an established discipline process that outlines a progression from verbal warning to reprimand, reprimand to suspension, etc. The inconsistent approach leads to a perception of favoritism which impacts morale. It is important that the adopted processes be clarified, communicated, and followed going forward. The major steps associated with completing this initiative are to document discrepancies in existing discipline practices, define revised process expectations, communicate revisions to managers and staff, and ensure consistency of policy application through the performance management process.

Recommendation 6: Develop a classification and compensation structure and philosophy.

One of the overarching issues confronting the City is the perception on the part of elected leadership and employees that the City has an unfair and uncompetitive compensation structure, which is manifest in the difficulty to fill full-time positions in the City. This issue is compounded by unclear or, in some cases, non-existent job descriptions and a lack of clarity regarding the roles and responsibilities of each position. The City needs to develop a classification and compensation structure and philosophy that is structured to allow them to meet its strategic goals.

The first step in this process is to review job descriptions for existing positions and update them to define current work roles and responsibilities. The next step is to evaluate those job descriptions within the strategic framework provided during the strategic planning and performance measurement processes and to engage in a process to amend job descriptions to reflect revised work plans and priorities. As a result, the job description amendment process

should not begin until the strategic planning and performance management processes are complete.

The next step is to complete a comparative benchmark process to define pay and benefit ranges for comparable positions in peer organizations in Maryland and the region. This data should then be used to inform policy discussions regarding compensation and benefits philosophy and potential budget adjustments to reflect salary and benefit changes deemed appropriate by the City Manager and Mayor and Council. Revised job expectations and associated work plans should be integrated into the City's performance measurement system (Recommendation 2).

Table 3: Human Resource Practices Initiatives

| Recommendation | Priority | Key Implementation Steps |
|---|------------|--|
| <p>Recommendation 4: Complete a comprehensive review and update of the City's human resources practices and procedures.</p> | Priority 3 | <ul style="list-style-type: none"> • Assemble all existing HR policies • Document current practices in the areas of classification and compensation, discipline, training, employee relations, and other HR subject matter areas • Complete comparative analysis documenting discrepancies in policies • Complete best practices research to identify policy alternatives that reflect current HR law • Assemble revised processes • Implement a staged communication process to train employees and managers as policies are updated • Following initial comprehensive update, adopt practice of reviewing each policy every five years, with specific policy reviews scheduled for each year and included in the appropriate manager's annual work plan |
| <p>Recommendation 5: Develop and document employee relations and discipline processes.</p> | Priority 1 | <ul style="list-style-type: none"> • Develop process maps and descriptions for each step in the Employee Relations (ER) and discipline process for each department • Identify discrepancies in process • Develop revised processes where appropriate • Document revised process and distribute to all City employees • Conduct training session for managers and supervisors on the proper approach to implementation • Conduct education sessions with front line employees • Inform Mayor and City Council of process changes prior to the effective date of change |

| Recommendation | Priority | Key Implementation Steps |
|--|-------------------|---|
| <p>Recommendation 6: Develop a classification and compensation structure and philosophy.</p> | <p>Priority 2</p> | <ul style="list-style-type: none"> • Conduct job response responsibility surveys for each employee • Develop draft job descriptions for the current allocation and distribution of responsibilities • Complete strategic planning process and annual work planning development process (performance management system development) • Revise job descriptions to reflect City’s strategic goals and the associated division of responsibilities among staff • Complete comparative salary and benefit survey on the basis of job responsibilities • Present pay and benchmark comparison data to Mayor and City Council for consideration • Develop classification and compensation philosophy • Prioritize required pay adjustments within the context of financial and operational requirements and the City’s strategic goals • Adjust budget for positions as appropriate |

Executive Management Structure

The recommendations detailed above outline significant additional responsibilities for policy development and organizational management. In addition, there are a number of labor intensive HR-related recommendations. Currently, the City does not have dedicated HR staff available to assign to this effort. Though the City Manager is expected to be involved in HR management, there are a number of broader issues of strategic importance that deserve priority attention as well. Furthermore, there are other areas where dedicated managerial attention is lacking and expectations of the community and elected officials are not being satisfactorily met. For example, the area of communications was highlighted by the public as an opportunity for improvement. The public is unclear about the point of contact for customer service issues and expressed a desire that the City improve its customer service follow-up practices. As another example, the purchasing and contract management process is managed at the department level without consistent central oversight. This limits the opportunity to identify and take advantage of economies of scale and ensure consistent application of purchasing rules. Also, both employees and managers do not have a dedicated HR contact which results in inconsistent policy application.

It is common practice for an Assistant City Manager level position to manage these types of tasks. The City maintains an Assistant City Manager position responsible for communications and special projects; however, the position is also responsible for serving as the Code Enforcement Manager. This position supervises two Code Enforcement Officers. This managerial and supervisory responsibility impedes the Assistant City Manager’s ability to focus on these broader organizational management issues. To that end, it is appropriate to re-define the Assistant City Manager position to focus on HR Management.

Recommendation 7: Reclassify the Assistant City Manager position to an Assistant City Manager/Administrative Services Director.

The position will focus on following major functions:

- HR management
- Information technology
- Contract management
- Communications
- Primary customer service point of contact
- Council agenda process management
- Special projects

Implementation of this recommendation will require revision to job description and responsibilities for the Assistant City Manager position. It will also require an assessment of the skill set of the current incumbent and the development of a training and development plan designed to address potential gaps, if they exist. The Assistant City Manager/Administrative Services Director should then develop work plans for each of the major areas of responsibilities and incorporate work plan progress reviews into the City's performance management system.

In addition, implementation of this recommendation will require the reassignment of code enforcement to the Police Department. Recommendations related to this requirement are outlined in the Code Enforcement section of this Executive Work Plan.

Though this report recommends the redefinition of the Assistant City Manager position to focus on administrative management responsibilities and special projects, it is important to note that during the course of The Novak Consulting Group's organizational assessment process, the Interim City Manager took action to redefine the Assistant City Manager position as a full-time Director of Code Enforcement reporting to the City Manager position. According to City staff, this action was taken on the basis of three key considerations: 1) the belief that the incoming City Manager would be able to take on the administrative and managerial project workload identified in this organizational assessment; 2) that the City's prior experience of the Code Enforcement Department being organized under the Police Department did not sufficiently emphasize the value the community places on code enforcement; and 3) that the community's emphasis on proactive code enforcement indicates that the Code Enforcement Department should report directly to the City Manager rather than the Police Chief.

These are appropriate and noteworthy considerations. The Novak Consulting Group, however, has also identified a significant need for improvement in strategic and managerial processes that will take a dedicated, long-term effort from the incoming City Manager. Assigning administrative management responsibilities to Assistant City Manager/Administrative Services Director position creates the necessary capacity at the city management level for these efforts to be successful.

Furthermore, the interrelated nature of code enforcement and policing servicing warrants an integrated strategy to gain maximum utility from both code enforcement and law enforcement staff. These issues are compelling and, as a result, The Novak Consulting Group maintains its recommendation that an Assistant City Manager/Administrative Services Director position is warranted.

However, we also understand and respect the logic of the Interim City Manager’s adopted organizational change. Should the City continue under the model it adopted in March, it will be critical to integrate the work of the Code Enforcement Department and Police Department.

