

**CITY OF LOCKPORT**  
**CORPORATION PROCEEDINGS**

Lockport Municipal Building

Regular Meeting  
Official Record

September 27th, 2023  
6:30 P.M.

Mayor Michelle M. Roman called the meeting to order.

**ROLL CALL**

The following Common Council members answered the roll call:  
Aldermen Beakman, Devine, Fogle, Swanson-Gellerson, Kantor, and Lupo.

**INVOCATION**

**MAYOR'S UPDATE**

**RECESS**

Recess for public input.

**092723.1**

**APPROVAL OF MINUTES**

On motion of Alderman Beakman, seconded by Alderman \_\_\_\_\_, the minutes of the Regular Meeting of September 13th, 2023 are hereby approved as printed in the Journal of Proceedings. Ayes \_\_\_\_\_. Carried.

**FROM THE MAYOR**

**Appointments:**

9/11/2023 Caitlin Kenney, 315 East Avenue has been reappointed to the City of Lockport's Parks Committee. Said term expires January 12<sup>th</sup>, 2028.

9/13/2023 Paul M. Edgette, 380 Walnut Street, has been appointed to Senior Water and Sewer Maintenance Worker for the city of Lockport Water Distribution Department effective September 15<sup>th</sup> 2023.

**FROM THE CITY CLERK**

The Clerk submitted payrolls, bills for services and expenses, and reported that the Department Heads submitted reports of labor performed in their departments. Reviewed by the Finance Committee.

**Communications** (which have been referred to the appropriate City officials)

9/14/2023 Sarah K. Lanzo, City Clerk – Notification of bids received on September 14<sup>th</sup>, 2023 in response to the **RFP for Lockport Public Works – Operations and Management Audit.**

Matrix Consulting Group	\$65,600.00
Raftelis	\$69,750.00
Bakertilly	\$55,500.00

**Notice of Complaint:**

9/20/2023 Donna Baron, 86 Nicholls Street – lawn damage.  
9/20/2023 David Timm, 19 Euclid Avenue – tree complaint.

Referred to the Director of Highways, Parks and Water Distribution.

**Notice of Claim:**

9/12/2023 Patricia Shanley vs. City of Lockport  
9/13/2023 Hydraulic Race Co., Inc. and Niagara Zipper LLC vs. City of Lockport  
9/21/2023 Robert and Heather Mattison vs. Laura Miskell Benedict, City of Lockport  
Corporation Counsel, Claude A. Joerg, Niagara County Attorney and the Niagara County Industrial Development Agency.

Referred to Corporation Counsel.

**Notice of Petition:**

Supreme Court of the State of New York County of Albany In the matter of the application of Douglas A. Gaudieri vs. James V. McDonald, M.D., M.P.H. Commissioner New York State Department of Health and Sarah K. Lanzo, Lockport City Clerk.

Referred to Corporation Counsel

**MOTIONS & RESOLUTIONS**

**092723.2**

By Alderman: \_\_\_\_\_

**Resolved** that pursuant to their request, the YWCA is hereby granted permission to place 2783 small purple flags at Veterans Park for the month of October, which is recognized as Domestic Violence Awareness Month. Each of the 2783 flags represents a domestic violence incident which took place in Niagara County last year. Permission is subject to filing a certificate of insurance with the City Clerk naming the City of Lockport as additional insured.

Seconded by Alderman \_\_\_\_\_ and adopted. Ayes \_\_\_\_\_.

**092723.3**

By Alderman: \_\_\_\_\_

**Resolved** that pursuant to their request, Lockport High School is hereby granted permission to conduct a Homecoming Parade in the City of Lockport on Saturday, October 8, 2023 starting at 11 am, subject to approval of the parade route by the Police Chief and issuance of a parade permit by the City Clerk.

Seconded by Alderman \_\_\_\_\_ and adopted. Ayes \_\_\_\_\_.

**092723.4** Being prepared.

**092723.5**

By Alderman \_\_\_\_\_:

**Whereas** 6 Ashley Place has had numerous code violations over the last few year and the property is now condemned; and

**Whereas** the structure needs to be demolished, with the cost for demolition being approximately \$25,000 - \$30,000.

**Whereas** 6 Ashley Place is part of the 2020 In Rem. The Judgment awarding the property to the City of Lockport was signed on; and

**Whereas** Niagara Orleans Regional Land Improvement Corporation (NORLIC) has expressed interest in the property. They would demolish the structure and pay all associated costs; and

**Whereas** the transfer of this property to NORLIC would follow the provisions of the City's Best Use Policy; and

**Whereas** at a Property Management held on August 7, 2023, there was a motion to sell the property to NORLIC for \$1.00, which was unanimously approved; and

**Whereas** The City must write off taxes, water & sewer and refuse charges owed of approximately \$4,177.54;

**Now therefore be it resolved** that the Mayor be, and is hereby authorized to enter into a Contract of sale and execute a quitclaim deed and related documents necessary for the sale of the following property to the following purchaser for \$1.00.

PARCEL ID	ADDRESS	PURCHASER
109.71-2-36	6 ASHLEY PL	NIAGARA ORLEANS REGIONAL LAND IMPROVEMENT CORPORATION

**092723.6** Being prepared.

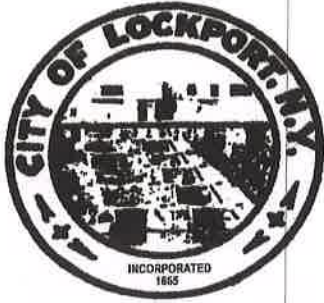
**092723.7**

**ADJOURNMENT**

At \_\_\_\_\_ P.M. Alderman Beakman moved the Common Council be adjourned until 6:30 P.M., Wednesday October 11th 2023.

Seconded by Alderman \_\_\_\_\_ and adopted. Ayes \_\_\_\_\_.

SARAH K. LANZO  
City Clerk



LOCKPORT MUNICIPAL BUILDING  
One Locks Plaza  
Lockport, New York 14094  
Phone (716) 439-6665  
Fax (716) 439-6668

# Office of the Mayor

*Michelle M. Roman*  
MAYOR

September 13, 2023

TO: Common Council

Under and by virtue of the authority conferred on me by the Charter of the City of Lockport, New York, I, Michelle M. Roman, Mayor of said City, do hereby appoint Paul M. Edgette, 380 Walnut Street, Lockport NY 14094 to Senior Water and Sewer Maintenance Worker for the City of Lockport Water Distribution Department effective September 15, 2023.

Said appointment is Provisional and subject to the City of Lockport Municipal Civil Services Rules and Regulations.

Witness by hand and the Seal of the City of Lockport this 13<sup>th</sup> day of September 2023.

Michelle M. Roman  
Mayor

MMR/mal

cc: P. Edgette  
C. Dimmick  
Civil Service





# Office of the

LOCKPORT MUNICIPAL BUILDING  
One Locks Plaza  
Lockport, New York 14094  
Phone (716) 439-6665  
Fax (716) 439-6668

*Michelle M. Roman*  
**MAYOR**

# Mayor

September 11, 2023

To Common Council:

Under and by virtue of the authority conferred on me by the Charter of the City of Lockport, New York, I, Michelle M. Roman, Mayor of said City, do hereby reappoint Caitlin Kenney, 315 East Avenue, Lockport, NY 14094 to the City of Lockport Parks Committee.

Said term expires on January 12, 2028

Witness my hand and the seal of the City of Lockport, New York this 11th day of September 2023.

Sincerely,

Michelle M. Roman  
Mayor

MMR/mal

Cc: C. Kenney  
City Clerk





## CITY OF LOCKPORT

One Locks Plaza  
Lockport, New York 14094  
(716) 439-6631  
E-mail: [trusso@lockportny.gov](mailto:trusso@lockportny.gov)

**TIM RUSSO**  
Director of Finance

### REQUESTS FOR PROPOSALS

The City of Lockport is requesting sealed proposals for

Lockport Public Works Division – Operations and Management Audit

Notice is hereby given that sealed proposals for the services above will be received and considered by the City of Lockport on an on-going basis up to **2 pm on September 14th** at the office of the City Clerk, municipal building, One Locks Plaza Lockport NY, 14094.

Proposers will provide one written quote that contains the total cost of the scope of work.

Please contact City Clerk Sarah Lanzo at 716-439-6776 or [city.clerk@lockportny.gov](mailto:city.clerk@lockportny.gov) with any questions.

The City of Lockport, NY reserves the right to reject any or all proposal, to consider the reputation and experience of the Proposal in making its selection; to waive any informalities or minor deviations from the proposal form, and to award to other than the lowest quote, if good and sufficient reasons, it is considered in the best interest of the City of Lockport to do so. The City will not reimburse any costs associated with the preparation of RFP(s).

Originally Published on: May 11, 2023

Edited on June 1, 2023 to extend due date due to no bids being received.

Edited on July 11, 2023 to extend due date due to no bids being received.

**Request for Proposal (RFP) for an Operations and Management Audit for Public Works of the City of Lockport, NY**

**Introduction:**

The City of Lockport is seeking proposals from qualified firms to perform an Operations and Management Audit for Public Works Division. The objective of this audit is to identify opportunities for improvement in the City's public works operations and management, and to recommend actionable solutions that will enable the City to better serve its citizens.

**Scope of Work:**

The selected firm will be expected to perform an in-depth audit of the Public Works Department's operations and management, including but not limited to the following areas:

- Asset Management
- Fleet Management
- Maintenance Management
- Personnel Management and Organization
- Emergency Response
- Environmental Compliance
- Customer Service
- Performance Metrics

The audit should identify areas where the City's operations and management can be improved, and provide recommendations for specific actions that can be taken to achieve these improvements.

**Deliverables:**

The selected firm will be expected to provide a written report detailing their findings and recommendations. The report should be comprehensive and include the following sections:

- Executive Summary
- Methodology
- Findings
- Recommendations
- Implementation Plan

In addition to the written report, the firm should also provide a presentation to the City Council and Public Works Department staff to review the audit findings and recommendations.

**Proposal Requirements:**

Proposals should include the following:

- Firm's qualifications and experience in conducting similar audits.
- Proposed methodology for conducting the audit, including a timeline.
- Estimated cost for completing the audit.
- A sample audit report.

**Proposal Submission:**

Proposals should be submitted on an on-going basis however no later than 2 pm on September 14th at the office of the City Clerk, municipal building, One Locks Plaza Lockport NY, 14094 to the attention of: "Bid - Operations and Management Audit for Public Works." Please also send a digital copy to [trusso@lockportny.gov](mailto:trusso@lockportny.gov).

**Other Details:**

The [FY 2023 Budget](#) can be found online for public access. In context of the City, Public Works consist of the following departments: Public Works Administration, Maintenance Garage, Street Maintenance, Street Lighting, Parks, Forestry, Wastewater Systems, Water Filtration and Water Distribution.

**Evaluation Criteria:**

Proposals will be evaluated based on the following criteria:

- Qualifications and experience of the firm.
- Proposed methodology for conducting the audit.
- Cost of the audit.
- Sample audit report.
- References.

The City reserves the right to reject any and all proposals, to waive any informalities or irregularities in any proposal, and to accept any proposal deemed to be in the best interest of the City.

A committee will be appointed by the Mayor that will evaluate the submissions. Please note that this RFP does not obligate the City to select a bidder or accept a bid at this time or any time in the future. The City can at its sole discretion revise the requirement, scope, and selection process for this RFP at any time.

Thank you for your interest in this project. If you have any questions or require additional information, please contact City Clerk Sarah Lanzo at 716-439-6776 or [city.clerk@lockportny.gov](mailto:city.clerk@lockportny.gov).



RECEIVED

SEP 20 2023

CITY CLERK OFFICE

September 19, 2023

To whom it may concern,

On September 15, 2023, branches from a vine were finally removed from my front yard after 3 phone calls and a 2 week wait. I was expecting the wood chipper, but instead, a type of tractor was dispatched and damaged the road, my lawn and the railroad ties that act as a curbing since Nicholls St is a non-dedicated street.

I will forward 2 clips. One shows the vehicle used and the other was provided by my neighbor showing the damage as he walked from his house across the street to mine.

I will also be forwarding 4 pictures that have a bit more detail. When you view the clip showing the vehicle, you now know, as well as I, what they were looking at before they drove off. Is that protocol? I see it as a type of hit and run – I was in my doorway and neither one of them came up to me to apologize or offer to make amends like how one would expect a responsible city employee to conduct themselves!

Therefore, I request that the City of Lockport repair my lawn and replace the railroad ties at their earliest convenience.

Thank you for your time and attention to my concerns. Please contact me at the number provided if there are any problems with the attachments or if you have any further questions.

Donna Baron

86 Nicholls St

471-3463

Zimbra

jwochna@lockportny.gov

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**Fwd: [EXTERNAL] City trees and the other**

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**From :** Jennifer Wochna <jwochna@lockportny.gov>  
**Subject :** Fwd: [EXTERNAL] City trees and the other  
**To :** jharris <jharris@lockportny.gov>, Clayton Dimmick  
<cdimmick@lockportny.gov>

Wed, Sep 20, 2023 02:44 PM

📎 8 attachments

----- Forwarded Message -----

From: "City Clerk" <cityclerk@lockportny.gov>  
To: "Jennifer Wochna" <jwochna@lockportny.gov>, "Deputy City Clerk"  
<deputyclerk@lockportny.gov>  
Sent: Wednesday, September 20, 2023 1:21:18 PM  
Subject: Fwd: FW: [EXTERNAL] City trees and the other

----- Forwarded Message -----

From: Molly Lawson <mlawson@lockportny.gov>  
To: cityclerk@lockportny.gov  
Cc: cdimmick@lockportny.gov  
Sent: Wed, 20 Sep 2023 13:01:35 -0400 (EDT)  
Subject: FW: [EXTERNAL] City trees and the other

-----Original Message-----

From: David Timm <timmdayve@yahoo.com>  
Sent: Wednesday, September 20, 2023 12:55 PM  
To: mlawson@lockportny.gov  
Subject: [EXTERNAL] City trees and the other

I am writing this in reference to a city owned tree that is at the end of my driveway. The tree has buckled the sidewalk where many have tripped while walking. It has now decided to have one of its roots come up thru the middle of my driveway and is cracking my garage floor. I am enclosing pictures. Just a note, two weeks ago a second tree took out part of my fence when a large branch came down. Much more concerned about the root. The address is 19 Euclid Ave the corner of Harding. The tree and driveway are on Harding.

Sent from my iPhone

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[ <https://lockportny.gov/departments/finance-department/> ]

Jennifer G. Wochna



Senior Account Clerk - Clerk's Office

One Locks Plaza

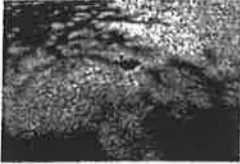
City of Lockport, NY

phone 716.439.6675 fax 716.439.6702

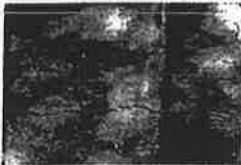
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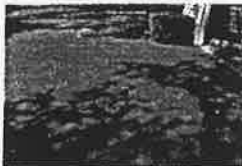
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**LAW OFFICE OF FRANCIS M. LETRO**  
The Marin Building – 237 Main Street, Suite 302  
Buffalo, New York 14203  
Telephone (716) 852-1234 – Telefax (716) 853-2930

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IN THE MATTER OF THE CLAIM OF  
**PATRICIA SHANLEY**

RECEIVED

Claimant

SEP 13 2023

-vs-

**CITY OF LOCKPORT;**

CITY NOTICE OF CLAIM  
sent by mail

Respondents

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PLEASE TAKE NOTICE that PATRICIA SHANLEY, pursuant to statutes in such cases made and provided, do hereby make claim against the Respondent, CITY OF LOCKPORT in support of such claims do state the following:


1. My post office address is 49 Gaffney Road, Lockport, New York 14094.
2. My attorney is Francis M. Letro, Esq. 237 Main Street, Suite 302, Buffalo, New York 14203,
3. At all times hereinafter mentioned, the Respondent, CITY OF LOCKPORT, is and was a municipal corporation, authorized pursuant to the law of the State of New York.
4. The facts and circumstances arising out of this claim are as follows:

On or about June 12, 2023, at approximately 11:30 a.m., Claimant, PATRICIA SHANLEY, was on a tour known as the "Lockport Cave and Underground Boat Ride" located at 5 Gooding Street, Lockport, New York 14094 in the City of Lockport, County of Niagara and State of New York, when the boat operated by Lockport Cave and Underground Boat Ride capsized, causing serious personal injuries to the Claimant, as hereinafter set forth, due to the carelessness and negligence of the Respondents, the CITY OF LOCKPORT, herein and others.

5 Upon information and belief, the negligence of the Respondent, CITY OF LOCKPORT was in causing, allowing, or suffering improper design, maintenance, repair and upkeep of Lockport Cave and Underground Boat Ride, failure to maintain a reasonably safe condition, and allowing and/or causing dangerous and defective conditions to exist at or near the place of the accident; failure to provide proper and adequate signage and lighting giving warnings and advisories to generally accepted design and maintenance standards, including but not limited to improper sight distances, signage and signals at said location failure to inspect, causing and creating a dangerous condition, failure to act upon prior written or actual notice in a reasonable time, jeopardizing safety of riders and general public, failing to fulfill proprietary duties over the Lockport Cave and Boat Ride, negligent hiring, training, supervision and retention of personnel maintaining, operating and using Lockport Cave and Underground Boat Ride, failure to warn public of prior occurrences and incidents at said premises, failure to investigate prior occurrences and incidents at said location, failure to discharge assumed duty, failure to exercise control over said location and boat, taking on special relationship to passengers and users of Lockport Cave and Boat Tours, failure to fulfill special duty over safety of passengers of Lockport Cave and Boat Tours, failure to inspect boats for Lockport Cave and Boat Tour, improperly inspecting boats for said premises, failure to respond to incident in a timely and safe manner, and were otherwise careless and negligent.