As such, the City Manager, Code Enforcement Director, and Police Chief must coordinate to develop a practical, integrated policing and code enforcement strategy, with specific, measurable outcome goals. It should be made clear to the Police Chief and police officers that their role is not only law enforcement, but code enforcement support as well, and the Police Department must be held accountable through the recommended management system to meet those expectations. The specific details of this process are outlined under Recommendation 10.

Lastly, it is also important to note that the City’s incoming City Manager must also be afforded the flexibility to individually evaluate needs and priorities and determine the most appropriate executive management structure for the organization. This may reflect the changes adopted by the City in March, the changes recommended by The Novak Consulting Group, or some other combination that effectively addresses these the organizational needs outlined in this assessment.

Recommendation 8: Consider reclassifying the City Clerk Position as an Administrative Support position.

The City Clerk position is currently vacant, and the position is not a specifically enumerated position in the City Charter. The major intended responsibility of the City Clerk position is Council agenda process management and records retention. This responsibility is recommended for inclusion in the Assistant City Manager/Administrative Services Director’s portfolio of responsibilities, with overall agenda oversight assigned to the City Manager.

However, it is important to note that the City Clerk position, prior to being vacated, served a number of administrative support roles to the City’s executive team (City Manager, Assistant City Manager, and Finance Director) and also served as a customer service point of contact in the City (receptionist, answering calls from the public, etc.). When the position was vacated, these duties became the responsibility of other City Hall staff, including finance staff and members of the Executive Management team. Given the limited number of staff available at City Hall, and the volume of existing workload as well as the additional project work recommended in this organizational assessment, it is appropriate to maintain an administrative support position to limit interruptions in other employee work and provide valuable project and process support. This should, however, be a cost neutral staffing adjustment and should not result in an increase in the total number of FTE. It is reasonable to expect other City Hall staff to provide back-up to this position during leave and break time and, as a result, additional part-time staff are not warranted.

Table 4: Executive Management Structure Initiatives

| Recommendation | Priority | Key Implementation Steps |
|---|------------|--|
| Recommendation 7: Reclassify the Assistant City Manager position to an Assistant City Manager/Administrative Services Director. | Priority 1 | <ul style="list-style-type: none"> • Revise the job description for the Assistant City Manager position • Create an annual work plan that identifies goals and objectives associated with each major job task • Identify areas of required training |

| | | |
|---|-------------------|--|
| | | <ul style="list-style-type: none"> • Incorporate work plan progress review into monthly meetings between the Assistant City Manager/Administrative Services Director |
| <p>Recommendation 8: Consider reclassifying the City Clerk Position as an Administrative Support position</p> | <p>Priority 1</p> | <ul style="list-style-type: none"> • Reclassify City Clerk as an Administrative Assistant position • Adjust the City budget as necessary • Conduct recruitment and hiring process |

Code Enforcement

As outlined in the Executive Management Structure section of this Executive Work Plan, it is recommended that Code Enforcement Management and supervision of code enforcement personnel be reassigned from the Assistant City Manager to another department. There are a number of options available; however, the most operationally logical choice is to assign code enforcement personnel to the Police Department under the supervision of the Chief of Police.

This is a common model throughout the country. Code enforcement and policing are in many ways related services. Homes and locations that manifest recurring code enforcement issues also tend to be those homes and locations that demand recurring police attention. Despite the paralleled and related responsibilities of the Code Enforcement Department and Police Department, there is currently no coordinated approach or partnership philosophy in Mount Rainier. Code enforcement personnel focus on code enforcement issues and law enforcement personnel respond to calls for service.

An integrated code and law enforcement philosophy will allow the City to employ a more complex, multi-faceted approach to code enforcement and law enforcement. Developing a coordinated philosophy and approach will then serve to define code enforcement service standards and work plans that can be integrated into the City’s performance management system. Workload and performance outcome metrics can then be tracked and assessed to determine if additional code enforcement personnel are needed or if service level adjustments are appropriate.

Recommendation 9: Reassign Code Enforcement personnel under the supervision of the Chief of Police.

The first step in this process is to clarify the work plan and performance expectations for both code enforcement personnel and the Chief of Police. This process will define the framework for daily work and supervision and provide the necessary context. Following the transfer of employees to the Police Department, code enforcement outcome measures should be defined and reported as a component of the Police Department’s performance management reporting process.

Recommendation 10: Develop a unified code enforcement strategy.

In order to develop a unified code enforcement strategy, the City must conduct best practices research to identify the various deployment options employed in other communities to integrate the work of code enforcement and law enforcement personnel. This research should be conducted by an interdepartmental staff team consisting of the Chief of Police or his designee and code enforcement personnel. The team should be chaired by the City Manager. The outcome of the research and analysis should be a series of recommendations and options for consideration by the City Council.

Recommendation 11: Establish code enforcement annual work plans defining proactive and reactive enforcement expectations.

Once the code enforcement strategy is adopted by City Council, the interdepartmental staff team will then develop a work plan that seeks to implement the strategy. This work plan should define weekly, monthly, and annual work expectations as well as targeted outcomes for proactive and reactive enforcement. Work plan monitoring should be incorporated into the City’s performance management system. Furthermore, work plan progress and performance measures should be evaluated after one to two years to determine whether service expectations have been met and whether additional staff or adjustments in service level expectations are required.

Table 5: Code Enforcement Initiatives

| Recommendation | Priority | Key Implementation Steps |
|---|------------|--|
| Recommendation 9: Reassign Code Enforcement personnel under the supervision of the Chief of Police. | Priority 1 | <ul style="list-style-type: none"> • Adjust budget and financial system as necessary • Transfer personnel to offices in the Police Department headquarters • Document existing weekly, monthly and annual work responsibilities for Code Enforcement Officers • Develop weekly and monthly workload targets • Review progress during weekly supervisory meetings between the Chief of Police and Code Enforcement Officers |
| Recommendation 10: Develop a unified code enforcement strategy. | Priority 2 | <ul style="list-style-type: none"> • Conduct initial Mayor and City Council workshop to identify code enforcement priorities • Conduct best practice research to identify how different communities have integrated code enforcement and law enforcement operations • Present options, recommended strategy, targeted outcomes, and associated resource requests to Mayor and City Council for consideration • Adjust approach as necessary to reflect Mayor and Council priorities • Document outcome metrics and make monthly reports to Mayor and Council regarding progress • Incorporate progress review into the performance management system |
| Recommendation 11: Establish code enforcement annual work plans defining proactive and reactive enforcement expectations. | Priority 2 | <ul style="list-style-type: none"> • Identify workload and time commitment requirements associated with major code enforcement tasks • Identify service targets and workload expectations based on available staffing resources • Develop weekly, monthly, and annual work plan targets and associated outcome metrics • Track progress through the performance management system • Assess one year of outcome data to determine if additional staffing resources are necessary and, if so, how additional staff can be expected to positively impact outcomes |

Economic Development

The City is staffed with an Economic Development Director who is generally tasked with supporting the City's economic development initiatives. However, in practical terms, both the position's responsibilities and reporting relationships are convoluted. Though the Economic Development Director, by charter, reports to the City Manager, in practice the Economic Development Director was receiving direction from the City Manager and the Assistant City Manager positions which created confusion regarding responsibilities and expected outcomes. Furthermore, the City has not developed an implementable economic development and housing strategy that can serve as the basis for the Economic Development Director's work. As a result, the Economic Development Director does not have a clear job description or work plan.