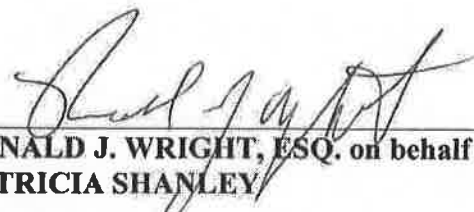
6. That by reason of the premises, the Claimant, PATRICIA SHANLEY, suffered certain severe, permanent and painful injuries as hereinafter set forth, due to the negligence of the Respondent herein all to her damage in a sum pursuant to General Municipal Law §50(e) and CPLR §3017(c).
7. That the claimant suffered serious injuries pursuant to Section 5102(d) of the New York State Insurance Law.

WHEREFORE, Claimant request these claims be allowed and paid for by the CITY OF LOCKPORT.

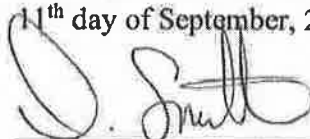
X   
\_\_\_\_\_  
RONALD J. WRIGHT, ESQ. on behalf of  
PATRICIA SHANLEY

STATE OF NEW YORK  
COUNTY OF ERIE  
CITY OF BUFFALO

**RONALD J. WRIGHT, ESQ. on behalf of PATRICIA SHANLEY**, being duly sworn deposes and says that she is the Claimant in this action; that she has read the foregoing Notice of Claim and knows the contents thereof; that the same is true to the knowledge of deponent, except as to the matters therein stated to be alleged upon information and belief, and that as to those matters, she believes them to be true.

X   
\_\_\_\_\_  
**RONALD J. WRIGHT, ESQ. on behalf of  
PATRICIA SHANLEY**

Sworn to before me this  
11<sup>th</sup> day of September, 2023.

  
\_\_\_\_\_  
Notary Public

**DIANNA M. SMITH**  
**NOTARY PUBLIC-STATE OF NEW YORK**  
**No. 01SM6107142**  
**Qualified in Niagara County**  
**My Commission Expires March 22, 2024**

SARAH 

NOTICE OF CLAIM

RECEIVED

SEP 12 2023

CITY CLERK OFFICE

TO: SUSAN K. LANZO, CITY CLERK  
CITY OF LOCKPORT, NEW YORK  
ONE LOCKS PLAZA  
LOCKPORT, NEW YORK 14094

PLEASE TAKE NOTICE that pursuant to the General Municipal Law of the State of New York Claimant, Hydraulic Race Co., Inc., and Niagara Zipper, LLC., does hereby make this Notice of Claim against the City of Lockport, New York, organized under the Laws of the State of New York having an address of One Locks Plaza, Lockport, New York 14094.

Notice is hereby given to the City of Lockport, NY 14094, Hydraulic Race Co., Inc., and Niagara Zipper, LLC., the above corporation's file a Notice Of Claim for acts by the City of Lockport, NY, its employees, contractors, department employees, board members and committees on June 12, 2023 and continuing thereafter.

CLAIMANT

Claimant, Hydraulic Race Co., Inc., and Niagara Zipper, LLC., corporations organized under the Laws of the State of New York and maintaining a post office- address of 5 Gooding Street, Lockport, New York 14094.

NATURE OF CLAIM

Notice is hereby given to the City of Lockport, NY 14094, by Hydraulic Race Co., Inc., and Niagara Zipper, LLC., and the above corporation's file a notice of claim for acts by the City of Lockport, NY, its employees, contractors, department employees, board members and committees, on June 12, 2023 and continuing thereafter.

Hydraulic Race Co.Inc., and Niagara Zipper LLC, assert that actions and/or omissions by the City of Lockport, and its officers and/or employees, board members, committees, caused damage to Hydraulics' and Niagara Zipper business by engaging in bad-faith conduct by the City of Lockport Building Inspector, and his department staff, the Lockport Police Department, the Lockport Fire Department and other boards, committees and representatives, during and following an incident occurring on June 12, 2023 and thereafter.

On that date and after the City, its building inspector, and inspection department, the Lockport Police Department, and Lockport Fire department negligently removed Hydraulics' and Niagara Zipper employees from the site, shutting down its offices and properties, and not allowing Hydraulic, or Niagara Zipper to operate its business causing further harm.

FURTHER, City of Lockport and its employees acted in an arbitrary and capricious manner, without proper authority, failing to properly notify Hydraulic or Niagara Zipper of its actions,

City of Lockport, its employees, board members, and committees arbitrarily did cause irreparable harm to Hydraulics' and Niagara Zipper business through inaccurate statements, actions, unfounded claims, denying Hydraulic and Niagara Zipper the right of due process, making derogatory, and inflammatory statements about Hydraulics and Niagara Zipper business, directors, and employees.

The City of Lockport misrepresented Hydraulic and Niagara Zipper, and its officers to the public and the media, making deceptive and/or misleading statements and documentation, acting in bad faith to deprive and/or frustrate Claimants' rights.

The City of Lockport conduct took place at One Locks Plaza, in writing and orally to sources.

As a result of the foregoing misconduct by the City of Lockport the Claimant suffered financial harm in the loss of its significant capital investment in the premises and caused claimant to incur money damages. The City of Lockport bears liability as well as attorney's fees, costs, disbursements, and other incidental and consequential damages, plus interest.

Claimant has also sustained irreparable harm in the loss of its unique business interest in the premises, and as a result the Claimant is entitled to equitable relief.

CORPORATE VERIFICATION

STATE OF NEWYORK )

COUNTY OF NIAGARA )

CLARENCE K. BURKWIT, being duly sworn, deposes and says that he is the President of the Hydraulic Race Co., Inc., a corporation organized under the laws of the State of New York, the Claimant Herein; that he has read the foregoing Notice of Claim and knows the contents thereof; and that the Notice of Claim is true to his knowledge, except as to matters alleged upon information and belief, and as to those matters, he believes it to be true.



Clarence K. Burkwit

Sworn to before me this.

12<sup>th</sup> day of September 2023



Notary Public

**ANNE T. ROTELLA**  
Notary Public, State of New York  
Qualified in Niagara County  
My Commission Expires 11/30/2026



BUFFALO  
800 Delaware Ave.  
Buffalo, NY 14209  
Fax: (716) 259-2020

# CellinoLaw<sup>LLP</sup>

MANHATTAN  
420 Lexington Ave. • Suite 830  
New York, NY 10170  
Fax: (212) 970-2020

ROCHESTER  
16 West Main St. • 6th Floor  
Rochester, NY 14614  
Fax: (585) 228-2020

(800) 555-5555  
www.CellinoLaw.com

LONG ISLAND  
401 Broadhollow Rd. • Suite 302  
Melville, NY 11747  
Fax: (212) 970-2020

certified mail to  
Laura Miskell Benedict  
**RECEIVED**

September 11, 2023

SEP 21 2023

CITY CLERK OFFICE  
@ one Locks Plaza

Laura Miskell Benedict  
City of Lockport Corporation Counsel  
Lockport Municipal Building  
One Locks Plaza  
Lockport, NY 14094

Claude A. Joerg  
Niagara County Attorney  
175 Hawley Street  
Lockport, NY 14094

Niagara County Industrial Development Agency  
Niagara County Department of Economic Development  
6311 Inducon Corporate Drive  
Sanborn, NY 14132

**RE: Robert & Heather Mattison vs. State of New York, et al.**

Dear Sir/Madam:

Served upon you herewith please find a copy of the Notice of Claim in the above-referenced matter.

Very truly yours,



Stephen C. Ciocca  
(716) 919-3253

SCC:drh  
Enclosure

certified mail to  
Laura Miskell Benedict  
RECEIVED

SEP 21 2023

CITY CLERK OFFICE  
@ One Locks Plaza

STATE OF NEW YORK  
SUPREME COURT : COUNTY OF NIAGARA

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ROBERT MATTISON and HEATHER MATTISON,

Claimants

NOTICE OF CLAIM  
FOR PERSONAL  
INJURIES

vs.

THE CITY OF LOCKPORT,  
THE COUNTY OF NIAGARA,  
NIAGARA COUNTY INDUSTRIAL DEVELOPMENT  
AGENCY and  
NIAGARA COUNTY DEPARTMENT OF  
ECONOMIC DEVELOPMENT,

Respondents

---

TO: Laura Miskell Benedict  
City of Lockport Corporation Counsel  
Lockport Municipal Building  
One Locks Plaza  
Lockport, New York 14094

Claude A. Joerg  
Niagara County Attorney  
175 Hawley Street  
Lockport, New York 14094

Niagara County Industrial Development Agency  
Niagara County Department of Economic Development  
6311 Inducon Corporate Drive  
Sanborn, New York 14132

PLEASE TAKE NOTICE that Claimant, Robert Mattison and Heather  
Mattison gives Notice of Claim against the City of Lockport,

County of Niagara, Niagara County Industrial Development Agency, and Niagara County Department of Economic Development (hereinafter collectively referred to as "Respondents") and their agents, employees, and others for whom Respondents are vicariously and/or contractually liable, for the injuries, damages, conscious pain and suffering, and negligent infliction of emotional distress suffered by Claimant as the result of an incident that occurred on June 12, 2023 at approximately 11:20 a.m. at the Lockport Cave and Underground Boat Ride, located at 55 Gooding Street in the City of Lockport, County of Niagara, State of New York ("Lockport Cave and Underground Boat Ride").

In support of this Notice of Intention to File A Claim For Personal Injuries, Claimant states the following:

1. Claimants' post office address is 4049 Root Canal Road, Gasport, New York 14067.
2. Attorney for Claimant is Cellino Law, LLP, (Stephen C. Ciocca, Esq., 800 Delaware Avenue, Buffalo, New York 14209; telephone number 800-555-5555.
3. Unless otherwise indicated, the facts set forth in this Notice of Claim are set forth upon information and belief, the sources of which include an investigation into this matter, and review of documents related to this claim.
4. This claim arises out of an incident that occurred on June 12, 2023, during a boat tour taking place in the waterways, underground caves, tunnels, walkways and caverns, at the Lockport

Cave and Underground Boat Ride.

5. This claim is for personal injuries, conscious pain and suffering, and negligent infliction of emotional distress suffered by Claimants Robert Mattison and Heather Mattison, arising out of the June 12, 2023 incident, which occurred as a result of the acts, omissions, and negligence of the Respondents and/or their agents, subsidiaries, associates, contractors, servants, and/or employees.

6. On June 12, 2023, during the underground boat ride portion of the tour through the waterways, underground caves, tunnels, and caverns, located at the Lockport Cave and Underground Boat Ride, a boat carrying Claimants Robert Mattison and Heather Mattison, capsized, causing its passengers, including Claimants Robert Mattison and Heather Mattison, to be ejected into the water.

7. The passengers, including Claimants Robert Mattison and Heather Mattison, were trapped in cold, deep, murky water in the dark, unreasonably narrow, underground tunnel behind one or more locked gates, with no ledge, handrails, walkway, or anything else to hang onto and no life vests, life preservers, or any other safety and/or rescue devices available for them to pull themselves and/or each other out of the water, and with no ready access by rescue personnel.

7. Upon information and belief, at all times herein mentioned, the Respondents and/or Respondents' agents, subsidiaries, associates, contractors, servants, and/or employees, maintained and/or shared responsibility for inspecting,

maintaining, monitoring, authorizing, supervising and/or overseeing the premises at the Lockport Cave and Underground Boat Ride, including all caves, walkways, access, tunnels, caverns and waterways, as well as the boat(s) and/or vessel(s) used to transport patrons of the Lockport Cave and Underground Boat Ride through the underground caves, caverns, tunnels and waterways.

8. Upon information and belief, at all times herein mentioned, the Respondents and/or Respondents' agents, subsidiaries, associates, contractors, servants, and/or employees, owed and/or shared a duty to inspect, maintain, monitor, authorize, oversee and/or supervise the Lockport Cave and Underground Boat Ride, including all caves, walkways, access, caverns and waterways, as well as the boat(s) and/or vessel(s) used to transport patrons of the Lockport Cave and Underground Boat Ride, to ensure that the premises were maintained in a reasonably safe condition, to ensure proper and safe equipment usage and operation, and to ensure the safety and well-being of patrons of the Lockport Cave and Underground Boat Ride.

9. Upon information and belief, at all times herein mentioned, the Respondents and/or Respondents' agents, subsidiaries, associates, contractors, servants, and/or employees, owed and/or shared a duty to inspect,

maintain, monitor, authorize, oversee, and/or supervise the activities taking place at Lockport Cave and Underground Boat Ride, including, but not limited to, transport of patrons by boat through the caves, caverns, and waterways of the Lockport Cave and Underground Boat Ride, to ensure that no unreasonably dangerous and/or unsafe activities were being conducted, to ensure proper and safe equipment usage and operation, and to ensure the safety and well-being of patrons of the Lockport Cave and Underground Boat Ride.

10. Respondents breached their respective duties by, among other things, failing to ensure that the premises at the Lockport Cave and Underground Boat Ride were maintained in a reasonably safe condition; failing to properly inspect, maintain, oversee, monitor, authorize and/or supervise the premises, equipment, operation, and/or activities at the Lockport Cave and Underground Boat Ride; failing to ensure the safety and well-being of patrons of the Lockport Cave and Underground Boat Ride; causing and/or permitting unreasonably dangerous conditions and unsafe usage and operation at the Lockport Cave and Underground Boat Ride; and causing and/or permitting unreasonably dangerous and unsafe activities to occur at the Lockport Cave and Underground Boat Ride.

11. Respondents had actual and constructive notice of the aforesaid unreasonably dangerous and unsafe conditions and activities at the Lockport Cave and Underground Boat Ride by

virtue of, among other things, a nearly identical incident occurring in 2015, where a boat operated by the Lockport Cave and Underground Boat Ride capsized causing the passengers to fall into the water. Upon information and belief, Respondents failed to investigate the incident or take any action to prevent this type of incident from recurring. They also had constructive notice through failing to properly inspect, maintain, monitor, authorize, supervise, oversee and restrict unsafe equipment usage, operations, and activities.

12. As a direct result of the foregoing, Claimants Robert Mattison and Heather Mattison suffered serious and permanent physical, psychological, and emotional injuries, and pain and suffering.

13. As a direct result of the foregoing, Claimants Robert Mattison and Heather Mattison was physically endangered and caused to fear for her life, safety and well being, and also witnessed injury and suffering of others with and very close to her in the zone of danger, causing her to suffer severe and permanent psychological injuries and emotional distress.

14. Upon information and belief, the June 12, 2023 incident, and the damages sustained by Claimant as a result thereof, were directly caused by the negligence, recklessness, and carelessness of the Respondents and/or Respondents' agents, subsidiaries,

associates, contractors, servants, and/or employees, including, but not limited to, the following:

- a. negligently failing to properly and reasonably inspect the premises at the Lockport Cave and Underground Boat Ride, including but not limited to the underground caves, caverns, tunnels, walkways and waterways;
- b. negligently failing to reasonably inspect, monitor, and/or maintain the boat(s) and/or vessel(s) used to carry and transport passengers through the underground caves, caverns, and waterways at the Lockport Cave and Underground Boat Ride;
- c. negligently failing to enforce building and/or safety codes rules, and/or regulations, including but not limited to requirements regarding exits, lighting, handrails, safety and evacuation plans, and first responder/emergency personnel access;
- d. negligently approving and/or failing to prevent and/or remedy dangerous conditions in obvious violation of building and/or safety codes, rules, and/or regulations, including but not limited to requirements regarding exits, lighting, handrails, safety and evacuation plans; first responder/emergency personnel access; and water hazard/rescue precautions;
- e. negligently failing to require compliance with building and/or safety codes, rules, and/or regulations, including, but not limited to, requirements regarding exits, lighting, handrails, safety and evacuation plans; first responder/emergency personnel access; and water hazard/rescue precautions;
- f. negligently causing and permitting the Lockport Cave and Underground Boat Ride to operate and continue operating notwithstanding its noncompliance with building and/or safety codes, rules, and/or regulations, and hazard of boat capsizing;
- g. negligently causing and permitting the Lockport



Cave and Underground Boat Ride to operate and continue operating without required and appropriate permits, inspections, and/or safety measures, including proper equipment, proper personnel, and proper precautions;

- h. negligently causing and permitting unreasonably dangerous and unsafe conditions and operations/activities to exist and continue at the Lockport Cave and Underground Boat Ride;
- i. negligently causing and permitting unreasonably dangerous and unsafe activities at the Lockport Cave and Underground Boat Ride;
- j. negligently failing to supervise and/or monitor the Lockport Cave and Underground Boat Ride;
- k. negligently failing to ensure that the Lockport Cave and Underground Boat Ride employed sufficient and adequate on-site personnel, including personnel trained in safety, first aid, and/or rescue procedures, to ensure the safety of its patrons; and personnel properly trained in passenger boat operation, including weight, placement, and capsizing prevention measures;
- l. negligently failing to ensure that the boats and/or vessels used to transport passengers during the Lockport Cave and Underground Boat Ride were up to date on inspections, maintenance, and/or repairs; and were designed and operated to prevent capsizing;
- m. negligently failing to ensure that the boats and/or vessels used to transport passengers during the Lockport Cave and Underground Boat Ride implemented reasonable and adequate safety measures, including but not limited to, life vests and/or flotation devices, proper passenger loading and weight distribution;
- n. negligently failing to monitor, supervise, and/or inspect the number of patrons and weight permitted to be on the boat during the underground boat ride portion of the Lockport Cave and Underground Boat Ride.
- o. negligently failing to limit the number of patrons permitted to be on the boat during the underground

boat ride portion of the Lockport Cave and Underground Boat Ride to what was reasonable and safe under the circumstances, and based upon adequate precautions;

- p. negligently failing to ensure safe and proper ingress/egress of patrons of the Lockport Cave and Underground Boat Ride, including but not limited to the underground caves, caverns, and/or waterways;
- q. negligently failing to ensure that the Lockport Cave and Underground Boat Ride, and operators and employees thereof, implemented reasonable and adequate policies and procedures to ensure the safety and well-being of its patrons.

15. As a direct result of the acts and/or omissions described above, Claimants Robert Mattison and Heather Mattison suffered serious and permanent physical, psychological, and emotional injuries, conscious pain and suffering, negligent infliction of emotional distress, and other serious, severe, and extensive injuries, and Claimant seeks all damages available at law.

16. The full extent and amount of damages have not yet been determined but include and shall not be limited to all past, present, and future damages incurred for the following:

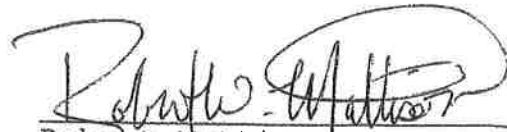
- a. Pain and suffering;
- b. Negligent infliction of emotional distress;
- c. Personal injuries and permanency and progressiveness thereof;

- d. Need for and cost of future medical related care, including surgeries;
- e. Other special and general damages as they manifest themselves subsequent to the date of this notice.

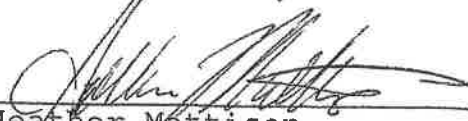
17. The incident alleged herein was the direct result of the Respondents and/or Respondents' agents, subsidiaries, associates, contractors, servants, and/or employees and others for whom the Respondents are vicariously and/or contractually liable, without any negligence on the part of the Claimant.

WHEREFORE, the Claimants Robert Mattison and Heather Mattison respectfully requests that this claim be allowed and paid by the Respondents, State of New York, the New York State Department of Labor, New York State Canal Corporation, and the New York State Thruway Authority. You are hereby notified that unless it is adjusted and paid within 30 days of the date of presentation to you, the Claimant intends to commence an action on this matter.

DATED: Buffalo, New York  
September 11, 2023



Robert Mattison  
Claimant



Heather Mattison  
Claimant



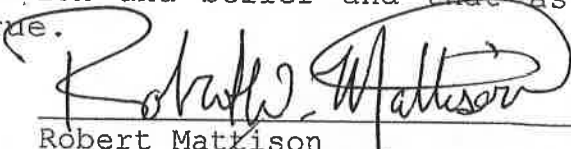
CELLINO LAW, LLP  
Stephen C. Ciocca  
Attorneys for Claimants  
800 Delaware Avenue  
Buffalo, New York 14209  
(800) 555-5555


VERIFICATION

STATE OF NEW YORK  
COUNTY OF ERIE

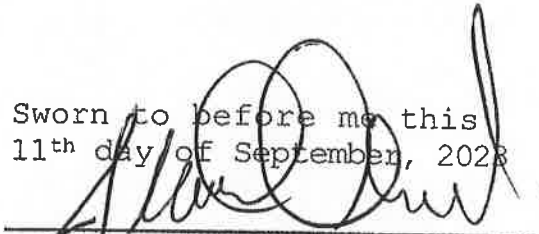
ss:

Robert Mattison and Heather Mattison, being duly sworn depose and say that we are the Claimants in this action; that we have read the foregoing **Notice of Claim for Personal Injuries** and know the contents thereof; that the same is true to the knowledge of deponent, except as to the matters therein stated to be alleged on information and belief and that as to those matters I believe to be true.

  
Robert Mattison

  
Heather Mattison

Sworn to before me this  
11<sup>th</sup> day of September, 2023

  
Notary Public

JOSEPH PAUL SANABRIA  
No. 01SA6211924  
Notary Public, State of New York  
Qualified in Erie County  
My Commission Expires 09/28/20 25

hand delivered  
RECEIVED  
FILE COPY  
SEP 19 2023

CITY CLERK OFFICE

SUPREME COURT OF THE STATE OF NEW YORK  
COUNTY OF ALBANY

In the Matter of the Application of  
DOUGLAS A. GAUDIERI,  
*Petitioner,*

Index No.908314-23

v.

JAMES V. MCDONALD, M.D., M.P.H.,  
Commissioner,  
New York State Department of Health,  
AND  
SARAH K. LANZO  
Lockport City Clerk,  
*Respondents.*

**NOTICE OF PETITION**

PLEASE TAKE NOTICE that DOUGLAS A. GAUDIERI, the Petitioner herein, upon his annexed verified petition, duly verified on August 30, 2023, and the exhibits annexed thereto, will request this Court at 9:30am on September 29, 2023 to enter judgment granting relief under Article 78 of the CPLR, pursuant to Public Health Law §4174(1), directing Respondents to issue to Petitioner four long-form certified copies of the birth certificate of his grandfather, John Gaudieri, born in Lockport, New York in 1908, which records are necessary for the legal, proper, and sole purpose of enabling Petitioner and his family members to apply for recognition of citizenship of the Republic of Italy.

Dated: August 31, 2023  
New York, New York

Respectfully submitted,

by: *Cheryl Forchilli*  
Cheryl E. Forchilli  
Forchilli Law PLLC  
215 Thompson St #164  
New York, NY 10012  
Email: Cheryl@ForchilliLaw.com  
Telephone: 813.966.8466  
*Attorney for Douglas A. Gaudieri*

TO:  
JAMES V. MCDONALD, M.D., M.P.H.,  
Commissioner  
New York State Department of Health  
Corning Tower, Empire State Plaza  
Albany, New York 12237  
Respondent

SARAH K. LANZO  
Lockport City Clerk  
Lockport Municipal Bldg, One Locks Plaza  
Lockport, NY 14094  
Respondent

HON. LETITIA JAMES  
Attorney General of the State of New York  
Empire State Plaza, Justice Building, 2nd Floor  
Albany, New York 12224

SUPREME COURT OF THE STATE OF NEW YORK  
COUNTY OF ALBANY

In the Matter of the Application of  
DOUGLAS A. GAUDIERI,  
*Petitioner,*

Index No. 908314-23

v.

JAMES V. MCDONALD, M.D., M.P.H,  
Commissioner, New York State Department of  
Health,

**VERIFIED PETITION**

AND

SARAH K. LANZO  
Lockport City Clerk,

*Respondents.*

Petitioner DOUGLAS A. GAUDIERI, by and through his attorney, Cheryl E. Forchilli, for his verified petition pursuant to Article 78 of the Civil Practice Law and Rules ("CPLR"), respectfully alleges as follows:

**PARTIES**

1. Petitioner Douglas A. Gaudieri is an individual who resides in Severna Park, Maryland. Petitioner intends to apply to have his citizenship recognized by the Republic of Italy, which requires all vital records for Petitioner's ancestors in the line of descent from his last Italian-born ancestor.

2. Respondent James V. McDonald is the Commissioner of the New York Department of Health and as such is responsible for the issuance of certified copies of vital records. He is an officer within the meaning of Article 78 of the CPLR. His principal office is located in Albany, New York.

3. Respondent Sarah K. Lanzo is the Lockport City Clerk and the registrar of vital statistics pursuant to NY Public Health §4121 for Lockport, New York. As such, she is responsible for the



recording and issuance of vital records for Lockport. She is an officer within the meaning of Article 78 of the CPLR.

#### **JURISDICTION AND VENUE**

4. This Court has jurisdiction pursuant to CPLR 506(b) and 7804(b).

5. Venue in the County of Albany is proper pursuant to CPLR 506(b) because it is the county in which Respondent Department of Health's principal office is located. Respondent Department of Health is "charged with the uniform and thorough enforcement of the provisions of [the vital statistic statute] throughout the state." Public Health Law §4100(1)(d). Specifically, Respondent James V. McDonald is granted "general supervision of vital statistics." Public Health Law §4100(2)(a) It is therefore appropriate and efficient for venue to be in the County of Albany where the Respondent responsible for the administration of the relevant statutes is located.

#### **STATUTORY BACKGROUND**

6. New York Public Health Law §4174(1)(b) provides that Respondents shall only issue a birth certificate to the person whose birth it records or the parent of that person, or to another individual "upon order of a court of competent jurisdiction."

#### **STATEMENT OF FACTS**

7. Petitioner and five family members intend to apply to the Republic of Italy for recognition of Italian origin and citizenship. Italian nationality law is based on the civil law doctrine of *jus sanguinis* or the "law of blood," which confers citizenship as birthright to those descended from Italian ancestors, provided the last Italian-born ancestor did not naturalize as a citizen of another country prior to the birth of the next in line. The right to citizenship is then passed down in perpetuity. See *Citizenship* at 1, Ministry of Foreign Affairs of Italy, found at <https://www.esteri.it/mae/en/servizi/italiani-all'estero/cittadinanza.html>. Italian citizenship law is

“meant to ensure that the children of Italian emigrants could maintain the link with their ascendants’ country of origin” and “enabled the children of Italian citizens, born in a foreign State which had granted them citizenship according to the principle of *ius soli*, to retain the Italian citizenship acquired at birth.” *Id.*

8. Petitioner is the lineal descendant of his great-grandfather Franco Gaudieri (also known as Frank), born in San Pio, L’Aquila, Italy, through his son, Petitioner’s grandfather John Gaudieri who was born in Lockport, New York in 1908, through his son, Petitioner’s father, David John Gaudieri, who was born in Rochester, New York in 1942. Therefore, Petitioner is an Italian citizen by descent by operation of Italian law and has held dual U.S. and Italian citizenship since birth.

9. Attached hereto as Exhibit A is a true and correct copy of the birth certificate of Petitioner, listing his father as David John Gaudieri. Attached hereto as Exhibit B is a true and correct copy of the birth certificate of David John Gaudieri, listing his father as John Gaudieri.

10. To prove his legal entitlement to Italian citizenship, Petitioner must submit original vital records for all ancestors in the line of descent from his last Italian ancestor, including the birth certificate of his grandfather, John Gaudieri, born in Lockport, New York in 1908.

11. All vital records must show parents’ names to prove descent and bear an apostille for use abroad under the Hague Convention, and therefore must be long-form, certified copies.

12. While both Respondents are statutorily responsible for maintaining vital records and issuing certified copies thereof, Respondent Department of Health is granted “general supervision” of vital statistics and is the preferred source of certified copies for international use. However, Respondent Department of Health’s Bureau of Vital Records is routinely taking ten months or more to respond to requests, creating an untenable delay. Thus, the only means to

obtain these certified copies in a timely manner is to request them from the local registrar. In certain instances, however, the local registrar is unable to provide long-form records, and the only source for them is Respondent Department of Health.

13. In the interest of judicial economy and to avoid having to file an additional petition in the event the local registrar is unable to provide the necessary records, Petitioner respectfully requests the Court to issue an order directing and authorizing the release of these records by both Respondents.

### **CAUSE OF ACTION**

14. Petitioner repeats and realleges paragraphs 1 through 13 hereof, as if fully set forth herein.

15. Respondents are only permitted to issue these certified birth certificates to Petitioner upon order of this court pursuant to Public Health Law 4174(1)(b).

16. Petitioner has demonstrated he and his family cannot exercise their legal right to the recognition of Italian citizenship without these certified, long-form birth certificates, which can only be obtained from Respondents.

17. By reason of the foregoing, Respondents should be compelled to issue four certified, long-form copies of the birth certificate described herein.

### **PRAYER FOR RELIEF**

**WHEREFORE**, DOUGLAS A. GAUDIERI respectfully petitions the Court for an order directing Respondents to issue and deliver to Petitioner or Petitioner's counsel four long-form, certified copies of the birth certificate of his grandfather, John Gaudieri, born in Lockport, New York in 1908.

Dated: August 30, 2023  
New York, New York

Respectfully submitted,

by: Cheryl Forchilli  
Cheryl E. Forchilli  
Forchilli Law PLLC  
215 Thompson St #164  
New York, NY 10012  
Email: Cheryl@ForchilliLaw.com  
Telephone: 813.966.8466  
*Attorney for Douglas A. Gaudieri*

TO:  
JAMES V. MCDONALD, M.D., M.P.H.,  
Commissioner  
New York State Department of Health  
Corning Tower, Empire State Plaza  
Albany, New York 12237  
Respondent

Sarah K. Lanzo  
Lockport City Clerk  
Lockport Municipal Bldg, One Locks Plaza  
Lockport, NY 14094  
Respondent

HON. LETITIA JAMES  
Attorney General of the State of New York  
Empire State Plaza, Justice Building, 2nd Floor  
Albany, New York 12224

VERIFICATION

STATE OF Texas )  
 ) ss.:  
COUNTY OF Harris )

Douglas A Gaudieri , being duly sworn, deposes and says:

1. I am the Petitioner filing this action.
2. I have read the foregoing petition, and its factual contents are true to my personal knowledge.
3. All exhibits attached thereto are true and correct copies.

*Douglas A Gaudieri*

\_\_\_\_\_  
Douglas A Gaudieri

Sworn to before me 08/30/2023

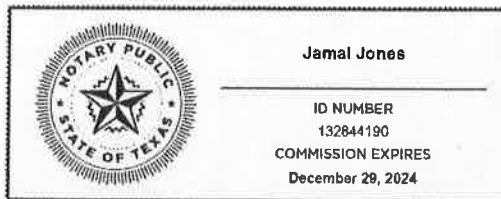
*Jamal Jones*  
\_\_\_\_\_

Notary Public

Name: Jamal Jones

Commission Expires: 12/29/2024

[NOTARY PUBLIC SEAL]



Notarized online using audio-video communication

**EXHIBIT A**

Birth Certificate of Petitioner Douglas A. Gaudieri

NEW YORK STATE  
DEPARTMENT OF HEALTH  
BUREAU OF VITAL RECORDS  
CERTIFICATE OF BIRTH

139-73 BIRTH 003371  
N. Y. STATE DEPT.  
OF HEALTH V&F FILE  
FEB 26 1973

RECORDED DISTRICT  
**2700**  
REGISTER NUMBER  
**26**

TYPE ALL ENTRIES OR PRINT IN PERMANENT BLACK INK.

INFANT	1. NAME: FIRST MIDDLE LAST <b>DOUGLAS ARTHUR GAUDIERY</b>			4A. DATE OF BIRTH MONTH DAY YEAR <b>73</b>			4B. HOUR <b>8:41A M.</b>
	2. SEX MALE <input checked="" type="checkbox"/> FEMALE <input type="checkbox"/>	3A. IS THIS BIRTH SINGLE <input checked="" type="checkbox"/> TWIN <input type="checkbox"/> OTHER <input type="checkbox"/>		3B. IF NOT SINGLE BIRTH FIRST <input type="checkbox"/> SECOND <input type="checkbox"/> OTHER <input type="checkbox"/>			3C. BORN <input type="checkbox"/>
PLACE	3A. COUNTY (NYS) <b>MONROE</b>		3B. TOWN <b>ROCHESTER</b>		3C. CITY OR VILLAGE <b>ST. MARY'S HOSPITAL</b>		
	5A. MAIDEN NAME <b>BERNADETTE ANN SMITH</b>			5B. AGE <b>31</b>	5C. STATE OF BIRTH (COUNTRY, IF NOT USA) <b>NEW YORK</b>		5D. SOCIAL SECURITY NO. [REDACTED]
MOTHER	7A. RESIDENCE: STATE <b>NEW YORK</b>	7B. COUNTY <b>MONROE</b>	7C. TOWN <i>Lockywood</i>	7D. CITY OR VILLAGE <b>ROCHESTER</b>	7E. WITHIN THE CORPORATE LIMITS? YES <input checked="" type="checkbox"/> NO <input checked="" type="checkbox"/>		7F. STREET AND NUMBER <b>30 WALNUT PARK</b>
	8. MAILING ADDRESS FOR NOTICE OF BIRTH REGISTRATION (INCLUDE ZIP CODE) <b>30 WALNUT PARK, ROCHESTER, NEW YORK</b>						
FATHER	9A. NAME: FIRST MIDDLE LAST <b>DAVID JOHN GAUDIERY</b>			9B. AGE <b>30</b>	9C. STATE OF BIRTH (COUNTRY, IF NOT USA) <b>NEW YORK</b>		9D. SOCIAL SECURITY NO. [REDACTED]
	10A. NAME OF INFORMANT <b>BERNADETTE S. GAUDIERY</b>			10B. RELATION TO INFANT <b>MOTHER</b>			
CERTIFIER	11A. NAME: FIRST MIDDLE LAST <b>JOHN C. NINFO</b>			11B. TITLE MD <input checked="" type="checkbox"/> DO <input type="checkbox"/> MIDWIFE <input type="checkbox"/> OTHER <input type="checkbox"/>			
	12. MAILING ADDRESS (INCLUDE ZIP CODE) <b>1381 SOUTH AVENUE, ROCHESTER, NEW YORK 14620</b>						
13A. I CERTIFY THAT THE ABOVE INFANT WAS BORN ALIVE AT THE PLACE, DATE, AND TIME GIVEN.				13B. DATE SIGNED MONTH DAY YEAR <i>John C Ninfo Sr</i> 1 4 73		14. NAME OF ATTENDANT PRESENT IF OTHER THAN CERTIFIER  TITLE	
15A. REGISTRAR'S SIGNATURE <i>Dee M. Mottie</i>			15B. DATE FILED MONTH DAY YEAR <b>1 8 73</b>		15C. INFORMATION ADDED OR AMENDED BY: REASON:  DATE MONTH DAY YEAR		
16. TO BE ANSWERED AND SIGNED BY THE FATHER OR MOTHER OR CERTIFIER OF THIS BIRTH: ARE THE PARENTS WILLING THAT NEWSPAPERS BE FURNISHED WITH NOTICE OF THIS BIRTH? YES <input checked="" type="checkbox"/> NO <input type="checkbox"/>							
SIGNED: <i>John C Ninfo Sr</i>							

**EXHIBIT B**

Birth Certificate of Petitioner's Father David John Gaudieri



Valuable—Do Not Lose  
Child should take this certificate when it first goes to school

HEALTH BUREAU

This is to Certify, That DAVID J. <sup>AU</sup>GUADIERI (SON) (DOWNS WITH A)

of John and Sarah R.

was born on [redacted] 1942 at Rochester, N. Y.; that this birth was promptly reported by the attending physician as required by law and has been entered upon the records of the Health Bureau.