Recommendation 12: Develop an Economic Development Strategic Plan.

Similar to strategic planning, the process of developing an Economic Development Strategic Plan begins with an environmental scan that identifies the factors influencing economic development in Mount Rainier. This scan should be completed by City staff and presented to the Mayor and Council for consideration. A SWOT analysis included in the environmental scan, as well as an inventory of opportunities and City assets (e.g., City-owned properties) that can be leveraged to pursue economic goals. The Mayor, Council and relevant stakeholders should then hold strategic planning sessions to identify priorities. Consideration should be given to contracting with a third-party to facilitate these sessions. Following the strategy sessions, City staff should then develop implementation plans to realize those strategies within the context of available resources. Progress on the plan should then be incorporated into the City's performance management system and progress reports made to the Mayor and Council on a recurring basis. The estimated cost to contract with a consulting firm to facilitate plan development is approximately \$10,000.

Recommendation 13: Assign the Economic Development Director as a direct report to the City Manager.

The first step is to clarify the roles and responsibilities of the Economic Development Director position and to create a job description that matches those responsibilities. The Economic Development Director should then work with the City Manager to develop an annual work plan that serves to meet those responsibilities and also pursue the strategic goals outlined in the Economic Development Strategic Plan. Work plan progress and associated performance metrics should then be reviewed in monthly one-on-one meetings between the City Manager and the Economic Development Director and outcomes reported to the Mayor and Council on a recurring basis.

Table 6: Economic Development Initiatives

| Recommendation | Priority | Key Implementation Steps |
|---|-----------------|--|
| Recommendation 12: Develop an Economic Development Strategic Plan | Priority 1 | <ul style="list-style-type: none"> • Develop inventory of City-owned assets, as well as privately owned development sites, that are available for development • Develop environmental scan to consolidate and summarize available assets, strengths, weaknesses, opportunities and threats • Conduct strategy session with Mayor and City Council, as well as key community stakeholders, to identify economic strategic goals • Develop action plan designed to foster development consistent with the strategic goals • Adjust City budget as necessary |
| Recommendation 13: Assign the Economic Development Director as a direct report to the City Manager | Priority 1 | <ul style="list-style-type: none"> • Develop Economic Development Director job description and assigned responsibilities that reflect economic development strategic goals • Develop Economic Development Director’s annual work plan • Implement monthly one-on-one meetings between the City Manager and the Economic Development Director |

Police Department Staffing and Structure

The Mount Rainier Police Department is primarily a police patrol-focused department. Though the Department oversees parking enforcement and records management, specialty police units are not maintained and criminal investigations are conducted by County police. Emergency communications are provided by a neighboring municipality, the City of Bladensburg.

The Department is led by a Chief of Police who directly supervises an Assistant Chief of Police under a 1:1 reporting relationship. The Assistant Chief of Police oversees patrol operations and directly supervises patrol platoon sergeants, the patrol watch commander, and an administrative sergeant, as well as records management and parking enforcement personnel. In a police agency of this size and limited scope (i.e., patrol-focused) it is not uncommon for the Chief of Police to take on direct oversight of patrol operations, thereby eliminating the need for an Assistant Chief of Police. Assistant Chief of Police positions are more commonly found in agencies with specialty police units (e.g., traffic enforcement or VICE), investigations units, and multiple civilian support units, which results in span of control considerations that warrant the additional layer of management.

In addition, during previous budget cycles, the Police Department has requested additional police patrol personnel on the basis of officers per 1,000 comparisons to national benchmarks. Though The Novak Consulting Group was not tasked with completing a detailed staffing assessment, it is recommended that the City cease the practice of using the officers per 1,000 metrics to justify staffing additions. If there is a perception that patrol officer staffing increases are needed, that perception should be tested with a workload-based staffing analysis, rather than just a comparison to a national benchmark in isolation. The most important staffing driver for patrol operations is a City’s proactive policing standard and the amount of police officer time absorbed in dispatched

calls for service. These are not factors directly derived from population comparisons, but rather through the actual calls for service workload experienced by a police department and service level policy decisions unique to a community.

Recommendation 14: Upon attrition, evaluate consolidation of Police Chief and Assistant Police Chief positions.

In the event of the resignation or retirement of the Chief of Police or Assistant Chief of Police position, direct supervisory responsibility for patrol operations should be seated with the Chief of Police or Acting Chief of Police positions during a minimum six-month trial period. During the period, monthly reviews should be conducted between the Chief of Police and City Manager to determine if workload or span of control considerations warrant an Assistant Chief of Police position.

Recommendation 15: Complete dispatched calls for service analysis to determine appropriate patrol staffing level.

In order to complete a workload-based patrol staffing analysis, a Dispatched Calls for Service (DCFS) workload profile must be developed and analysis should be conducted that demonstrates the amount of available labor hours absorbed responding to DCFS on each shift. This analysis can then be used to determine the number of officers needed on each shift and on a daily basis to meet officer availability targets for proactive policing. The Department’s experience can then be compared to best practices targets offered by the International Association of Chiefs of Police (IACP) so that the City Council may engage in policy discussions about proactive and community-oriented policing service expectations and the staffing resources required to meet them. These data-based policy discussions should serve as the basis for budget and staffing deliberations. The estimated cost for third-party consulting firm to complete this analysis and facilitate negotiations with the union is approximately \$12,000 - \$13,000. The staffing analysis, exclusive of the negotiation process, is estimated to cost approximately \$5,000, assuming no on-site work and the availability of the necessary data from the Police Department’s records management system.

Table 7: Police Staffing and Structure Initiatives

| Recommendation | Priority | Key Implementation Steps |
|---|------------|---|
| Recommendation 14: Upon attrition, evaluate consolidation of Police Chief and Assistant Police Chief positions. | Priority 3 | <ul style="list-style-type: none"> • Upon attrition, do not fill Assistant Chief position for a period of six months • Distribute Assistant Chief responsibilities among Chief of Police and other staff • Complete data-driven workload analysis and desk audits following six-month trial period to assess staffing need |

| Recommendation | Priority | Key Implementation Steps |
|--|-------------------|---|
| <p>Recommendation 15: Complete dispatched calls for service analysis to determine appropriate patrol staffing level.</p> | <p>Priority 1</p> | <ul style="list-style-type: none"> • Establish data collection practice to track time absorbed in dispatched calls for service for each day of the week, and each hour of the day • Track data for at least one year • Budget for resources to complete a police staffing analysis • Issue Request for Proposals (RFP) for a police department staffing analysis • Select firm to complete analysis • Implement recommendations as resources become available |

Police Department Vehicles

The Police Department operates under a patrol vehicle take-home policy whereby each officer is assigned a patrol vehicle and is permitted to take that vehicle home for personal use within a specified mileage range. The officer then takes on some maintenance responsibilities for the car. Take home vehicle policies offer the benefit of maintaining the useful life of a vehicle for much longer than those police vehicles in a 24/7 rotation. However, such policies also require that a police department purchase more vehicles.