The record of this birth will [redacted] furnish proof of age for entering or leaving school, securing working permit or marriage license, holding public office, inheriting money, property, etc.

*Henry Lieberworth*  
REGISTRAR VITAL STATISTICS

*A. M. Johnson, M. D.*  
HEALTH OFFICER

DATE

PHYS. OR CLINIC

Vaccinated against Smallpox May 1943.

" " Diphtheria Nov 1942 A. J. Bellman 1/19/50 diphtheria-tetanus booster

Other Disease Preventives \_\_\_\_\_

At a Term of the Supreme Court of  
the State of New York held in and  
for the County of Albany, New York  
on \_\_\_\_\_, 2023.

Present: Hon. \_\_\_\_\_, J.S.C.

SUPREME COURT OF THE STATE OF NEW YORK  
COUNTY OF ALBANY

In the Matter of the Application of  
DOUGLAS A. GAUDIERI,  
*Petitioner,*

v.

JAMES V. MCDONALD, M.D., M.P.H.,  
Commissioner,  
New York State Department of Health,  
AND  
SARAH K. LANZO  
Lockport City Clerk,  
*Respondents.*

Index No.

**JUDGMENT (Proposed)**

Having reviewed the application of Petitioner DOUGLAS A. GAUDIERI, it is ADJUDGED that, upon receipt of a certified copy of this order, appropriate application forms and payment, Respondents shall (if the Respondents have the records on file) issue to Petitioner or Petitioner's counsel four long-form certified copies of the birth certificate of his grandfather, John Gaudieri, born in Lockport, New York in 1908. Petitioner is directed to consult Respondent Department of Health's website at [https://www.health.ny.gov/vital\\_records/](https://www.health.ny.gov/vital_records/) to obtain current application forms and fees.

Dated and signed at \_\_\_\_\_, New York

This \_\_\_\_\_ day of \_\_\_\_\_, 2023.

Hon. \_\_\_\_\_, J.S.C.

REQUEST FOR JUDICIAL INTERVENTION

Supreme COURT, COUNTY OF Albany



Index No: \_\_\_\_\_ Date Index Issued: \_\_\_\_\_

For Court Use Only:

CAPTION Enter the complete case caption. Do not use et al or et ano. If more space is needed, attach a caption rider sheet.

IAS Entry Date

Douglas A Gaudieri

Judge Assigned

Plaintiff(s)/Petitioner(s)

-against-

James V McDonald M.D., M.P.H. Commissioner, New York State Department of Health, Sarah K Lanzo Lockport City Clerk

RJI Filed Date

Defendant(s)/Respondent(s)

NATURE OF ACTION OR PROCEEDING: Check only one box and specify where indicated.

COMMERCIAL

- Business Entity (includes corporations, partnerships, LLCs, LLPs, etc.)
Contract
Insurance (where insurance company is a party, except arbitration)
UCC (includes sales and negotiable instruments)
Other Commercial (specify):

MATRIMONIAL

- Contested
NOTE: If there are children under the age of 18, complete and attach the MATRIMONIAL RJI Addendum (UCS-840M).
For Uncontested Matrimonial actions, use the Uncontested Divorce RJI (UD-13).

NOTE: For Commercial Division assignment requests pursuant to 22 NYCRR 202.70(d), complete and attach the COMMERCIAL DIVISION RJI ADDENDUM (UCS-840C).

REAL PROPERTY Specify how many properties the application includes: \_\_\_\_\_

- Condemnation
Mortgage Foreclosure (specify): Residential Commercial
Property Address: \_\_\_\_\_

TORTS

- Adult Survivors Act
Asbestos
Environmental (specify):
Medical, Dental or Podiatric Malpractice
Motor Vehicle
Products Liability (specify):
Other Negligence (specify):
Other Professional Malpractice (specify):
Other Tort (specify):

NOTE: For Mortgage Foreclosure actions involving a one to four-family, owner-occupied residential property or owner-occupied condominium, complete and attach the FORECLOSURE RJI ADDENDUM (UCS-840F).

- Partition
NOTE: Complete and attach the PARTITION RJI ADDENDUM (UCS-840P).
Tax Certiorari (specify): Section: Block: Lot:
Tax Foreclosure
Other Real Property (specify):

SPECIAL PROCEEDINGS

- Child-Parent Security Act (specify): Assisted Reproduction Surrogacy Agreement
CPLR Article 75 - Arbitration [see NOTE in COMMERCIAL section]
[X] CPLR Article 78 - Proceeding against a Body or Officer
Election Law
Extreme Risk Protection Order
MHL Article 9.60 - Kendra's Law
MHL Article 10 - Sex Offender Confinement (specify): Initial Review
MHL Article 81 (Guardianship)
Other Mental Hygiene (specify):
Other Special Proceeding (specify):

OTHER MATTERS

- Certificate of Incorporation/Dissolution [see NOTE in COMMERCIAL section]
Emergency Medical Treatment
Habeas Corpus
Local Court Appeal
Mechanic's Lien
Name Change/Sex Designation Change
Pistol Permit Revocation Hearing
Sale or Finance of Religious/Not-for-Profit Property
Other (specify):

STATUS OF ACTION OR PROCEEDING Answer YES or NO for every question and enter additional information where indicated.

YES NO

- Has a summons and complaint or summons with notice been filed? [ ] [X] If yes, date filed:
Has a summons and complaint or summons with notice been served? [ ] [X] If yes, date served:
Is this action/proceeding being filed post-judgment? [ ] [X] If yes, judgment date:

NATURE OF JUDICIAL INTERVENTION Check one box only and enter additional information where indicated.

- Infant's Compromise
Extreme Risk Protection Order Application
Note of Issue/Certificate of Readiness
Notice of Medical, Dental or Podiatric Malpractice Date Issue Joined:
Notice of Motion Relief Requested: Return Date:
[X] Notice of Petition Relief Requested: Release Records Return Date: 09/29/2023
Order to Show Cause Relief Requested: Return Date:
Other Ex Parte Application Relief Requested:
Partition Settlement Conference
Poor Person Application
Request for Preliminary Conference
Residential Mortgage Foreclosure Settlement Conference
Writ of Habeas Corpus
Other (specify):

RELATED CASES				
List any related actions. For Matrimonial cases, list any related criminal or Family Court cases. If none, leave blank. If additional space is required, complete and attach the RJI Addendum (UCS-840A).				
Case Title	Index/Case Number	Court	Judge (if assigned)	Relationship to instant case

PARTIES				
For parties without an attorney, check the "Un-Rep" box and enter the party's address, phone number and email in the space provided. If additional space is required, complete and attach the RJI Addendum (UCS-840A).				
Un-Rep	Parties	Attorneys and Unrepresented Litigants	Issue Joined	Insurance Carriers
	List parties in same order as listed in the caption and indicate roles (e.g., plaintiff, defendant, 3 <sup>rd</sup> party plaintiff, etc.)	For represented parties, provide attorney's name, firm name, address, phone and email. For unrepresented parties, provide party's address, phone and email.	For each defendant, indicate if issue has been joined.	For each defendant, indicate insurance carrier, if applicable.
<input type="checkbox"/>	Name: Gaudieri, Douglas A. Role(s): Plaintiff/Petitioner	CHERYL FORCHILLI, FORCHILLI LAW, PLLC, 215 THOMPSON ST STE 164 , NEW YORK, NY 10012, service@forchillilaw.com	<input type="checkbox"/> YES <input checked="" type="checkbox"/> NO	
<input type="checkbox"/>	Name: McDonald, James V. Role(s): Defendant/Respondent	Letitia James, Attorney General of the State of New York, Empire State Plaza, Justice Bldg, 2nd Floor, Albany, NY 12224	<input type="checkbox"/> YES <input checked="" type="checkbox"/> NO	
<input checked="" type="checkbox"/>	Name: Lanzo, Sarah K. Role(s): Defendant/Respondent	Lockport Municipal Bldg, One Locks Plaza, Lockport, NY 14094	<input type="checkbox"/> YES <input checked="" type="checkbox"/> NO	
<input type="checkbox"/>	Name: Role(s):		<input type="checkbox"/> YES <input type="checkbox"/> NO	
<input type="checkbox"/>	Name: Role(s):		<input type="checkbox"/> YES <input type="checkbox"/> NO	
<input type="checkbox"/>	Name: Role(s):		<input type="checkbox"/> YES <input type="checkbox"/> NO	
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<input type="checkbox"/>	Name: Role(s):		<input type="checkbox"/> YES <input type="checkbox"/> NO	
<input type="checkbox"/>	Name: Role(s):		<input type="checkbox"/> YES <input type="checkbox"/> NO	

**I AFFIRM UNDER THE PENALTY OF PERJURY THAT, UPON INFORMATION AND BELIEF, THERE ARE NO OTHER RELATED ACTIONS OR PROCEEDINGS, EXCEPT AS NOTED ABOVE, NOR HAS A REQUEST FOR JUDICIAL INTERVENTION BEEN PREVIOUSLY FILED IN THIS ACTION OR PROCEEDING.**

Dated: 08/31/2023

\_\_\_\_\_  
CHERYL ELIZABETH FORCHILLI  
Signature

5739586  
Attorney Registration Number

\_\_\_\_\_  
CHERYL ELIZABETH FORCHILLI  
Print Name

**SUPREME COURT OF THE STATE OF NEW YORK  
COUNTY OF ALBANY**

-----X  
Douglas A. Gaudieri

Plaintiff/Petitioner,

- against -

Index No. 908314-23

James V. McDonald, M.D., M.P.H.  
Commissioner, New York State Department of Health

AND

Sarah K. Lanzo  
Lockport City Clerk

Defendants/Respondents.  
-----X

**NOTICE OF ELECTRONIC FILING  
(Consensual Case)  
(Uniform Rule § 202.5-b)**

**You have received this Notice because:**

- 1) The Plaintiff/Petitioner, whose name is listed above, has filed this case using the New York State Courts E-filing system ("NYSCEF"), and
- 2) You are a Defendant/ Respondent (a party) in this case.

• **If you are represented by an attorney:**

Give this Notice to your attorney. (Attorneys: see "Information for Attorneys" pg.2).

• **If you are not represented by an attorney:**

**You will be served with all documents in paper and you must serve and file your documents in paper, unless you choose to participate in e-filing.**

**If you choose to participate in e-filing you must have access to a computer and a scanner or other device to convert documents into electronic format, a connection to the internet, and an e-mail address to receive service of documents.**

The **benefits of participating in e-filing** include:

- serving and filing your documents electronically
- free access to view and print your e-filed documents
- limiting your number of trips to the courthouse
- paying any court fees on-line (credit card needed)

**To register for e-filing or for more information about how e-filing works:**

- visit: <https://www.nycourts.gov/efile-unrepresented> or
- contact the Clerk's office or Help Center at the court where the case was filed.  
Court contact information can be found at [www.nycourts.gov](http://www.nycourts.gov)

To find legal information to help you represent yourself visit [www.nycourthelp.gov](http://www.nycourthelp.gov)

**Information for Attorneys**

An attorney representing a party who is served with this notice must either consent or decline consent to electronic filing and service through NYSCEF for this case.

Attorneys registered with NYSCEF may record their consent electronically in the manner provided at the NYSCEF site. Attorneys not registered with NYSCEF but intending to participate in e-filing, must first create a NYSCEF account and obtain a user ID and password prior to recording their consent by going to [www.nycourts.gov/efile](http://www.nycourts.gov/efile)

Attorneys declining to consent must file with the court and serve on all parties of record a declination of consent.

For additional information about electronic filing and to create a NYSCEF account, visit the NYSCEF website at [www.nycourts.gov/efile](http://www.nycourts.gov/efile) or contact the NYSCEF Resource Center (phone: 646-386-3033; email: [nyscef@nycourts.gov](mailto:nyscef@nycourts.gov)).

Dated: August 31, 2023

Cheryl E. Forchilli  
Forchilli Law, PLLC  
215 Thompson St. #164  
New York, NY 10012  
813.966.8466  
[cheryl@forchillilaw.com](mailto:cheryl@forchillilaw.com)

To:

James V. McDonald, M.D., M.P.H  
Commissioner, NYS Dept of Health  
Corning Tower, Empire State Plaza  
Albany NY, 12237

Sarah K. Lanzo  
Lockport City Clerk  
Lockport Municipal Bldg, One Locks Plaza  
Lockport, NY 14094



September 14, 2023

# City of Lockport, New York

Proposal for a comprehensive public works department  
assessment



September 14, 2023

Timothy Russo, Director of Finance  
City of Lockport  
*Submitted electronically*

Baker Tilly US, LLP  
66 Hudson Blvd E  
Suite 2200  
New York, NY 10001  
T: +1 (212) 697 6900  
bakertilly.com

Dear Mr. Russo:

This proposal marks the beginning of a relationship with Baker Tilly US, LLP (Baker Tilly). Based on our understanding of the City of Lockport’s (the City) needs and our operations assessment experience with public sector organizations, we are eager to assist and guide this initiative. Our proposal meets your request for proposal (RFP) requirements and describes our unique proposition to conduct a public works operations assessment that includes peer research data analysis and industry best practices to guide the City’s decision-making and resource allocation.

As one of the nation’s leading multi-disciplined professional services firms, serving the strategic needs of local government and organizations that support them is at the heart of what we do. Hundreds of towns, cities, counties, school districts and special districts rely on Baker Tilly to perform projects of all sizes which help them address their highest-priority challenges with clarity and precision. Our experience is substantial, our knowledge is deep, and our record of success in helping organizations like the City is verifiable.

Benefits of working with Baker Tilly include:

<p><b>The right firm</b></p> <p>The City will benefit from the qualifications, technology tools and resources of our top 10 accounting firm, delivered with personalized attention and responsive service.</p>	<p><b>The right experience</b></p> <p>We are structured around industry-specialized practice groups, allowing us to provide focused training and continuing education to our team. Our understanding of your industry, paired with targeted experience serving industry clients, will help you thrive now and as you evolve.</p>	<p><b>The right team</b></p> <p>Your handpicked team of Value Architects™ includes technical and industry-specialized team members who understand your operational requirements, challenges and opportunities. You will receive a tailored approach designed to meet your needs and exceed your expectations.</p>	<p><b>The right value</b></p> <p>We provide high-quality service for a fair and reasonable fee. Our significant level of partner and manager involvement translates into a responsive, efficient engagement and the ability to deliver value throughout the year.</p>
--	--	---	---

The City will be a valued client, and we will be personally involved in all aspects of our relationship, from planning through completion. Thank you for the opportunity to make tangible contributions to your success. Our team is excited to earn your trust, and we look forward to discussing your questions and feedback.

Sincerely,

Kate Crowley, Principal  
Baker Tilly US, LLP  
+1 (608) 240 6718 | [kate.crowley@bakertilly.com](mailto:kate.crowley@bakertilly.com)



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**Baker Tilly is responsive, interactive and produces the results they say they will. We are very pleased with the services they provide and consider Baker Tilly a leader among accounting and advisory firms.**

*Controller*



The information provided here is of a general nature and is not intended to address the specific circumstances of any individual or entity. In specific circumstances, the services of a professional should be sought. © 2023 Baker Tilly US, LLP.

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# Meeting your needs with our resources

*Our firm has the reputation, resources and reach to address the challenges you face — both now and in the future.*

## Offering our resources: Baker Tilly at a glance

We dedicate ourselves to delivering efficiency, quality, creativity, innovation and forward-thinking solutions to public sector clients. Baker Tilly is passionate about enhancing and protecting our clients' impact, which is a collective effort by everyone across our firm. **Our public sector team maintains a separate practice group of approximately 350 team members devoted to serving clients like you.** Below are some key facts about our firm and the resources we bring to your engagement.



**10th**

largest accounting firm in the U.S.



**6,700+**

team members



**600+**

partners



**1,800+**

Certified Public Accountants



**\$1.58B**

firm revenue in FY2023



**50+**

U.S. office locations



**250+**

workplace and culture awards

### COMPREHENSIVE EXPERIENCE TO SERVE YOU

*The City will receive support and guidance from a respected firm that continues to grow — as evidenced by INSIDE Public Accounting naming Baker Tilly as the 10th largest accounting firm in the United States on their [2023 IPA Top 100 list](#).*

## Celebrating more than 90 years serving our valued clients

As a future-looking firm, we celebrate more than 90 years of dedication to our clients by honoring our roots and continuing to shape our future. We embrace the fact that organizations can't stand still — and we won't stand still. As we help our clients identify new needs and opportunities, we continuously innovate and evolve to work better.

Our roots took hold in 1931 in Waterloo, Wisconsin, where we began as a public accounting firm specializing in canning factory audits. Since that time, we have grown with more than 40 different business combinations, each with its own rich history, expanding our presence coast to coast and globally and expanding our scope across industries, services and areas of expertise. One thing has not changed over time: our shared passion for supporting our clients in achieving their purpose.

As we reimagine our lasting impact, we remain grounded in our timeless core values. Through dedication, creativity and adaptability, Baker Tilly will continue to become more connected to our clients, our people, our communities and our profession.



## Public sector industry specialization

*Baker Tilly has served local governments since our establishment 92 years ago.*

State and local government is a complex, unique environment shaped by fiscal, regulatory and operational considerations not found in other industries. Recognizing this complexity and eager to serve as a true **Value Architect™** to the public sector, Baker Tilly formalized its dedicated public sector specialization more than 50 years ago.

**Public sector: Experience that matters**



The infographic features three icons: a group of people, a classical building with columns, and a map of the United States. Below each icon is a colored box with text: a dark blue box with '4,000+ public sector clients', a red box with '90+ years of industry experience', and a teal box with 'Serving clients nationwide'.

**4,000+ public sector clients**

**90+ years of industry experience**

**Serving clients nationwide**

**SUPPORTING STATE AND LOCAL GOVERNMENTS WITH SPECIALIZED EXPERTISE**

*The City will benefit from the insight Baker Tilly has gained from serving thousands of public sector clients across the United States.*

## Celebrating our recent combination with Management Partners



The fast pace of change in local government — from towns to cities to counties — is not slowing down. To continue serving and improving communities, local leaders need trusted consultants to help navigate change. Leading advisory CPA firm Baker Tilly answers by acquiring Management Partners, effective October 1, 2022.

This acquisition adds a unique and significant layer of experience to Baker Tilly's robust public sector practice. Your project team members are former local government leaders and managers stemming from all operational facets. They have nearly three decades of field-tested techniques and proven methodologies.

## Sharing a culture of values with the City to serve as the foundation of our lasting relationship

Our core values infuse our culture and drive the way we plan to work with the City. They are what we believe in and what we expect from each other. They guide our decisions, inspire our actions and impact how we do business. They are shorthand for what we stand for — and what we stand against. Our core values are fundamental and timeless and come to life through our own experiences and personal expression.

## MEETING YOUR NEEDS WITH OUR RESOURCES

These core values are highlighted below.



### **BELONGING**

We foster a deep level of mutual respect where each one of us feels seen, heard, valued and connected. We commit to a diverse and inclusive workplace upheld by fairness, compassion and equality.



### **COLLABORATION**

We are at our best when we work together. We build on our collective strength to achieve more than we can as individuals.



### **INTEGRITY**

We do the right thing, for the right reason, every day. Honesty, trust and keeping our promises are paramount to our success.



### **PASSION**

We put forth our best effort every day for the benefit of our people, clients and firm. There is a sense of urgency and relentless energy in everything we do. We love our profession and take great pride in it.



### **STEWARDSHIP**

We invest for the future with the intention of leaving everything better. We strive to make a positive difference and leave a proud legacy.

### **SHARED CULTURES, VALUES, PHILOSOPHIES AND GOALS**

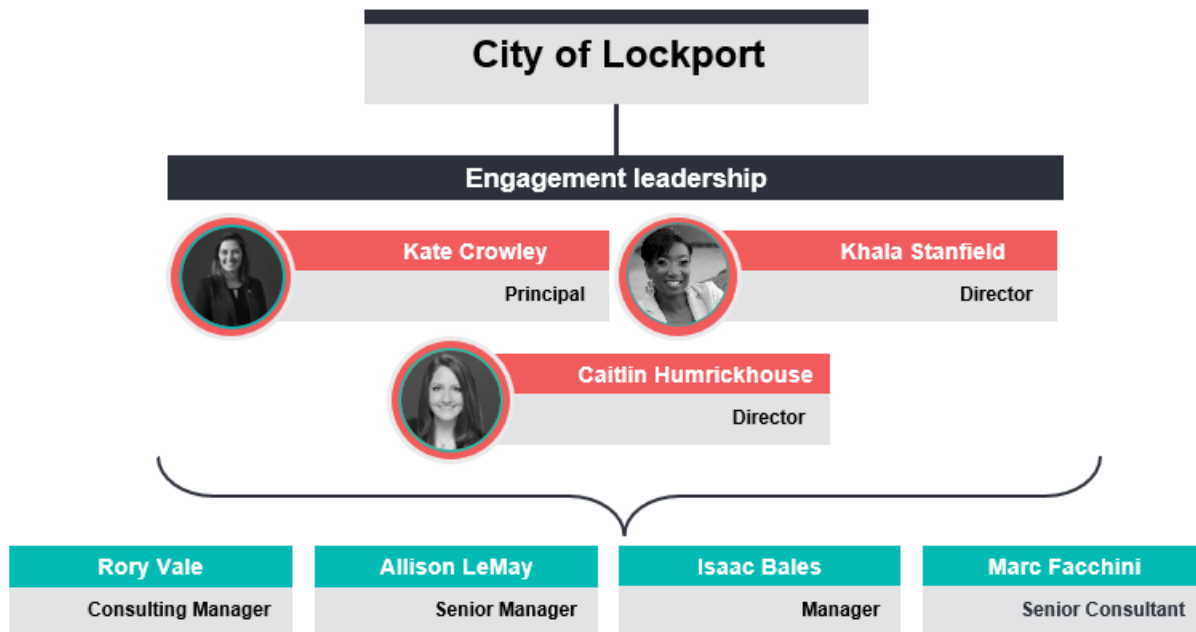
*The City and Baker Tilly have a strong cultural fit, and our commonalities will lay the foundation for trust, open communication, a seamless project approach and an enduring relationship.*

# Your Value Architects™

*The City of Lockport will work with a consistent team of Value Architects™ who understand your organization and can add value from day one. The combination of your engagement team's public sector experience and service knowledge translate into tangible results for the City.*

## Organizational structure

Please refer to the organizational chart below outlining the engagement team for the City.



## Aligning key engagement team members with your goals

Your handpicked team of professionals offers a collaborative focus supported by the breadth and depth of our firm's national resources. We believe in strong personal relationships, and this means a personal interest in the City from some of our most experienced team members. Engagement team members are introduced below, and complete resumes are available in **Appendix A**.

INTENTIONALLY SELECTED ENGAGEMENT TEAM FOR THE CITY

*Engagement leadership*



**Kate Crowley — Principal**

**Role: *Principal-in-charge***

Kate leads Baker Tilly’s public sector advisory practice and has spent her career helping local governments achieve success in internal operations projects, strategize around organizational goals and economic development and bring together diverse groups of stakeholders to reach consensus around pivotal organizational decisions. She will serve as a relationship manager for the City to ensure all expectations are met or exceeded.



**Khala Stanfield, MBA — Director**

**Role: *Project Lead***

Khala has more than a decade of experience leading strategy, performance measurement and process improvement projects in the public sector. She achieves large scale organizational growth and transformation by facilitating strategic planning processes, conducting qualitative analysis and industry related research for identifying strategy portfolios and developing fact-based recommendations for senior management to enable critical decisions.

Khala most recently worked for the City of Glendale, AZ as the Director of Organizational Performance where she championed the development and implementation of a citywide strategic plan and balanced scorecard across 19 departments. Khala is also lean six sigma black belt certified. She will serve as a relationship manager for the City to ensure all expectations are met or exceeded.



**Caitlin Humrickhouse, MPA, SWP — Director**

**Role: *Project Lead***

Caitlin has more than 10 years of experience providing management consulting services with a focus on resource optimization, assisting governmental entities in their efforts to ensure the resources available (people, processes and technology) are aligned with organizational strategy. She leads Baker Tilly’s Public Sector Management consulting team and will serve as a relationship manager for the City to ensure all expectations are met or exceeded.



**Rory Vale, MPA — Consulting Manager**

**Role: *Senior Project Manager***




Rory is a consulting manager with more than a decade of progressive public sector and consulting experience. He provides management consulting services to government clients with a focus on operational improvement, strategy implementation and change management for large scale initiatives.

Rory joined Baker Tilly in 2019. Prior to that Rory served as a finance director for the Indiana Department of Transportation, where he led a statewide district finance re-organization, including the modernization and implementation of new job descriptions, roles and responsibilities statewide.

Rory holds a Master of Public Administration, is a Six Sigma Green Belt and holds a certificate in supervisory development from the University of Notre Dame.



**INTENTIONALLY SELECTED ENGAGEMENT TEAM FOR THE CITY**

	<p><b>Allison LeMay, MPA, PSHRA-CP — Senior Manager</b></p> <p><b>Role: Senior Manager</b></p> <p>Allison brings a deep understanding of public sector needs with 15 years of experience in organization and operational assessments, strategic planning and human capital management in the public utility and local government sector.</p> <p>Allison serves on the Board for the Central Regions Public Sector Human Resources Association through which she has public sector HR certification. Allison will provide project oversight, participate in project meetings, and support project deliverable development.</p>
	<p><b>Isaac Bale, PSHRA-CP — Manager</b></p> <p><b>Role: Project Manager</b></p> <p>Isaac provides a variety of services to his public sector clients, including internal audit and risk consulting, business process reviews, organizational and operational assessments, financing feasibilities, and bond issuance services. He has experience conducting business process reviews designed to identify opportunities to improve efficiency and effectiveness of operations, enhance internal controls and align with industry best practices. Additionally, he assists local governments and public sector organizations with execution of business grant programs. His clients include local governments, public utilities, and other public sector organizations. Isaac will serve as the primary point of contact for the City and the project manager to ensure the project is delivered on time and within the agreed upon budget.</p>
	<p><b>Marc Facchini, MPA — Senior Consultant</b></p> <p><b>Role: Strategy Consultant</b></p> <p>Marc will serve as a strategy consultant on this project. He focuses his consulting practice on various aspects of government, joining Baker Tilly with several years of Public Works experience with the Village of Lincolnshire Illinois and with the City Manager's Office for the City of Highland Park Illinois, and a Master of Public Administration. A senior consultant on the public sector management consulting team, Marc is well versed with public sector human resources best practices. Marc specializes in providing various comprehensive solutions for public sector clients, including staffing assessments, budgeting, contractual services, capital improvement planning and many others. Marc will assist with staff interviews, general research, report development and data analysis.</p>

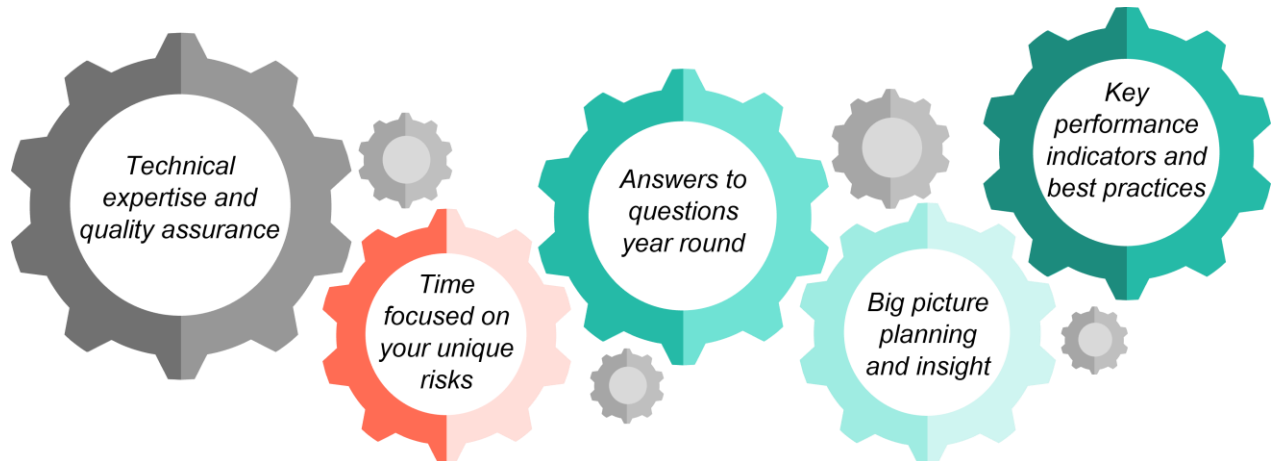
**THE CITY WILL RECEIVE TANGIBLE RESULTS WITH BAKER TILLY**

*All engagement team members are committed to the City's success. Their industry experience and service expertise translate into tangible results for the City.*

**Building trust and maximizing value with significant team member involvement**

Your experienced engagement team members will be responsive to your needs, quickly resolve challenges and build trust. You can expect to receive technical insights and an approach customized to your unique structure, culture, timing and strategic goals.

We are ready to serve you when you need us, where you need us and for as long as you need us. Whether it is an early-morning phone call or late-night email, we are here to give you peace of mind when it comes to financial reporting. The graphic below details how we will build trust and maximize value with the City.



### COLLABORATING WITH YOU AS YOUR TRUSTED VALUE ARCHITECT™

*Your partners and managers will be deeply involved in the engagement to give them an in-depth working knowledge of your organizational review and processes to deliver value throughout the year.*

## Creating an engaging culture to offer a consistent public sector team that will serve you for many years

**We view our commitment to staff continuity as the cornerstone of building a lasting relationship with the City. You can expect to see the same engagement team members every year and avoid the time and cost of onboarding a new team.**

Exceptional professionals thrive at Baker Tilly because we foster an engaging culture through diversity and inclusion, work-life balance, continuous learning opportunities, career advancement and employee recognition. As evidence of our team member-focused culture, Baker Tilly proudly presents a variety of recognitions and awards.



EVIDENCE OF OUR TEAM MEMBER-FOCUSED CULTURE AND COMMITMENT TO EXCELLENCE

Baker Tilly was included in **People Magazine's 2023 Companies That Care** list, which recognizes companies who put their employees and communities first



Recognized as **one of America's Best Large Employers** in 2021 and 2022 by Forbes



Received 250+ culture awards and workplace recognitions firmwide



Ranked as a **top 10 accounting and advisory firm** for workplace prestige and quality on Vault Accounting's Accounting 50 list; **culture** is the number one reason that team members join our ranks and stay at our firm



Baker Tilly has again been certified as one of the **Best Workplaces in Consulting and Professional Services** – one of only 25 companies recognized on this list



ADVANCING AN ENGAGING CULTURE

*Our commitment to attracting and retaining a top-quality workforce benefits the City through engaged team members and staff continuity.*

---

# Service approach

*Our relationship-driven approach is powered by technology and led by partners and managers who deliver a cost-effective, quality engagement for the City of Lockport. We will deliver operation solutions that address the public sector's underlying complexities and your unique opportunities.*

## A proven approach

The primary objective of our work will be to assist the City in conducting an operations and management assessment, in context of the organization and operational strategic priorities of the City and Public Works Department, including:

- **Organization** — Review roles and responsibilities and function alignment in the Department.
- **Operations** — Review key business processes for efficiency and effectiveness, key operating metrics against industry standards and service and program staffing coordination. Benchmark services, metrics, technology usage and in-house vs. outsourced operations to similar jurisdictions.
- **Strategic priorities** — Review resource allocation for City programs to capital improvement plans and strategic plans to identify service gaps, improvements and strengths to best serve the community.

## Project scope and approach

Our approach is designed to facilitate and encourage input and collaboration from management and staff while also relying on our understanding of the public works operations. Baker Tilly's project approach involves four (4) components:

- **Project planning** — During this phase, Baker Tilly will conduct a kick-off meeting, refine, and finalize the project plan, schedule status meetings, notify stakeholders of the project objectives and confirm project logistics.
- **Information gathering** — During this phase, Baker Tilly will request and review policies and procedures, process documentation, financial/capital planning reports, organizational charts, job descriptions and other pertinent information. Baker Tilly will also conduct interviews with management and key stakeholders.
- **Qualitative and quantitate analysis** — During this phase, Baker Tilly will review process efficiency, key performance metrics, operating metrics, service delivery scope, and comparisons with similar jurisdictions.
- **Reporting** — Baker Tilly will prepare a detailed report, including administrative strengths and recommendations for improvement with a multi-year implementation roadmap.

### Phase 1 — Project planning

*This step includes those tasks necessary to solidify mutual understanding of the project scope, objectives, deliverables and timing, as well as ensuring that appropriate client and consultant resources are available and well-coordinated.*

### Task 1.1 — Confirm scope, objectives and timing

This task includes a pre-study planning and coordination meeting with the project sponsors to confirm scope and timeline. The following subtasks will be completed:

- **Finalize project design** — The first activity will be to:
  - Identify communication channels and reporting relationships and responsibilities of project staff
  - Assign key responsibilities
  - Review and confirm study timelines
  - Review and confirm products to be delivered including expectations regarding the form and level of detail, and scope of work.
  - Review and confirm the timing and format for project status meetings
- **Review work plan** — The proposal objectives, scope and approach will be reviewed as well as consultant assignments and specific schedules for the project tasks. We will also prepare an "Information Request" listing key documents to be collected and will identify individuals for interviews.
- **Arrange logistics/administrative support** — Matters to be addressed include schedules for interviews and data collection, workspace and support requirements, specific dates for status reports and meetings, contact persons in the departments, any remaining contractual matters, etc.

### Phase 2 — Information gathering

*After the project is fully mobilized, the Baker Tilly Team applies its experience, knowledge and skill to discover and document the current state of the operations and functions.*

### Task 2.1 — Initial data collection

The purpose of this task is to collect all information needed to evaluate the operations and function alignment to be reviewed in this study. Information collection techniques will include interviews, document accumulation and consultant observations.

- **Obtain and analyze the background information** — This will include issuing a formal information request which may include, but is not limited to, a review of the following:
  - Procedural documentation and process documentation
  - City of Lockport Strategic Plan
  - City of Lockport Capital Improvement Plan
  - Emergency response plan
  - Public Works Department budget and historical operating expenses for the past three years
  - Detailed Public Works Department organization chart to the lowest level of detail including authorized, filled and vacant budgeted positions
  - Position descriptions and functional assignments for staff in the Public Works Department
  - Adopted mission, goals, objectives, performance standards, etc. for the Public Works Department
  - Listing of key technology systems employed
  - List of physical assets maintained (miles of streets, miles of sewers, number and types of equipment, square feet of buildings, acres of external spaces, etc.)
  - To the extent available, current workload and workload trend information
  - Operating statistics and other information systems reports
  - List of services provided by external vendors and community engagement partners used by public works for the past three years
  - Other relevant information

### Task 2.2 — Conduct interviews and walkthroughs

In this task, we will conduct up to five focus group discussions (estimated 2 hours per meeting) with operational crews from Public Works and up to seven meetings (estimated 1 hour per meeting) with department leaders.