The City of Mount Rainier has designed their take home car program to include various financial benefits and complexities. For example, officers are able to use City fuel, but are responsible for paying for their own basic maintenance. An analysis is required to determine if the elongated vehicle life expectancy associated with the Department’s approach outweighs the cost associated with purchasing additional vehicles. Following the cost benefit analysis, the Department should work to revise its policy, if appropriate, and develop a vehicle replacement schedule to accommodate the most cost effective approach.

Recommendation 16: Complete a cost benefit analysis of the Police Department vehicle take-home car policy.

The first step to completing this analysis is to identify the costs and cost savings associated with maintaining the existing take home policy. These costs should be actual costs, reflective of past experience and should be comprehensive. For example, fuel costs related to personnel vehicle use should be considered. It is next necessary to develop a predictive model for vehicle replacement fuels and to compare the financial and operational advantages and disadvantages. The estimated cost for a third party consultant to complete this analysis is approximately \$2,500, assuming access to the necessary data.

Table 8: Police Department Vehicles Initiatives

| Recommendation | Priority | Key Implementation Steps |
|---|-------------------|---|
| <p>Recommendation 16: Complete a cost benefit analysis of the Police Department vehicle take-home car policy.</p> | <p>Priority 2</p> | <ul style="list-style-type: none"> • Begin process of tracking each cost associated with each take-home vehicle, including purchase cost, fuel cost, marinate costs, depreciation, etc. • Complete time series analysis to identify cost of vehicle use, as well as incidence of law enforcement, outside of actual officer schedules • Develop 10-year costs and benefit model, informed by actual historic data, to define cost and benefit of existing model • Develop alternative vehicle models and 10-year cost benefit projections associated with each model • If adjustments are warranted from a cost benefit perspective, begin collective bargaining discussions • Reevaluate cost benefit within context of Collective Bargaining Agreement (CBA) negotiation process outcomes • Implement most costs effective approach • Develop and fund an applicable vehicle replacement plan |

Sanitation System Improvement

The Public Works Department is primarily a sanitation operation. Refuse, recycling, and yard waste collection absorb three out of five workdays per week, with the other days primarily dedicated to transportation infrastructure maintenance work or other seasonal maintenance work, such as minor facility repairs. The sanitation operation is a labor intensive operation. Each sanitation route requires three personnel to staff. There is no consistency in the type of trash receptacle used and no structural incentive for residents or businesses to recycle. Furthermore, there is no recycling revenue sharing program in place and, as a result, the City does not see any financial benefit from the sale of recyclable materials on the commodities market.

Recommendation 17: Complete a comprehensive program improvement analysis of the refuse and recycling collection program.

There are many alternatives available to improve the City’s refuse and recycling program. The City can transition to an automated collection approach to decrease the number of personnel required to staff sanitation routes. The City could move to a “pay-as-you-throw” system whereby residents are charged based on what they throw away. This incentivizes residents to reduce refuse disposal and increase recycling. The first step is for City staff to identify best practices options and conduct an analysis that projects the costs associated with implementing each option in the City of Mount Rainier. Should the cost appear prohibitive, the City should engage in a RFP process to determine if private sector providers can meet the program improvement goals in a more cost effective manner. The estimated costs to hire a third party consultant to complete this analysis and facilitate an RFP process is approximately \$22,500.

Table 9: Sanitation System Improvement Initiatives

| Recommendation | Priority | Key Implementation Steps |
|---|-------------------|--|
| <p>Recommendation 17: Complete a comprehensive program improvement analysis of the refuse and recycling collection program.</p> | <p>Priority 3</p> | <ul style="list-style-type: none"> • Complete best practices research to identify the advantages and disadvantages of alternative refuse collection models compared to the current model • Select preferred option • Develop cost projection models to evaluate the staffing, revenue, and expenditure implications of alternative models • Complete RFP process to compare private versus public collection • Select preferred approach • Initiate a public communication process regarding anticipated service changes • Establish customer service capacity to field and respond to customer issues during implementation period |

Transportation Infrastructure Maintenance

There are two fundamental but related issues that have negatively impacted the condition of the City’s transportation infrastructure. The first issue is that ongoing transportation infrastructure maintenance is limited to superficial repairs, such as pothole repair. This is because, as previously noted, Public Works is primarily a sanitation-focused department and is unable to dedicate significant resources to transportation infrastructure repair. The second issue is that the City has been unable to dedicate significant resources, beyond grant funds, toward repaving projects.

Analysis of pavement deterioration demonstrates that new pavement deteriorates slowly over the first few years after placement and then deteriorates rapidly when the pavement has aged (typically after 7 years). This phenomenon, referred to as the pavement condition to age curve, is consistently observed regardless of pavement type or construction process.

The key to prolonging the life of pavement infrastructure is targeted maintenance at specific intervals of the pavement life cycle. If maintenance is deferred past the optimal point in the pavement life cycle, then the cost of repairing or reconstructing roads grows considerably. In other words, the pavement rating process is best used as a tool to not only plan for annual reconstruction projects, but to plan for specific road preservation and maintenance activities.

Recommendation 18: Utilize a formal Pavement Condition Index (PCI) and Pavement Management System to build annual preventative maintenance plans and resurfacing plans to prolong the useful life of pavement infrastructure.

In order to implement a condition-based pavement management work-planning and repaving program, the City must complete a comprehensive pavement condition assessment. Fortunately, the City has already begun this process. However, the results should be updated on a semi-annual basis. Using pavement data, the Director of Public Works and the City Manager should develop an annual maintenance work plan and repaving plan designed to prolong the life of the City’s infrastructure. It is then necessary to secure funding for the maintenance and repaving

program and to initiate the contracting process as necessary. This will require analysis of the City’s debt capacity and policy discussion regarding the Mayor and Council’s willingness to utilize debt to address deteriorating infrastructure.

Table 10: Transportation Infrastructure Maintenance Initiatives

| Recommendation | Priority | Key Implementation Steps |
|--|-------------------|---|
| <p>Recommendation 18: Utilize a formal Pavement Condition Index (PCI) and Pavement Management System to build annual preventative maintenance plans and resurfacing plans to prolong the useful life of pavement infrastructure.</p> | <p>Priority 3</p> | <ul style="list-style-type: none"> • Coordinate a transition from the use of the City’s existing pavement condition rating scale to the standard Pavement Condition Index (PCI) • Provide training to the City employees assessing the condition of City streets in accordance with the PCI • Conduct field inspections of City streets to assess their PCI values • Establish a rational, targeted Pavement Management System that will take advantage of PCI values to distribute City resources where they will be the most effective • Develop annual pavement maintenance work plans based on condition assessment • Develop annual repaving plan based on condition assessment • Track performance in achieving work plan goals and outcomes |

Capital Improvement Plan

Though the City completes an operating budget process on an annual basis and publishes an annual budget document it does not develop and maintain a five-year Capital Improvement Plan (CIP). The CIP is a long-term planning tool for prioritization, financing, and timely completion of all capital projects. Generally, these capital projects have a significant impact on the City’s infrastructure and protect the health and safety of the public. The City has begun the process of assessing and funding its facility repair and replacement needs. The Novak Consulting Group has recommended improved focus on pavement management and infrastructure repair, as well as vehicle replacement. It is appropriate for the City to begin developing and funding a five year CIP as part of the budget development process.

Recommendation 19: Develop a comprehensive five-year CIP development process for facility, roadway, and fleet replacement capital needs and incorporate into the annual budget process.

The City of Mount Rainier must first define a capital project. Typically, capital projects are economic activities that lead to the acquisition, construction or extension of the useful life of capital assets. Capital assets include land, facilities, parks, playgrounds and outdoor structures, streets, bridges, pedestrian and bicycle systems, technology systems and equipment, traffic control devices and other items of value from which the community derives benefit for a significant number of years.

Capital expenditures and operating expenditures are primarily differentiated by two characteristics: dollar amount of the expenditure and the useful life of the asset acquired, constructed or maintained.

After defining the parameters of a capital project, the next step is to develop a list of capital needs and estimated capital costs in consultation with City departments and the Finance Director. This process of estimating total needs should then inform a policy discussion regarding funding alternatives and constraints for the upcoming year’s capital budget. This discussion will ultimately define the resources available for capital budget purposes. Following this effort, the City Manager will issue budget directions to departments requesting capital budget requests. These requests are then prioritized within the confines of the City’s strategic priorities and available resources. The City Manager then submits a proposed CIP to the Mayor and Council as part of the annual budget process.

Table 11: Capital Improvement Plan Initiatives

| Recommendation | Priority | Key Implementation Steps |
|--|-------------------|--|
| <p>Recommendation 19: Develop a comprehensive five-year CIP development process for facility, roadway, and fleet replacement capital needs and incorporate into the annual budget process.</p> | <p>Priority 1</p> | <ul style="list-style-type: none"> • Define capital projects • Complete comprehensive inventory of capital needs • Conduct exercise with Mayor and City Council to clarify capital investment priorities • Identify available resources for capital investment • Establish capital budget guidelines and prioritization factors • Issue five-year capital budget request development instruction to departments as part of the budget development process • Evaluate budget requests as part of the annual budget process • Submit a recommended capital budget to the Mayor and City Council as part of the annual budget process |

Snow Route Management

The Washington D.C. and Baltimore, Maryland areas have been hit with significant blizzards in recent years. These blizzards have been difficult for any community to effectively manage and Mount Rainier is no exception. The City has a documented snow plan that reflects its historical approach to snow route management and communication; however, the snow plan and, more importantly, the implementation of the snow plan, requires improvement. Specifically, effort must be made to clarify roles, route management, route performance expectations, and communication processes and procedures. Due to recent turnover at the executive level of the Public Works Department, communication between public works crews and City officials was impeded during recent snow events.

Recommendation 20: Review and update the City’s snow management plan to explicitly define assigned routes, personnel and no-personnel resource requirements, and communication procedures between the City and the public.

Given the City’s recent snow emergency events, it is appropriate to conduct a debrief with City staff and elected officials to review what has been effective and what needs improvement. City staff should then complete best practices research to determine how other communities effectively manage the issue. Where opportunities for improvement are identified, appropriate revisions to the snow plan should be developed. Public Works staff, executive staff, and the Mayor and Council should then be educated regarding snow plan changes.

Table 12: Snow Route Management Initiatives

| Recommendation | Priority | Key Implementation Steps |
|--|------------|---|
| Recommendation 20: Review and update the City’s snow management plan to explicitly define assigned routes, personnel and no-personnel resource requirements, and communication procedures between the City and the public. | Priority 2 | <ul style="list-style-type: none"> • Conduct best practice benchmarking for effective snow plans used in other communities • Review and update existing City snow plan • Train relevant staff in snow plan reporting, route management, and communication procedures • Communicate snow plan changes to Mayor and City Council • Initiate public education campaign regarding snow plan procedures |

Summary of Staffing and Structure Changes

The Executive Work Plan detailed in this report includes recommended revisions to the City's organization structure. Specifically, the Work Plan calls for:

1. Reclassification of the Assistant City Manager Position to an Assistant City Manager/Administrative Services Director position;
2. Transfer of code enforcement to the Police Department under the direct supervision of the Chief of Police;
3. Elimination of the dotted line reporting relationship between the Economic Development Director and the Assistant City Manager position;
4. Consider reclassifying the Municipal Clerk position to an Administrative Assistant position
5. Elimination of the Assistant Police Chief position, upon attrition.

The following figure summarizes the recommended organization structure. Changes are highlighted in gray.

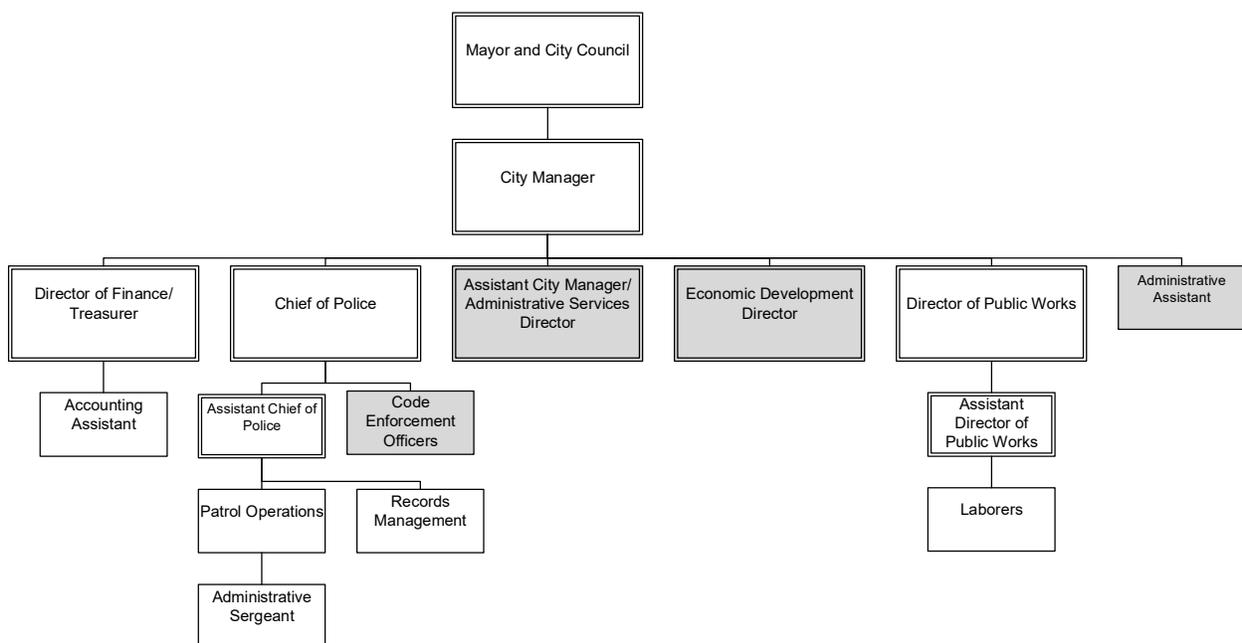


Figure 2: Recommended Organization Structure

Conclusion

The City of Mount Rainier is relatively small in terms of population, square mileage, and size of government. However, the City delivers quality services to its residents that in many ways exceeds the typical capacity of a government Mount Rainier's size. For example, the City provides custom person-to-person refuse, recycling, and leaf collection service. The Police Department is able to deploy two to three officers per shift on most days, which allows the Department to have a high impact and high visibility in the community. Interviews with City staff further emphasize that employees genuinely care about the community and have an interest in making Mount Rainier the best community it can be. To do this, there are opportunities to improve operations and management systems in the City.