- Interviews with the Public Works Department leaders, key management and staff will cover such key topics as the following:
  - Organizational structure
  - Staffing functions performed and common skills and training requirements across divisions
  - Principal business processes and practices, including operational redundancies and service gaps
  - Available staff, training and technology resources
  - Supporting technologies (including Excel or paper-based systems)
  - Operational strengths and weaknesses
  - Issues, constraints and opportunities to improve business performance
  - Internal communications and coordination across divisions
  - Service levels and deployment with associated target performance indicators
  - Future program and service goals and priorities
  - Resource allocation alignment with City priorities
  - GIS usage for asset management
  - Methodology for depreciating assets
  - Balancing planned capital improvements and maintenance work orders
  - Technology, policy and operations enablement for effective emergency response plan
  - Environmental compliance reporting and tracking

### Task 2.3 — Develop initial observations

In this task, we will develop and deliver initial observations made during the interviews and focus groups and meet with project sponsors to discuss and solicit feedback. The initial observations will identify potential staffing needs in context of information gathered from the data request review, service gaps, operational challenges and future service initiatives.

## Phase 3 — Analyze

*In this step we will critically analyze the operations of the Public Works Department.*

### Task 3.1 — Research best practices

- Identify up to five comparable agencies from which to gather and analyze benchmark data, best practices and innovation data
  - This will include a survey to be sent to the five benchmark organizations. The goal of the survey is to get a clear understanding of peer public works departments':
    - Staffing levels relative to operating volume
    - Services and programs
    - Comparable operating statistics (e.g., road miles maintained, pipe miles maintained, technology usage, maintenance units, outsourced functions, vendor usage, etc.)
- Research industry standards from our internal database of best practices, as well as published sources such as the applicable chapters in the American Public Works Association Management Practices Manual

- Analyze customer services for equitable distribution of services throughout the City of Lockport, referencing sources such as the Government Alliance on Race and Equity (GARE)

### Task 3.2 — Conduct organizational analysis

The detailed analysis phase will form the key part of our review process and recommendations for improvement. These will include specific recommendations for the following as appropriate:

- Management practices and business processes:
  - Strategic and operational planning needs to meet City goals
  - Performance metric goals and process changes to meet goals
  - Improvement and gaps in technology system usage and integration
  - Adoption of industry best practices including benchmarking performance metrics
  - Business operation redundancies development for improved business continuity
  - Customer service operation process improvements
  - Process improvement opportunities
- Organization and staffing analysis:
  - Organization structure function alignment and comparable staffing skills for increased operational efficiency
  - Opportunities for increased vendor usage or retaining functions within the City
  - Position or function gaps with associated division alignment

## Phase 4 — Reporting

***Baker Tilly's consulting team operates under the principle of "no surprises." We make no final recommendations without our client's active involvement and input. While always maintaining our independence and objectivity, we have built-in feedback loops to ensure that we have our facts straight and that both the consulting team and the client understand the ramifications of our recommendations and proposed solutions to identified challenges.***

### Task 4.1 — Prepare and review a draft report of observations and recommendations

- Baker Tilly will prepare a draft study of the consulting team's observations and recommendations, which may include:
  - Opportunities to improve operations through improved policies and practices
  - Assessment of staffing function alignment for improved operating redundancies or efficiencies
  - Service delivery and operating objective performance metrics
  - Recommend future process improvements to maximize efficiency and prepare for future service needs, workforce transitions, and industry changes
  - Implementation action plans for both short-term and long-range activities
  - Present the draft study to management and hold a discussion of the draft findings and conclusions to solicit and incorporate feedback.

### Task 4.2 — Prepare final report of observations and recommendations for implementation

We will present a final report (remote) to the project sponsors on our observations, including all recommendations for implementation and change management. At the City's request, your Baker Tilly team can also provide an in-person Council presentation of the final report.

**Co-developing a timeline to meet the City’s deadlines**

The project timeline for the completion of the assessment within six months provided that all necessary information is made available to us promptly and that the necessary City participants are available for interviews, focus groups, progress meetings and deliverable reviews, as needed.

Assessment project phases	OCT	NOV	DEC	JAN	FEB	MAR
<b>Phase 1 — Project planning</b>	█	█				
Task 1.1 — Confirm scope, objectives, timing	█	█				
<b>Phase 2 — Information gathering</b>		█	█			
Task 2.1 — Initial data collection		█				
Task 2.2 — Conduct interview/walkthroughs		█	█			
<b>Phase 3 — Analyze</b>			█	█		
Task 3.1 — Research best practices			█			
Task 3.2 — Conduct organizational analysis			█	█		
<b>Phase 4 — Reporting</b>				█	█	█
Task 4.1 — Prepare/review draft report				█	█	
Task 4.2 — Prepare final report						█

**COMMITMENT TO SUCCESSFULLY DELIVER SERVICES TO MEET THE CITY’S REQUIREMENTS**

*The City’s time is valuable. We will co-develop a timeline to provide the City services on time or ahead of schedule.*

# Valuable perspectives

*We are always happy to provide references because it is important for you to talk with the organizations we serve. Our similar client base equals experience-derived insights for the City of Lockport.*

## Demonstrating successful relationships with similar clients

We encourage you to connect with the clients below to learn more about the value of their relationship with Baker Tilly. Each client will offer a different perspective as you consider your own needs.

CITY OF BEDFORD, TEXAS			
<b>Name</b>	Jimmy Stathatos	<b>Title</b>	City Manager
<b>Phone</b>	+1 (817) 952 2109	<b>Email</b>	<a href="mailto:jimmy.stathatos@bedfordtx.gov">jimmy.stathatos@bedfordtx.gov</a>
<b>Address</b>	2000 Forest Ridge Drive, Bedford, TX 76201		
<b>Services</b>	Comprehensive organization and management assessment of the Public Works Department.		

CITY OF CARMEL, INDIANA			
<b>Name</b>	Matthew Higginbotham	<b>Title</b>	Street Commissioner
<b>Phone</b>	+1 (317) 733 2001	<b>Email</b>	<a href="mailto:jhigginbotham@carmel.in.gov">jhigginbotham@carmel.in.gov</a>
<b>Address</b>	One Civic Square, Carmel, IN 46032		
<b>Services</b>	Reviewed the organization, operations and financial performance of the Streets Department, which resulted in a comprehensive approach to properly restructure the organization based on current operational needs and effectively position the department to plan for future service needs of the City.		

TOWN OF APEX, NORTH CAROLINA			
<b>Name</b>	Mary Beth Manville	<b>Title</b>	Human Resources Director
<b>Phone</b>	+1 (919) 249 3307	<b>Email</b>	<a href="mailto:marybeth.manville@apexnc.org">marybeth.manville@apexnc.org</a>
<b>Address</b>	73 Hunter Street, Apex, NC 27502		
<b>Services</b>	Town-wide organizational structure study (including public works) and classification and compensation study. Change management services and performance management restructure.		



CITY OF PACIFICA, CALIFORNIA			
<b>Name</b>	Kevin Woodhouse	<b>Title</b>	City Manager
<b>Phone</b>	+1 (650) 738 7409	<b>Email</b>	<a href="mailto:woodhousek@ci.pacifica.ca.us">woodhousek@ci.pacifica.ca.us</a>
<b>Address</b>	170 Santa Maria Avenue, Pacifica, CA 94404		
<b>Services</b>	Detailed review of Public Works Department operations that focused on providing unifying leadership and a clear sense of the department’s strategic direction, including review of internal communication, team building, succession planning, performance measurement, training and improving technology.		

GREEN BAY WATER, WISCONSIN			
<b>Name</b>	Nancy Quirk	<b>Title</b>	General Manager
<b>Phone</b>	+1 (920) 448 3499	<b>Email</b>	<a href="mailto:nancy.quirk@greenbaywi.gov">nancy.quirk@greenbaywi.gov</a>
<b>Address</b>	631 S. Adams Street, Green Bay, WI 54301		
<b>Services</b>	Succession planning, including operations review to identify critical positions for business continuity and emergency response effectiveness		

**PROVIDING VALUABLE PERSPECTIVES FROM CURRENT CLIENTS**

*At Baker Tilly, relationships matter. Our team has a record of successfully enhancing and protecting similar clients’ goals — resulting in experience-based insights for the City.*

**Relevant project experience**

The following summaries describe some of the similar projects conducted within the past five years for which Baker Tilly has provided management and organizational assessment services.

City of Bedford, Texas	
<i>Public works and finance department organizational structure and operations assessment</i>	
<b>Client’s need</b>	The City of Bedford, Texas (population 48,500) is a proud and vibrant community in the heart of Texas. The new City Manager wanted a deeper understanding of the Public Works and Finance operations to assess operational efficiency and effectiveness, management practices, and organizational structure and staffing needs.
<b>Solution</b>	Baker Tilly assembled a team of public sector management consultants with over 70 years of combined experience in municipal business operations to perform confidential meetings with all levels of employees throughout the departments. The project team collected operating data and industry benchmarks to analyze staffing levels needed to meet goals and assessed gaps in best practices related to employee management.
<b>Results</b>	The Baker Tilly team made recommendations for the Public Works Department related to root cause challenges of organizational climate and culture, staff training and development, and employee attrition and absenteeism. The Finance Department recommendations focused on aligning job titles with responsibilities, work culture and strategic visioning, technology usage and staff training needs. For each department, Baker Tilly recommended staffing levels and a department reorganization structure to better meet service needs with a multi-year roadmap to phase-in implementation.



## VALUABLE PERSPECTIVES

### City of Bedford, Texas *Public works and finance department organizational structure and operations assessment*

<b>Key personnel</b>	Kate Crowley provided engagement leadership. Allison LeMay served as the project manager for the City of Bedford.
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### Town of Apex, North Carolina *Town-wide organizational structure assessment*

<b>Client's need</b>	The Town of Apex, North Carolina's population more than doubled in a decade to 71,000 (2022) and was expected to increase its population by another fifty percent. Throughout the rapid growth, the Town reactively added new programs and functions without the time to assess if their existing structure met the needs of a larger population. The new Town Manager wanted to restructure departments to increase proactive citizen engagement, align functions and programs within departments, and build resources for leadership to guide strategic priorities.
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<b>Solution</b>	Baker Tilly assembled a team of public sector management consultants experienced in municipal business operations, human capital management, utility operations, public works and public safety to perform meetings with directors and managers to identify unmet current needs, staffing needs, and future functional needs. The project team collected comparative organizational structures from peer communities and industry benchmark data to help the Town identify a structure that accommodated future increases in staff, expansion of existing services, function alignment, and introduction of new services.
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<b>Results</b>	The Baker Tilly team created a Deputy Town Manager of Performance and Strategy position with internal services departments reporting to the position that broadly influenced strategic priorities. Functions across departments were moved to better align all operations departments to the newly titled Assistant Town Manager of Development and Operations. The newly titled Assistant Town Manager of Community and Safety oversaw public safety, parks and recreation and a newly created Community and Neighborhood Connections Department to structurally align proactive citizen engagement. Concurrent with the organization structure assessment Baker Tilly executed a classification and compensation study then helped the Town align their performance management program with newly developed knowledge, skills and abilities to integrate hiring criteria from the job descriptions with performance reviews and advancement opportunities.
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<b>Key personnel</b>	Allison LeMay served as the senior project manager and Isaac Bales served as the project manager.
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### Green Bay Water Utility *Succession planning services*

<b>Client's need</b>	Green Bay (population 106,000) provides service to more than 107,000 drinking water customers in the city. Green Bay Water currently employs 64 full-time and temporary individuals. Due to the nature of the industry, Green Bay requires a highly skilled staff to fulfill the mission to provide a reliable, high-quality drinking water supply with exceptional customer service and value. Green Bay Water sought services to develop and implement a workforce succession plan to best enable business continuity to serve its water customers
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**Green Bay Water Utility**  
*Succession planning services*

<b>Solution</b>	Baker Tilly assembled a team of public sector management consultants experienced in human capital management to identify critical positions across Green Bay vital to achieving strategic success to carry out the Green Bay’s mission, prioritizing those positions and departments for workforce succession planning, reviewing and updating critical core competencies informing Green Bay of training needs, creating a methodology for the development of an internal talent pool of candidates, and developing an implementation plan.
<b>Results</b>	Green Bay Water and Baker Tilly established a list of high-impact positions, including entry-level positions not originally on the Utility’s radar to prioritize and implement talent pipeline development trainings focused on skills and qualification gaps. Conversations between the Utility and Baker Tilly narrowed a long list of positions important to the Utility’s operations to a more digestible and targeted list of high-impact positions for the Utility to prioritize. Baker Tilly provided training and implementation materials to help evaluate and prepare high-performing staff for potential promotion to become organizational leaders in all areas of the utility: Administration, Operations, Water Quality and the Business Office. Green Bay Water will use the implementation plan to continue developing its internal talent pool and maintain accurate information for core job requirements for high-impact positions and best prepare staff for potential promotion following retirements.
<b>Key personnel</b>	Kate Crowley and Caitlin Humrickhouse provided engagement leadership. Allison LeMay served as the senior project manager and Marc Facchini served as the senior consultant.

**City of Carmel, Indiana**  
*Streets Department Operational Audit*

<b>Client’s need</b>	The City of Carmel, Indiana (population 102,000) partnered with Baker Tilly to perform an operational review of the City’s Streets Department. Our task was to conduct an evaluation of the Street Department’s span of controls, roles and responsibilities, organizational culture, key business processes and key performance measures with the overall objective of identifying areas for improvement. Project tasks included reviewing aspects of the Department such as the structure, cost, workload, staffing, equipment, service demand, performance management, and other factors to identify opportunities to improve productivity and enhance effectiveness.
<b>Solution</b>	Baker Tilly conducted individual meetings across division leaders of the Streets Department, and focus group discussions among operations staff to complete a comprehensive department wide assessment and make recommendations for organizational and process enhancements.

**City of Carmel, Indiana**  
*Streets Department Operational Audit*

<b>Results</b>	Baker Tilly concluded that the operations and organizational structure of the Streets Department is no longer suitable to meet the challenges the Department experiences. Baker Tilly recommended the Streets Department to restructure and make staffing modifications to add structure and direct lines of reporting reflective of current operations. Create additional positions such as Equipment Operators to provide opportunity for staff to advance their careers and expand administrative functions to alleviate work completed by operations personnel such as quality control inspections. Baker Tilly also recommended the City develop a robust policies and procedures handbook to administratively codify the procedural duties of the department and eliminate confusion regarding duties, responsibilities, procedures, and priorities.
<b>Key personnel</b>	Kate Crowley and Caitlin Humrickhouse provided engagement leadership. Marc Facchini served as the senior consultant.

**Virgin Islands Water and Power Authority**  
*Employee retention and experience and succession planning*

<b>Client's need</b>	The Virgin Islands Water and Power Authority procured the services of Baker Tilly to complete an Authority-wide Organizational Assessment and classification and compensation study, followed by the development and implementation of a succession planning program. The focus of the Organizational Assessment was to evaluate the current organizational structure, staffing levels and operational efficiencies and provide alternative options to the Authority related to future staffing, operational approach restructure, and high priority process improvement in context of significant budget and geographic talent management sourcing constraints.
<b>Solution</b>	<p>Baker Tilly conducted comprehensive individual meetings across all departments and staff levels and held meetings with City staff and reviewed documentation to pinpoint functions to move or consolidate to operate more efficiently. Baker Tilly was able to provide the Authority with areas to dedicate Human Resources staff resources to meet recruitment, training, performance management and development needs to align with the Authority's high priority goals.</p> <p>Furthermore, Baker Tilly conducted a comprehensive compensation and classification study, navigating both geographical constraints and union relationships. Jobs were evaluated and matched using Baker Tilly's SAFE system and a full market study was conducted. Baker Tilly also refined and updated job descriptions as part of the process.</p> <p>The succession program design is currently underway. To-date, Baker Tilly has met with staff across the organization to define critical positions, develop competencies for those position, and conduct an internal scan for potential succession candidates. We are currently in the process of developing a training and development plan for the Authority to implement.</p>

**Virgin Islands Water and Power Authority**  
*Employee retention and experience and succession planning*

<b>Results</b>	<p>Baker Tilly provided the Authority with recommendations to restructure multiple departments in context of their future state goals, provided an overtime staffing analysis for select departments, and conducted a collective bargaining unit benchmark to aid in the upcoming contract negotiations. Title changes and new positions were recommended to help the Authority transition from manual, paper-based processes to better utilize existing technology and transition data entry and analysis ownership to department personnel. Most recently, Baker Tilly has been engaged to assist the Authority with succession planning.</p> <p>As part of the classification and compensation study, Baker Tilly designed a compensation philosophy, conducted a market study and designed a new pay plan for the Authority. The succession planning program is in the process of being finalized.</p>
<b>Key personnel</b>	<p>Kate Crowley and Caitlin Humrickhouse provided engagement leadership. Allison LeMay served as the senior project manager.</p>

# Cost proposal

*Value means more than simply checking boxes and meeting your requirements. Value means delivering service that leads to meaningful insight, improved efficiency and the availability of more resources to achieve the City of Lockport’s mission.*

## Value for fees

Costs are important to the City, just as they are to Baker Tilly. We have carefully prepared this project budget based on our understanding of your requirements and relying on our extensive experience in completing similar projects in comparable communities across the United States. If, however, our project plan and budget do not align with your expectations, we will be happy to review and adjust both to achieve an appropriate balance between your desired results and consulting fees.

Baker Tilly proposes to complete the public works assessment as described herein for a fixed professional services fee of \$51,000. In addition to the fixed professional services fee, the City will reimburse Baker Tilly for the direct, project-related expenses for items such as on-site travel for interviews and Council meetings at a maximum of \$4,500 for a total project cost of **\$55,500**. Reimbursable expenses will be invoiced for the actual costs without markup for profit or overhead allocations.