The organizational assessment and 20 associated work plan recommendations detailed in this report offer a framework for immediate, mid-range, and long-term projects that can be implemented to improve the effectiveness and efficiency of operations, public services, infrastructure condition, and the financial position of the City. Many initiatives will take time to implement, and they must be balanced against the day-to-day responsibilities of running a City. However, the Executive Work Plan can serve as a roadmap to carry the City forward.

The Implementation Plan included as Attachment A is intended to serve as a dynamic management tool to help the City prioritize and implement these recommendations. It can be used to monitor progress and to facilitate a broader strategic conversation about priorities when the municipal environment inevitably presents challenges and competing demands. It is recommended that the Implementation Plan be reviewed with the Mayor and City Council on a quarterly basis and that the plan be reviewed with departments during regular staff meetings and supervisor-to-subordinate meetings. This will ensure that the initiatives outlined in this assessment are adequately incorporated into the work of City staff and put the City in the best position to realize lasting gains.

Attachment A – Implementation Plan

| Recommendation | Priority | Key Implementation Steps | Responsible Party | Estimated Completion Time | Status Update |
|---|------------|---|-------------------|---------------------------|---------------|
| Recommendation 1: Develop an organization-wide strategic plan. | Priority 1 | <ul style="list-style-type: none"> • Budget for and engage strategic planning consultant • Develop environmental scan • Conduct strategic planning visioning and strategy sessions • Develop projects and programs intended to achieve strategic priorities • Incorporate action steps into employee work plans where appropriate • Adopt practice of recurring practice during supervisor and subordinate performance management meetings • Report progress to major and City Council on a recurring basis • Reassess strategic goals, objectives, and action steps on an annual basis | City Manager | 6 months | |

| Recommendation | Priority | Key Implementation Steps | Responsible Party | Estimated Completion Time | Status Update |
|--|-------------------|--|---------------------|---------------------------|---------------|
| <p>Recommendation 2: Develop a performance management system and implement routine management meetings</p> | <p>Priority 1</p> | <ul style="list-style-type: none"> • Review City programs and develop targeted outcomes by program • Develop detailed work plans for the City's executive team • Schedule regular one-one-meetings between supervisors and subordinates to review work plan progress and program outcomes • Schedule routine management meetings • Develop standard meeting agenda items to be covered during each meeting including work plan review, program outcomes, strategic plan progress, and upcoming issues • Develop protocol for results and outcomes to be communicated to elected officials and the public | <p>City Manager</p> | <p>1 Month</p> | |

| Recommendation | Priority | Key Implementation Steps | Responsible Party | Estimated Completion Time | Status Update |
|---|-------------------|---|---------------------|---------------------------|---------------|
| <p>Recommendation 3: Implement a performance measurement system</p> | <p>Priority 2</p> | <ul style="list-style-type: none"> • Train program managers and executive on the fundamentals of performance measurement as a management tool • Define City program's and program purpose statements that define the outcomes of the program and the mechanisms and methods that are employed to achieve the intended outcomes • Define outcome, efficiency, and workload performance metrics for each program • Develop and document data collection practices and procedures • Incorporate performance measurement review into the performance management process • Develop a process to report outcomes on an annual basis to City Council, outside of the normal budget process | <p>City Manager</p> | <p>1 year</p> | |

| Recommendation | Priority | Key Implementation Steps | Responsible Party | Estimated Completion Time | Status Update |
|---|-------------------|--|---------------------|---------------------------|---------------|
| <p>Recommendation 4: Complete a comprehensive review and update of the City's human resources practices and procedures.</p> | <p>Priority 3</p> | <ul style="list-style-type: none"> • Assemble all existing Human Resources Policies • Document current practices in the areas of classification and compensation, discipline, training, employee relations, and other HT subject matter areas • Complete comparative analysis documenting discrepancies in policies • Complete best practice research to identify policy alternatives that reflect current HR law • Assemble revised processes • Implement a staged communication process to train employees and managers as policies are updated • Following initial comprehensive update, adopt practice of reviewing each policy every five years, with specific policy reviews scheduled for each year and included in the appropriate manager's annual work plan | <p>City Manager</p> | <p>1 years</p> | |

| Recommendation | Priority | Key Implementation Steps | Responsible Party | Estimated Completion Time | Status Update |
|---|-------------------|---|---------------------|---------------------------|---------------|
| <p>Recommendation 5: Develop and document employee relations and discipline processes</p> | <p>Priority 1</p> | <ul style="list-style-type: none"> • Develop process maps and descriptions for each step in the ER and discipline process for each department • Identify discrepancies in process • Develop revised processes where appropriate • Document revised process and distribute to all City employees • Conduct training session for managers and supervisors on the proper approach to implementation • Conduct education sessions with front line employees • Inform Mayor and City Council of process changes prior to the effective date of change | <p>City Manager</p> | <p>3 months</p> | |

| Recommendation | Priority | Key Implementation Steps | Responsible Party | Estimated Completion Time | Status Update |
|---|-------------------|--|---------------------|---------------------------|---------------|
| <p>Recommendation 6: Develop a classification and compensation structure and philosophy</p> | <p>Priority 2</p> | <ul style="list-style-type: none"> • Conduct job response responsibility surveys for each employee • Develop draft job descriptions for the current allocation and distribution of responsibilities • Complete strategic planning process and annual work planning • development process (performance management system development) • Revise job descriptions to reflect City's strategic goals and the associated division of responsibilities among staff • Complete comparative salary and benefit survey on the basis of job responsibilities • Present pay and benchmark comparison data to Mayor and City Council for consideration • Develop classification and compensation philosophy • Prioritize required pay adjustments within the context of financial and operational requirements and the City's strategic goals • Adjust budget for positions as appropriate | <p>City Manager</p> | <p>1 year</p> | |

| Recommendation | Priority | Key Implementation Steps | Responsible Party | Estimated Completion Time | Status Update |
|--|-------------------|---|---------------------|---------------------------|---------------|
| <p>Recommendation 7: Re-define the roles and responsibilities of Assistant City Manager position to an Assistant City Manager/Administrative Services Director</p> | <p>Priority 1</p> | <ul style="list-style-type: none"> • Revise the job description for the Assistant City Manager position • Create an annual work plan that identifies goals and objectives associated with each major job task • Identify areas of required training • Incorporate work plan progress review into monthly meetings between the Assistant City Manager/Administrative Services Director | <p>City Manager</p> | <p>1 month</p> | |
| <p>Recommendation 8: Consider reclassifying the City Clerk Position as an Administrative Support position</p> | <p>Priority 1</p> | <ul style="list-style-type: none"> • Reclassify City Clerk as an Administrative Assistant position • Adjust the City budget as necessary • Conduct Recruitment and Hiring Process | <p>City Manger</p> | <p>6 months</p> | |
| <p>Recommendation 9: Reassign Code Enforcement personnel under the supervision of the Chief of Police</p> | <p>Priority 1</p> | <ul style="list-style-type: none"> • Adjust budget and financial system as necessary • Transfer personnel to offices in the Police Department headquarters • Document existing weekly, monthly and annual work responsibilities for Code Enforcement Officers • Develop a weekly and monthly workload targets • Review progress during weekly supervisory meetings between the Chief of Police and Code Enforcement Officers | <p>City Manager</p> | <p>1 month</p> | |