PHASES	FEEES (with travel)
Project initiation	\$7,000
Data collection	\$17,000
Current state staffing analysis and workload evaluation	\$12,000
Reporting and strategic plan	\$15,000
Travel (optional)	\$4,500
<b>Total</b>	<b>\$55,500</b>

## Assumptions

We have based our pricing plan on the assumptions detailed below. Should any of these change during the engagement, we will bring the matter to the City’s attention immediately and prepare a change order detailing the new requirements and corresponding budget impact. We will not undertake additional work without the City’s written approval.

Baker Tilly assumes the following when considering the costs and timeline associated with performing these services:

- Adequate support, preparedness and cooperation from the City’s management
- The City will designate project sponsors that will work to eliminate or minimize biased opinions from all resources provided to Baker Tilly
- The City will appoint a project liaison to coordinate with the Baker Tilly project manager on resource and information needs

- Baker Tilly will have access to and be provided with electronic or other readily available data which requires no significant data manipulation
- When in need of data, information and records, Baker Tilly consultants will make formal data requests and provide the City with sufficient time to respond
- Appropriate staff and officials will be available per the agreed-to schedules and key stakeholders will be available for activities such as functional interviews and status updates
- Baker Tilly will conduct a total of five employee focus groups and seven one on one meetings with City and/or department leaders
- Information will be provided within the specified timeframes and in an electronic format, with minimal manipulation required
- The City will provide resources to assist with coordination activities such as scheduling, gathering contact information and securing project team space and technical resources
- The City will, at its own cost, make arrangements for meeting and workshop venues as needed, audio visual support, food and beverage service and other related items
- No significant changes in scope

### Supporting you with our value-for-fees approach

We will provide the highest quality service for a fair and reasonable fee. Below is an overview of our value-for-fees approach and how it benefits you.

 <p>A team that works with a similar client base and is ready to lead a professional and collaborative engagement</p>	 <p>Frequent check-ins and timely responses to your inquiries</p>	 <p>Controlled costs through a service approach designed for your organization; no surprise billing or add-on charges</p>	 <p>Knowledge retention through a commitment to staff continuity</p>	 <p>Proactive ideas and industry insight shared year-round via complimentary articles, toolkits, webinars, e-books, alerts, whitepapers and newsletters</p>
 <p>Support from the full breadth and depth of Baker Tilly's resources across the U.S. and around the world</p>	 <p>Practical, flexible and collaborative approach designed for your unique needs</p>	 <p>Full range of service solutions to grow with your needs</p>	 <p>Use of innovative technology and software tools to support real-time communication, efficiencies and compliance</p>	 <p>High level of experienced partner and manager involvement for a big-picture perspective</p>

**COMMITMENT TO VALUE FOR FEES**

*The City can expect exceptional service paired with a fair, competitive fee arrangement that allows us to deliver continuous value throughout our relationship.*



# Appendix A: Resumes

PRINCIPAL

# Kate Crowley

*Kate Crowley, principal with Baker Tilly, has been with the firm since 2009.*



## **Baker Tilly US, LLP**

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## **Education**

Master of Urban Planning  
University of Illinois at Urbana-  
Champaign

Bachelor of Science in economics  
University of Wisconsin – Madison

Registered Municipal Advisor with  
the Securities  
and Exchange Commission

Kate leads Baker Tilly's Public Sector Advisory practice and is a principal in the firm's project finance practice, providing comprehensive project finance solutions for public-private partnerships (P3) and economic development initiatives. These services include strategic planning and economic impact analysis, tax credit and incentives analysis and negotiation, and creative financing and funding solutions.

## **Specific experience**

- Leads the firm's Public Sector Advisory practice, overseeing a diverse and talented team of financial, operational, risk and municipal advisory professionals
- Performs financial analysis of public-private partnerships (P3) and economic development initiatives to optimize available project financing options
- Structures incentives and tax credit programs that impact growth and development initiatives
- Provides application and feasibility reviews for federal and state tax credit, financing and funding programs
- Develops tax increment financing (TIF) strategies and projections, creates TIF districts and consults on redevelopment and TIF agreements
- Formerly served as an economic development consultant to public sector and not-for-profit agencies
- Formerly worked as a project manager for a private development firm

## **Industry involvement**

- Industrial Asset Management Council
- Council of Development Finance Agencies
- Wisconsin Economic Development Association
- Financial Industry Regulatory Authority (FINRA) – Series 24, 63, 50, 54 and 79 Securities Licenses



**DIRECTOR**

# Caitlin M. Humrickhouse, MPA, SWP

*Caitlin Humrickhouse, director with Baker Tilly's public sector advisory practice, has been with the firm since 2012.*



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## Education

Master of Public Administration with concentration in financial management  
University of Illinois at Chicago

Bachelor of International Business  
Bachelor of Spanish  
University of Illinois at Urbana-Champaign

Caitlin is a Strategic Workforce Planner with a deep understanding of succession planning and strategic human capital management. Caitlin's other areas of expertise include benchmarking, organizational redesign and system needs assessment and selection. Prior to joining the firm, she worked at the University of Illinois at Chicago performing program and market analyses for an online education unit.

## Specific experience

- Provides management consulting services with a focus on resource optimization, assisting governmental entities in their efforts to ensure the resources available (people, processes and technology) are utilized in the most efficient manner
- Reviews and redesigns core business processes to enhance internal controls, align with industry best practices, leverage available technology and create efficiencies
- Performs organizational structure analyses for local governments, examining the current state versus the future optimal state of job functions and departments
- Offers technology needs assessment and system selection services to help organizations achieve strategic goals by leveraging technology
- Prepares organizations to be sustainable and resilient in the face of workforce challenges and fiscal pressure through the application of operational and organizational reviews, succession planning and technology implementation

## Thought leadership

- "Cell phone policies: how to reduce risk," ICMA webinar, 2017
- "Creating a sustainable organization: the intersection of finance, technology and human capital," Baker Tilly webinar, 2017
- "Cybersecurity: guarding your organization's assets against attack," Baker Tilly webinar, 2017
- "Enterprise resources planning system selection best practices," American Public Power Association (APPA), 2017 (co-author)
- "Remote workplaces: leveraging technology and developing infrastructure," ICMA webinar, 2017
- "Risks and considerations for ERP systems implementations," IIA Southern Regional Conference, 2017

## Continuing professional education

Strategic Workforce Planner, Human Capital Institute

## CONSULTING MANAGER

# Rory Vale, MPA

*Rory Vale is a consulting manager with Baker Tilly's public sector practice.*



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## Education

Master of Public Affairs  
Certificate in nonprofit leadership  
O'Neill School of Public and  
Environmental Affairs - Indiana  
University

Bachelor of Science  
Central Michigan University

Certificate in supervisory  
development  
Mendoza College of Business -  
University of Notre Dame

Rory specializes in government and not-for-profit management. He joined Baker Tilly with more than six years of prior industry experience, including two as a government finance executive.

Rory has served as a finance director for the Indiana Department of Transportation, managing nearly \$100 million dollars in public procurements and nearly \$1 billion dollars in construction contracts annually.

He previously worked for a multinational not-for-profit organization in Chicago where he served as a member of the founding operations and program team for a first-of-its-kind summer training institute. He subsequently led the strategy, talent and operations for the organization's charter expansion into the Northwest.

## Specific experience

- Performs operational and organizational reviews
- Leads organizational and systems change management
- Provides organizational and operational policy audits
- Manages public policy creation and implementation
- Scopes, designs and leads professional training
- Performs S.W.O.T. analyses for governmental and not-for-profit entities
- Manages financial system implementations
- Provides Governmental Accounting Standards Board (GASB) and Generally Accepted Accounting Principles (GAAP) advisory services
- Provides public procurement best practices advisory services
- Conducts financial and statistical gap analyses
- Provides grant writing and post-award management
- Manages multi-fund public and not-for-profit zero-based budgets

SENIOR MANAGER

# Rory Vale, MPA

Page 2

## Industry involvement

- “INDOT economics 101: the agency's role in economic development,” Indiana Department of Transportation Supervisory Development Program, 2019
- “Empathy in leadership,” Indiana Department of Transportation Supervisory Development Program, 2018
- “Strength based classroom leadership,” Teach For America Idaho, 2015-2016
- “Personal identity: seen and unseen,” Teach For America Chicago Summer Training Institute, 2013-2015

## Continuing professional education

- Boise State University Career Training, Six Sigma Green Belt
- Career Track, Dealing with difficult people
- Crossroads Antiracism Training, Analyzing and understanding systematic racism
- Crossroads Antiracism Training, Critical cultural competency
- Pryor Learning Solutions, How to communicate with tact and professionalism
- Pryor Learning Solutions, How to manage conflict and confrontation
- The Ken Blanchard Companies, Leadership behavior analysis 2.0
- The Ken Blanchard Companies, Situational leadership I and II

# Allison LeMay, MPA, PSHRA-CP

Allison LeMay, senior consulting manager with Baker Tilly, joined the firm in 2016.



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## Education

Master of Public Affairs,  
concentration in public financial  
management and policy analysis  
Paul H. O'Neill School of Public  
and Environmental Affairs –  
Indiana University  
(Bloomington, IN)

Bachelor of Arts in spanish area  
studies and pre-medicine  
Kenyon College  
(Gambier, OH)

Allison has 14 years of experience working with cities, counties, k-12 districts, and public authorities. She is passionate about helping entities effectively develop, manage and engage their employees to best meet organization-wide goals and objectives. She provides guidance and practical solutions for communities in context of changing workforce demographics, geographic constraints and budget limitations.

Previous to joining Baker Tilly, Allison worked across a variety of public sector and HR practices, including a fellowship with Marion County, Indiana's Information Services Agency and as a public sector health benefits consultant, advising on multi-year benefit package planning to help public entities recruit and retain top talent. She is a certified public sector HR professional through the Public Sector Human Resources Association (PSHRA).

## Specific experience

- Manages HR department re-organization and process reviews to build a reporting structure, controls, and authority for streamlined operations and increased internal productivity for improved customer service
- Creates multi-year plans to transition clients' HR workforce to meet the technical, analytical and technological needs for strategic human capital management
- Collaborates with clients to establish HR key performance indicators and support metrics based on client goals (i.e.: increased diversity, improved applicant pools, better retention, etc.) to measure the effect of process changes and new programs to quantitatively inform future decisions
- Benchmarks against neighboring communities and "best in class" organizations for FTE staffing levels, organizational structure, technology use and programming to provide due diligence for clients to improve implementation success
- Leads policy reviews to evaluate federal compliance and procedure reviews with technology use analysis to implement HR industry best practices for improved work culture and productivity

## Thought leadership

- "Who gets to work in their pajamas?" WASPA 2021
- "Put on your HR marketing hat" IPMA-HR 2019
- "Workforce development and succession planning: it's less work than you think," Utility University, 2018
- "Doable, scalable, bearable: the succession plan you'll want to implement" ILCMA summer conference. 2018
- "Key considerations for developing and implementing remote work plans for government agency employees," IPMA-HR News. November 2018.

MANAGER



# Isaac Bales, PSHRA-CP

*Isaac Bales Manager with Baker Tilly, has been with the firm since 2017.*



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[bakertilly.com](http://bakertilly.com)

## **Education**

Bachelor of Science, finance  
Butler University

## **Certification**

Registered Municipal Advisor with  
the Securities and Exchange  
Commission

Isaac provides a variety of services to his public sector clients, including internal audit and risk consulting, business process reviews, organizational and operational assessments, financing feasibilities, and bond issuance services. Isaac's clients include local governments, public utilities, and other public sector organizations.

## **Specific experience**

- Provides organizational and operational reviews aimed at improving efficiency and effectiveness of operations through processes, use of technology, organization and staffing, and alternative service delivery
- Conducts business process reviews designed to identify opportunities to improve efficiency and effectiveness of operations, enhance internal controls and align with industry best practices
- Provides technology assessments and consulting services, including needs assessment, requirements gathering, request for proposal development, proposal evaluation and vendor demonstration coordination for entities seeking enterprise resource planning systems, work order asset management and other solutions
- Implements federal assistance programs alongside local governments aimed at assisting community members suffering from housing instability
- Assists local governments with execution of business grant programs
- Assists communities with project financing options to ensure capital projects can be funded within their financial goals
- Provides assistance with the bond issuance process including obtaining ratings, preparation of official statement, feasibility studies, and bond sale
- Provides ongoing Tax Increment Financing management services



SENIOR CONSULTANT

# Marc Facchini, MPA

Marc is a senior consultant with the public sector advisory team and joined Baker Tilly in August 2021.



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## **Education**

Master of Public Administration  
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As a senior consultant with Baker Tilly, Marc has worked on a variety of projects such as municipal budget preparation, comprehensive financial planning, utility rate studies, and financial management reports for a variety of public sector clients.

Marc has worked professionally for, or on behalf of, local municipalities, counties, public libraries, utility districts and airport authorities. Marc has experience in capital improvement planning, public works management, finance, administration, community and economic development, and public safety.

Following his education, Marc held various positions in local government management within the Chicagoland area specifically with the Village of Lincolnwood, the City of Highland Park, and the Village of Lincolnshire. Marc joined Baker Tilly with five years of public sector management experience, including three years working in Public Works.

Marc takes pride in delivering results in a timely manner and building lasting relationships with clients.

## **Specific experience**

- Financial Planning and budget preparation
- Customer service
- Grant writing and post award management
- Financial management reporting
- Operational and organizational policy formulation
- Organizational reviews
- Policy creation and implementation
- Project management
- Strategic planning
- Developing and Implementing audit performance indicators
- Capital improvement planning

## **Industry involvement**

- Illinois City/County Management Association
- Illinois Association of Municipal Management Assistants

# Appendix B: Sample audit report

City of [REDACTED]

*Streets Department Operational Review*

*Final Report*





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# Executive Summary

## Introduction

Baker Tilly US, LLP (Baker Tilly) was engaged by the City of [REDACTED] to perform an operational review of the city's Streets Department. More specifically, Baker Tilly was tasked to conduct an evaluation of the Streets Department's span of control, roles and responsibilities, organizational culture, key business processes and key performance measures with the overall objective of identifying areas for improvements. Project tasks included reviewing aspects of the Department such as the structure, cost, workload, staffing, equipment, service demand, performance management, and other factors to identify opportunities to improve productivity and enhance effectiveness.

## Background

[REDACTED] is located [REDACTED]. The City of [REDACTED] has been recognized for excellence in many aspects of its planning, development, implementation, and service. [REDACTED] work force is well trained and dedicated to providing the highest level of service to residents, businesses, and visitors to our community. This work has been recognized by various organizations locally, nationally, and internationally. The city continues to appear on national, data driven 'Best' lists where cities' rankings are assigned based on job market, net migration, and quality of life numbers, just to name a few. <sup>1</sup>

The City of [REDACTED] has experienced two phases of rapid population growth over the past 50 years. First, the city was one of the fastest growing in the state during the 1980s and 1990s and people moved here for our highly rated schools, safe neighborhoods, and easy access to employment in [REDACTED]. The next wave began as [REDACTED] launched the redevelopment of many areas along the U.S. [REDACTED] corridor and the central part of the city-paving the way for more economic development and private investment. <sup>2</sup>

Between 2010 and 2020, the City of [REDACTED] population has increased over 25% which has brought a significant increase to total businesses, household units, roundabouts, underground infrastructure, visitors, etc. The expansion of the city should be considered a great success, but as it relates to the Streets Department, the city's growth has created challenges in their ability to sustainably manage duties and responsibilities. Since 2015, the city has added 49 roundabouts bringing the total amount of roundabouts the Streets Department is responsible for maintaining to 146. During the same time, the staffing level of the Department has remained stagnant. The value the Streets Department brings to the city is significant and is a critical factor to ensuring the city sustains success into the future. This moment in [REDACTED] history is crucial and investments are needed now to modernize the Streets Department for long-term success.

## Project Approach

Baker Tilly used a project approach with a project management structure for the planning, managing, and conducting the analysis, while also retaining the flexibility to adapt to the project's particular needs. The steps to this approach are illustrated below:



[REDACTED]

Our methodology included information gathering and analytical techniques that were specific to this scope of work. By applying the proper approach at each phase of the engagement, we were eventually able to fully assess the capabilities and challenges facing the Department and develop a meaningful body of recommendations for improvement and implementation.

During the Explore Phase, the Baker Tilly team facilitated individual discussions with employees of the Streets Department and other contiguous Departments/operations. The purpose of the discussions was to establish a detailed understanding of the Department’s business operations and procedures as it currently stands today. Then, combining the information gathered from each discussion and reviewing all other relevant materials provided, the Baker Tilly team identified a variety of potential opportunities for operational or process improvements.

The Analyze Phase positioned the Baker Tilly team to focus the assessment on conducting an analysis using industry standards, document review, best practices, strategic planning outcomes, and various other research methods. The project team then developed the recommendations detailed within this report; intended to help modernize the Streets Department to ensure on-going and long-term success.

### Summary of Observations and Recommendations

The current operations and organizational structure of the Streets Department is no longer suitable to meet the challenges the Department experiences. As the city continues to grow, the challenges the Streets Department will face will continue to evolve and become increasingly dynamic.

Based on historical context, there will only be more roundabouts to maintain, more festivals to staff, and more facilities being built for the Streets Department to maintain. The recommendations detailed within this report are designed to address the issues that will arise with additional growth and strategically place the Streets Department in a position where they can be successful for future needs of the city.

This report contains observations and recommendations related to the following broad areas. We do not recommend the Streets Department attempt to implement all the recommendations in this report at the same time. Therefore, recommendations are assigned either a high, medium, or low priority, as well as an implementation timeframe. The table below contains a count of recommendations by category.