| Recommendation | Priority | Key Implementation Steps | Responsible Party | Estimated Completion Time | Status Update |
|---|------------|--|-------------------|---------------------------|---------------|
| Recommendation 10: Develop a unified code enforcement strategy | Priority 2 | <ul style="list-style-type: none"> • Conduct initial Mayor and City Council workshop to identify code enforcement priorities • Conduct best practice research to identify how different communities have integrated code enforcement and law enforcements operations • Present options, recommended strategy, targeted outcomes, and associated resource requests to Mayor and City Council for consideration • Adjust approach as necessary to reflect Mayor and Council priorities • Document outcome metrics and make monthly reports to Mayor and City Council regarding progress • Incorporate progress review into the performance management system | City Manager | 6 months | |

| Recommendation | Priority | Key Implementation Steps | Responsible Party | Estimated Completion Time | Status Update |
|---|-------------------|---|------------------------|---------------------------|---------------|
| <p>Recommendation 11: Establish code enforcement annual work plans defining proactive and reactive enforcement expectations</p> | <p>Priority 1</p> | <ul style="list-style-type: none"> • Identify workload and time commitment requirements associated with major code enforcement tasks • Identify service targets and workload expectations based on available staffing resources • Develop weekly, monthly, and annual work plan targets and associated outcome metrics • Track progress through the performance management system • Assess one year of outcome data to determine if additional staffing resources are necessary and, if so, how additional staff can be expected to positively impact outcomes | <p>Chief of Police</p> | <p>1 month</p> | |
| <p>Recommendation 12: Develop an Economic Development Strategic Plan</p> | <p>Priority 1</p> | <ul style="list-style-type: none"> • Develop inventory of City-owned assets, as well as privately owned development sites, that are available for development • Develop environmental scan to consolidate and summarize available assets, strengths, weaknesses, opportunities and threats • Conduct strategy session with Mayor and City Council, as well as key community stakeholders, to identify economic strategic goals • Develop action plan designed to foster development consistent with the strategic goals • Adjust City budget as necessary | <p>City Manager</p> | <p>6 months</p> | |

| Recommendation | Priority | Key Implementation Steps | Responsible Party | Estimated Completion Time | Status Update |
|--|-------------------|---|---------------------|---------------------------|---------------|
| <p>Recommendation 13: Assign the Economic Development Director as a direct report to the City Manager</p> | <p>Priority 1</p> | <ul style="list-style-type: none"> • Develop Economic Development Director job description and assigned responsibilities that reflects economic development strategic goals • Develop Economic Development Director's annual work plan • Implement monthly one-on-one meetings between the City Manager and the Economic Development Director | <p>City Manager</p> | <p>1 month</p> | |
| <p>Recommendation 14: Upon attrition, evaluate consolidation of Police Chief and Assistant Police Chief positions</p> | <p>Priority 3</p> | <ul style="list-style-type: none"> • Upon attrition, do not fill Assistant Chief position for a period of 6 months • Distribute Assistant Chief responsibilities among Chief of Police and other staff • Complete data-driven workload analysis and desk audits following six-month trial period to assess staffing need | <p>City Manager</p> | <p>6 months</p> | |
| <p>Recommendation 15: Complete dispatched calls for service analysis to determine appropriate patrol staffing level.</p> | <p>Priority 1</p> | <ul style="list-style-type: none"> • Establish data collection practice to track time absorbed in dispatched calls for service for each day of the week, and each hour of the day • Track data for at least one year • Budget for resources to complete a police staffing analysis • Issue RFP for a police department staffing analysis • Select firm to complete analysis • Implement recommendations as resources become available | <p>City Manager</p> | <p>3 months</p> | |

| Recommendation | Priority | Key Implementation Steps | Responsible Party | Estimated Completion Time | Status Update |
|--|-------------------|---|---------------------|---------------------------|---------------|
| <p>Recommendation 16: Complete a cost benefit analysis of the Police Department vehicle take-home car policy</p> | <p>Priority 2</p> | <ul style="list-style-type: none"> • Begin process of tracking each cost associated with each take-home vehicle, including purchase cost, fuel cost, marinate costs, depreciation, etc. • Complete time series analysis to identify cost of vehicle use, as well as incidence of law enforcement, outside of actual officer schedules • Develop 10 year costs and benefit model, informed by actual historic data, to define cost and benefit of existing model • Develop alternative vehicle models and 10-year cost benefit projections associated with each model • If adjustments are warranted from a cost benefit perspective, begin collective bargaining discussions • Reevaluate cost benefit within context of CBA negotiation process outcomes • Implement most costs effective approach • Develop and fund an applicable vehicle replacement plan | <p>City Manager</p> | <p>1 year</p> | |

| Recommendation | Priority | Key Implementation Steps | Responsible Party | Estimated Completion Time | Status Update |
|--|-------------------|---|---------------------|---------------------------|---------------|
| <p>Recommendation 17: Complete a comprehensive program improvement analysis of the refuse and recycling collection program</p> | <p>Priority 3</p> | <ul style="list-style-type: none"> • Complete best practice research to identify the advantages and disadvantages of alternative refuse collection models compared to the current model • Select preferred option • Develop cost projection models to evaluate the staffing, revenue, and expenditure implications of alternative models • Complete RFP process to compare private versus public collection • Select preferred approach • Initiate a public communication process regarding anticipated service changes • Establish customer service capacity to field and respond to customer issues during implementation period | <p>City Manager</p> | <p>1 year</p> | |

| Recommendation | Priority | Key Implementation Steps | Responsible Party | Estimated Completion Time | Status Update |
|---|-------------------|---|---------------------------------|---------------------------|---------------|
| <p>Recommendation 18: Utilize a formal Pavement Condition Index (PCI) and Pavement Management System to build annual preventative maintenance plans and resurfacing plans to prolong the useful life of pavement infrastructure</p> | <p>Priority 3</p> | <ul style="list-style-type: none"> • Coordinate a transition from the use of the City's existing pavement condition rating scale to the standard Pavement Condition Index (PCI) • Provide training to the City employees assessing the condition of City streets in accordance with the PCI • Conduct field inspections of City streets to assess their PCI values • Establish a rational, targeted Pavement Management System that will take advantage of PCI values to distribute City resources where they will be the most effective • Develop annual pavement maintenance work plans based on condition assessment • Develop annual repaving plan based on condition assessment • Track performance in achieving work plan goals and outcomes | <p>Director of Public Works</p> | <p>1 year</p> | |

| Recommendation | Priority | Key Implementation Steps | Responsible Party | Estimated Completion Time | Status Update |
|---|-------------------|--|---------------------------------|---------------------------|---------------|
| <p>Recommendation 19: Develop a comprehensive five-year CIP development process for facility, roadway, and fleet replacement capital needs and incorporate into the annual budget process</p> | <p>Priority 1</p> | <ul style="list-style-type: none"> • Define capital projects • Complete comprehensive inventory of capital needs • Conduct exercise with Mayor and City Council to clarify capital investment priorities • Identify available resources for capital investment • Establish capital budget guidelines and prioritization factors • Issue five-year capital budget request development instruction to departments as part of the budget development process • Evaluate budget requests as part of the annual budget process • Submit a recommended capital budget to the Mayor and City Council as part of the annual budget process | <p>Director of Finance</p> | <p>1 year</p> | |
| <p>Recommendation 20: Review and update the City's snow management plan to explicitly define assigned routes, personnel and non-personnel resource requirements, and communication procedures between the City and the public</p> | <p>Priority 2</p> | <ul style="list-style-type: none"> • Conduct best practice benchmarking for effective snow plans used in other communities • Review and update existing City snow plan • Train relevant staff in snow plan reporting, route management, and communication procedures • Communicate snow plan changes to Mayor and City Council • Initiate public education campaign regarding snow plan procedures | <p>Director of Public Works</p> | <p>3 months</p> | |

Attachment B – Performance Measurement Framework

1. Data Collection

When an organization begins collecting data for use in a performance measurement system, several key issues must be reviewed:

- Ensure there is a clear understanding of the data needs for each of the measures contained in the program.
- Assign specific responsibility for data management for each program to ensure it is developed and collected properly. Encourage the persons responsible for data collection to keep spreadsheets and work papers to explain how calculations were derived and notes about methodology used. This will help assure consistency from one data collection period to another.
- Provide staff with direction and a consistent methodology for cost allocation to ensure that all programs collect and account for data in the same way. For example, operating expenses should include salaries, benefits, equipment, supplies, etc., and programs should use the same elements consistently.
- Evaluate the results of data collection to make sure the desired information is being collected for complete measurement.

2. Reporting

Special reports and formats should be designed for the various users of performance information. Elected officials, managers, and residents each have different needs and will benefit from a view of the data developed especially to meet those needs. It will be important to determine the formal reporting period for the program reports and executive level reports, e.g., annually, semi-annually, monthly. Some organizations choose to perform trial runs with reports to make sure the users of the information understand them and are comfortable with the format.

If possible, build in some capability to review the accuracy of the data reported. This is critical for data that supports important, highly visible policy and resource decisions. While a formal audit is not necessary, a mechanism for periodically reviewing data is important. The use of management reports of performance results should be integrated into the regular work of managing City operations, including linking them to work planning and strategic planning, should such a process be undertaken.

3. Citizen and Customer Surveys

Customer satisfaction is a key indicator of program performance. Therefore, a number of the effectiveness measures for each of the programs require some form of survey to obtain data directly from customers about their level of satisfaction.

4. Integration with a Performance Management System

By developing performance measures, an organization takes the first step implementing an organizational performance management system – the measurement of organizational performance in the delivery of City services. Performance measurement information should be integrated into a City management system in which managers use the data as an important basis for planning improvement in service execution and delivery to citizens. Performance

measurement results, both effectiveness and efficiency information, should be used by managers as they collaborate about continuous improvement and formulate work plans for the future.

This system of organizational performance measurement lays the foundation for increasingly sophisticated performance management. Integration of performance results in an enhanced City budgeting process is a key next step for use in policy-making.

5. Continuous Improvement

Performance measurement provides a management tool for improvement and an instrument for planning and decision-making. To be successful, performance measurement requires committed leadership and organizational support. To be of maximum value, it must become part of the fabric of the organization's system for planning and managing its work. Once it is incorporated into the structure of the organization, it can help drive continuous improvement of programs and processes. Properly implemented, performance measurement serves to:

- Help local government excel at achieving results
- Better inform the community about service accomplishments
- Tell an organization how well it is fulfilling its mission and accomplishing its objectives
- Provide elected and management officials with improved decision-making information
- Highlight areas for improvement among the services being delivered
- Tell the people doing the work how well they are doing

It is important that the community, elected officials and management recognize that implementation of good performance measures will not take place overnight. In some instances, the data needed for the measures will take two or more years to accumulate in a meaningful manner. Trends are established over time. As information is collected and the results are reviewed, the process and measures will be refined. In some service areas, there may be data currently available to use for comparisons from one year to the next, but in many areas baseline data is needed before comparisons can be made. This experience is common among those local governments who have made the commitment to systematic performance measurement. It is with a clear long-term view of the performance measurement system that the City will see results.

6. Training

When an organization embarks on an important initiative such as the implementation of performance measures as part of the performance management system, it is useful to provide training for employees. While some departments may be familiar with tracking and using data to manage their operations, others will find this to be a challenging method of doing business. Providing training for all program managers creates a common language throughout the organization and builds the internal capacity to effectively use the data.

Attachment C – Sample Performance Measures

| Department | Sample Performance Measure |
|--------------------------------|---|
| Public Works Department | <ul style="list-style-type: none"> • Percent of refuse diverted from the landfill by diversion method • Recycling rate • Recycling revenue per ton processed, by type of recyclable • Average number of labor hours per route, by type of route • Average labor cost per route completed • Average non-personnel cost per route completed • Number of lane miles maintained • Number of labor hours dedicated to maintenance, by month, and type of activity (potholes, crack sealing, etc.) • Cost per maintenance activity (potholes, crack sealing, etc.) • Percent of labor hours dedicated to preventative maintenance by maintenance activity • Percent of work orders completed within x days |
| Police Department | <ul style="list-style-type: none"> • Percent of patrol officer labor hours available for proactive policing • Percent of patrol officer labor hours dedicated for proactive policing • Percent change in Part 1 and Pat 2 crime rate • Average response time by call priority category • 90 Percentile responded time by call priority category • Mutual aid labor hours provided by municipality • Mutual aid labor hours received by municipality • Percent of resident complaints deemed actionable • Percent of available labor hours dedicated to community policing activities (work with Council to define those activities) |
| Code Enforcement | <ul style="list-style-type: none"> • Percent of labor hours dedicated to complaint-driven inspections • Percent of labor hours dedicated to proactive inspections • Number of citations generated per 100 proactive inspections • Number of citations generated per 100 complaint-driven inspections • Percent of issued citations resulting in successful resolution that current six months after citation • Revenue generated per citation issued, complaint-driven and proactive • Cost per citation issued, complaint-driven and proactive • Percent change in the number of blight or code complaints received • Percent change in the number of citations issued |
| Finance Department | <ul style="list-style-type: none"> • Bond rating • Ration of general obligation debt to General Fund revenue • Percent change in fund balance by fund • Percent of projected revenue collected by fund • Percent of project expenditures expended fund • Percent of prior year audit findings effectively resolved • Percent of bills paid within 30, 60 and 90 days • Percent of department purchasing requests fulfilled within five business days • Ratio of payroll errors to paychecks issued |

| Department | Sample Performance Measure |
|------------------------|---|
| Human Resources | <ul style="list-style-type: none">• Percent of grievances or discipline appeals filed that are upheld• Average days to recruit and fill a position from department request to start date – front-line, supervisory, and managerial positions• Percent of HR policies reviewed and updated• Percent change in the number of grievances and discipline appeals |