Topic Title	Priority	Timeline
Asset Management and Maintenance	Low	18 to 24 Months
Subject Matter Expertise	Low	12 to 18 Months
Department Staff Development and Advancement	Low	12 to 18 Months
Managing Community Events	Medium	12 to 18 Months
Department Policies and Procedures	High	6 to 12 Months
Department Administrative Functions	High	6 to 12 Months
Organizational Structure	High	0 to 6 Months

## Baker Tilly Contact Information

We are pleased to have had the opportunity to serve as a strategic partner to the [REDACTED] Streets Department on this project. The Baker Tilly project team would like to thank Streets Department's staff and all other city staff for their participation and cooperation throughout this project and the effort dedicated to assist us in producing this report. We look forward to continuing to serve as your valued business advisor.

Should you have any questions regarding this report, please do not hesitate to reach out. Contact information is provided below.

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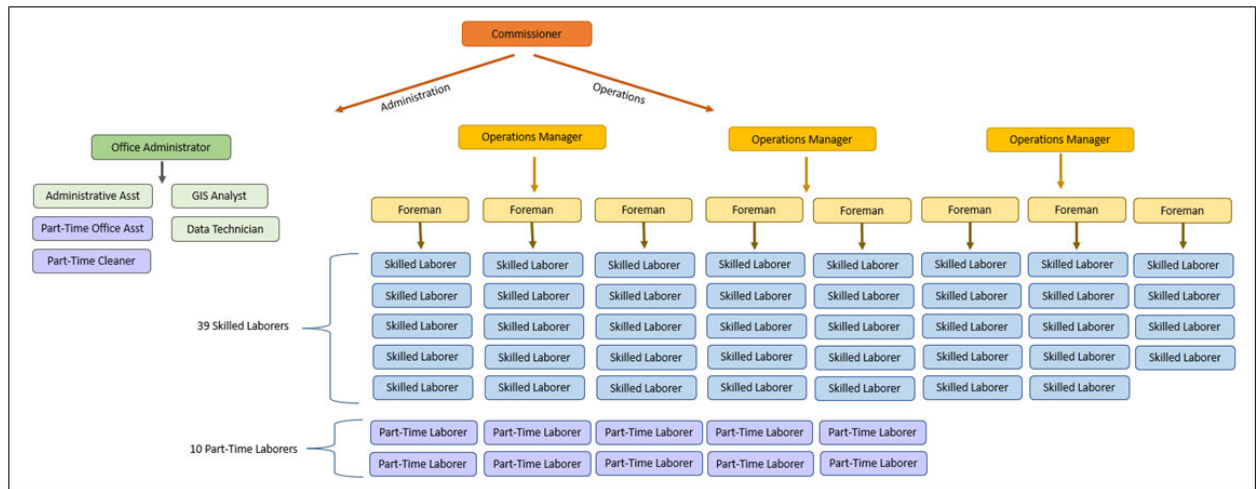
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# Observations and Recommendations

## Organizational Structure

### Observation



The Streets Department operates more like a Public Works Department, rather than what is traditionally considered a “Streets Department”. The city has grown significantly which has necessitated the Department to expand services beyond the function of strictly streets operations and maintenance. Operational duties assigned or inherited include stormwater infrastructure maintenance, landscape maintenance, special event preparation and cleanup, sidewalk/path maintenance, street maintenance, brick maintenance, snow removal, parkway tree maintenance, trash removal, and facility maintenance. These duties are performed by a total of eight crews of five Skilled Laborers without organized divisions to accomplish assigned responsibilities or tasks.

The existing structure of the organization is not sufficient for the significant number of added responsibilities assigned to the Department due to the dynamic evolution of the city in recent years. Administrative roles and duties of the Department extend further than the existing job titles within the Administrative Division. Skilled Laborers and Laborers are not representative titles of assigned roles and duties, personnel have very limited opportunity for growth and development within the existing organization’s structure, and there are no formal divisions of labor established within the Streets Department operations division.

### Recommendation

We recommend the Streets Department restructure and make staffing modifications in the following ways:

- Establish Divisions to add structure and direct lines of reporting reflective of current operations.
- Create additional positions such as Equipment Operators to provide opportunity for staff to advance their careers.
- Expand administrative functions of the Streets Department to alleviate work completed by operations personnel such as collecting asphalt tickets and quality control inspections.



**Recommendation Detail**

The Streets Department is organized under the Commissioner. The Commissioner’s responsibilities are to manage day-to-day operations of the Department. Directly under the Commissioner, in operations, are the three Operations Managers who oversee eight Foreman. Currently, there is not a direct reporting structure from Foremen to Operation Managers. Any one of the eight Foremen report to any one of the three Operation Managers. Establishing a reporting structure will provide consistent leadership for specific operational duties and increase communication between operations and management.

Additionally, the Operations Managers and Foremen have no identified division titles differentiating their functions. Establishing divisions of labor will effectively set borders on the divisions and strengthen the reporting structure and efficiencies of each team. The Department should be divided into five operational divisions:

- Facilities
- Landscaping
- Streets
- Fleet
- Drainage

Informally, these divisions already exist, and tasks are being completed, but without formal reporting lines or oversight. A more formal division structure must be developed to accommodate the growth the city has experienced in recent years. Between 2015 and 2021, the City of ██████ has added forty-five (45) lane miles, forty-nine (49) roundabouts, issued over 11,000 permits, and has grown by approximately 12% in population.

*Chart 1.1 City of ██████ Growth Since 2015, Data Provided by the City of ██████*

Metric	2015	2016	2017	2018	2019	2020	2021
Center Lane Miles	482	482	486	486	515	524	527
Number of roundabouts	97	111	116	122	131	138	146
Permits Issued	1,237	1,351	1,557	1,703	1,628	1,610	2,098
Population	88,713	89,029	91,065	96,900	101,068	99,757	100,777

A way the Streets Department can enhance operations is by hiring individuals with specialty skills. Skilled Laborers are performing duties, included in standard operations, such as parkway tree trimming, electrical maintenance, and asset management without the presence of an electrician or an arborist. Under the newly formed Department divisions, the electrician would be assigned to the facilities division and the arborist would be assigned to the landscaping division. Adding these skillsets to the team will enhance the services delivered by the Department and assure operations being conducted safely for staff, users, and working to prolong the lifecycle of city assets.

The administration division has a high volume of work beyond current capacity and other staff members from the Department are taking on responsibilities to fill the void. The Department administration division is comprised of three full-time staff members. There is a GIS Analyst, a Data Technician, and an Administrative Assistant. The growth of the city, and evolution of responsibilities required by the Streets Department, has forced leadership to utilize operations personnel to perform administrative tasks. Additional administrative personnel with engineering, project management, or public administration backgrounds can take on duties such as contractual management, procurement, competitive bidding, quality control inspections, and serve on internal committees or councils. Adding staff to focus on administrative tasks will improve the efficiency of operations and functions of the entire Department while enhancing the services delivered to the city.

**Implementation Time Frame:** 0 to 6 Months

**Priority:** High

## Department Policies and Procedures

### **Observation**

There is an absence of codified, established internal roles, responsibilities, and policies within the Streets Department and across collaborative departments. The resulting operational burden is coming at the expense of other core duties of the Department that are not prioritized. Examples include daily service, including weekends, of hundreds of garbage cans, providing maintenance to parkway trees despite not having a certified arborist on staff or a designated forestry division of the Department, maintaining stormwater assets despite not receiving funds from the stormwater utility, and repairing or replacing mailboxes months after snow removal operations have ceased for the year.

In many circumstances the Streets Departments' service-oriented culture has resulted in taking on duties that better sit with other departments. The Streets Department can manage expectations of other internal departments, and the public, by codifying duties to eliminate confusion as to what their duties are and what their duties aren't.

When residents contact staff inquiring about services provided such as snow removal priorities on streets vs. sidewalks, staff have no formal policy to reference explaining priorities. The Streets Department receives calls during snow events inquiring about when walkways will be cleaned, and staff are unable to provide a timeline because roads are always prioritized first to provide access for emergency first responders, medical professionals, teachers, bus drivers, etc. Once streets are cleared, operation crews shift their focus to clearing sidewalks, but there is no formal policy identifying such procedures.

### **Recommendation**

Once the organizational structure is formalized, the Department should develop and adopt a robust policies and procedures handbook. The policies and procedures handbook will administratively codify the procedural duties of the Streets Department. Developing a set of robust policies and codifying operational procedures will help establish responsibilities, create guiding principles, and formally codify priorities for operations throughout the city.

### **Recommendation Detail**

Codifying procedures and policies will eliminate confusion and help communicate priorities of the Department in normal operating conditions as well as responses during severe weather emergencies. Adopting a policies and procedures handbook is best practice. An example of a fleet and facility maintenance policy, included in a procedural handbook made available through APWA, is included in the appendix. <sup>3</sup>

A detailed policies and procedures handbook is a tool for the Streets Department to use to reference duties and responsibilities of the Department. An established document developed by the Department with guidance and approval from staff, appointed officials, and elected officials will eliminate potentials for gray areas of the Department's scope of service compared to other departments. Additionally, Public Works operations and maintenance staff excel when routines, policies and standard procedures are in place. <sup>4</sup>

With duties and responsibilities outlined, Streets Department leadership can better describe additional resources required for the Department.

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<sup>3</sup> Parker Colorado Facility and Fleet Maintenance Policy

<sup>4</sup> Popular Small Cities/Communities Perspective on Operations and Maintenance APWA

A detailed policies and procedures handbook will:

- Formalize procedure by adopting agreed upon policies for operations such as mailbox replacements.
- Eliminate confusion regarding duties, responsibilities, procedures and priorities of the Department and teams.
- Standardize procedures across the crews and support business continuity during staff turn-over

Within the policies and procedures handbook, the Department should outline the purpose of each policy, while codifying preferred operational priorities for all Streets Department operations. Some operational procedures and policies that should be included are:

- Facility maintenance
- Parkway tree trimming
- Snow and ice removal routes
- Mailbox replacement

The policies and procedures handbook should be developed by the Streets Department with guidance from elected officials, appointed officials and once complete, it should go before the City Council for consideration and ultimately become codified upon council approval and adoption.

Staff from the Streets Department must work together with the Board of Public Works, City Council, and Mayor on establishing the policies and procedures. Once an agreed upon document is established the city should adopt the handbook as a formalized operational policy.

***Implementation Time Frame:*** 6 to 12 Months

***Priority:*** High



## Asset Development, Management and Maintenance

### **Observation**

The Streets Department is responsible for maintaining and managing developed assets but lacks a preventative maintenance plan and the necessary administrative skillset required to develop and maintain such a plan. Though involvement during the planning and construction processes are minimal, the Streets Department is required to maintain facilities and other assets developed by the city. Once projects are completed, the maintenance of the assets default to the Streets Department.

The relationship between the Streets Department and the entities responsible for community development can be improved. The City of ██████ has multiple entities responsible for coordinating community development planning efforts and investments. When facilities are planned and completed there are no conversations taking place about who will maintain the facilities. In addition, it is not always clear what the Streets Department is supposed to maintain which has resulted in work being missed, or work being completed that is out of their scope.

Recently, collaboration between the Streets Department and community development entities has improved, but collaboration can always be better. An area where collaboration can be immediately improved upon is when facilities are being planned. Streets Department staff are not included in development meetings with personnel responsible for construction of the facilities. The Streets Department staff become involved only after the facility has been accepted by the city, when it becomes their responsibility to maintain.

The Streets Department is responsible for conducting preventative maintenance of city owned parking structures. Historically, the workload associated with maintaining parking structures has not been a concern, but as the city continues to build to serve the growing public needs, it has become overwhelming and difficult for the Streets Department to continuously provide the necessary repairs and preventative maintenance.

Despite being responsible for maintaining and managing facilities, the Streets Department does not have a Project Manager or an administrative staff member with the subject matter expertise to develop such plans. An additional administrative staff member with a background in project management would be appropriate to establish maintenance plans for every city facility. Department leadership expressed this as a concern and would like to be able to proactively plan for projects accordingly to maintain assets and develop prioritized schedules to effectively allocate resources.

### **Recommendation**

A trained professional in structural engineering or facility management must be responsible for developing the short and long-term maintenance priorities for assets throughout the city. The City of ██████ has an Engineering Department and Redevelopment Commission with trained engineers on staff who are responsible for soliciting capital plans and building assets throughout the city. The Streets Department has a few options:

- Use in-house resources - work hand in hand with the Engineering Department, or Redevelopment Commission to develop maintenance and management plans for assets.
- Retain services from a Structural Engineering firm to develop maintenance and management plans for assets.

Current operations are not sustainable as they are mostly done in reaction to failures, lack efficiency, foresight for future needs, and oftentimes come at the expense of other operations and duties as the Streets Department does not have a formal Facilities Division.

In conversations with the Redevelopment Commission, staff mentioned that the Streets Department needs an expert for facility maintenance, as well as the materials needed to understand the facility they are maintaining. Working closely with the Redevelopment Commission or retaining services of a Structural Engineering firm to establish facility management priorities would effectively provide the Streets Department with adequate resources to manage assets.

***Recommendation Detail***

With the assistance of a retained Structural Engineering firm, or working closely with an in-house Structural Engineer, the Streets Department will be better equipped to effectively manage assets in the city. Utilizing retained or internal institutional knowledge will allow the Streets Department to effectively complete their duties.

A Structural Engineering firm will be able to provide the necessary resources to conduct a full facility assessment of the existing conditions of all city assets. A continued benefit of retaining the services of a firm would be to have a complete assessment conducted at once to identify immediate priorities, future priorities and provide budget figures to address current and future needs. Lastly, a Structural Engineering Firm will be able to operate on a retainment basis, so a consistent team is assisting with all present and future needs.

Another option available is for the city to utilize resources currently available on staff on the Redevelopment Commission. Structural Engineers on the Redevelopment Commission are trained to provide the necessary knowledge to prioritize asset maintenance. To effectively do this, the Streets Department and Redevelopment Commission must work closely together to assess facilities and proactively plan for maintenance projects. Where this is a potential, and appropriate approach, Baker Tilly recommends the Street Department to seek Structural Engineering assistance from a third-party provider so to not add work to staff from the Redevelopment Commission.

The Streets Department can plan and manage capital improvements and maintenance plans for assets under their responsibility with guidance from a team of trained professionals with industry knowledge and certifications.

***Implementation Time Frame:*** 18 to 24 Months

***Priority:*** Low

## Managing Community Events

### **Observation**

The city sponsors or hosts at least one event every week from April through November. The number of resources required to host city events is overextending the Streets Department staff beyond capacity, duty, and classification. Staff expressed negative demeanors and frustration due to extensive overtime requirements to staff special events. The Department established a Festival Crew to address the needs required with the events; however, the crew members assigned to this crew have other core duties and responsibilities that are not prioritized due to the needs of the special events.

Examples include helping for the [REDACTED] Christkindl Market, the Ice at [REDACTED], Art of Wine, Oktoberfest, Porchfest, and many others<sup>5</sup>, instead of performing core duties and functions identified in job descriptions. Additionally, there are calls coming to the Streets Department the week of an event requesting assistance and resources without prior notice. Existing jobs get put on hold to assist with the community events.

Communication among event planners and the Streets Department can be improved. The expectations for the Streets Department are to assist with anything related to operations for special events. There is also an expectation for the Streets Department to provide long-term storage for seasonal or special events equipment, which is not realistic or consistent with best practices of a Streets Department or Public Works Department. Seasonal structures purchased by the Community Relations Department, are being prioritized storage space at the Streets Department facility over vehicles and other equipment assets owned by the Streets Department.

City owned vehicles are currently being parked outdoors because much of the space available at the Streets Department facility is being dedicated to storing seasonal equipment such as the seasonal redwood pavilion for the Christkindl Market. Streets Department leadership identified this as a risk and expressed concern over a lack of space for their equipment as they have lots of expensive assets that are being left outdoors exposed to the elements.

The Streets Department approaches special events the same way they approach all other duties and responsibilities inherited. They allocate resources and assign personnel to complete any tasks asked of them from other city Departments. Streets Department staff expressed their concern of becoming burnt out and expressed frustration due to lots of weekend work requirements year-round. As the city has grown and festivals have become more common, Streets Department staffing has remained consistent. Current staffing levels are not sufficient to accommodate the growing responsibilities of the Department.

### **Recommendation**

The staffing approach for special events is unsustainable for the Streets Department. A few options are available to the Streets Department to alleviate the operational burden of special events. From most favorable to least favorable the options are:

1. Utilize outside vendors to provide services for special event duties they have inherited.
2. Seek help from other city departments.

To sustain completing tasks such as build Christmas huts, the redwood pavilion, empty trash cans, prepare event spaces and clean up post events requires a level of resources the Streets Department currently does not have. Department Staff resources are running thin and performing core duties and responsibilities of their positions should remain the focus rather than expending resources on special events.

---

[REDACTED]

### ***Recommendation Detail***

Utilizing contractual services or getting help from staff in other Departments for special events will allow the Streets Department to continue performing their core duties while assuring special events are still taking place as planned. Some duties that can be distributed to contracts are set up and break down of the ice-skating rink and [REDACTED] Pavilion, trash and recycling can services, and cleanup efforts. Contractual support for these tasks will help alleviate the over-extension of operational services currently fulfilled by the Streets Department during special events and allow core duties and responsibilities to be performed while events are still occurring.

The second option available to the Streets Department is to seek help from other departments. An example of this is to have a volunteer sign-up sheet available to all city employees to assist with community event duties. The Streets Department must not continue operating independently to fulfill all duties of events at the existing staffing level without support from other departments to staff community events. The additional support will hopefully allow the Streets Department to continue prioritizing core duties and responsibilities while events are occurring.

Lastly, if neither of the previous options are available, the Streets Department would need to hire additional staff to perform the duties required for special events.

***Implementation Time Frame:*** 12 to 18 Months

***Priority:*** Medium

## Subject Matter Expertise

### **Observation**

The Streets Department often need subject matter experts to perform their broad scope of responsibilities and lack various staffing skillsets that can enhance operations. For example, the Streets Department is responsible for parkway tree trimming but does not have a certified arborist on staff. In addition, they are responsible for facility maintenance but do not have a project manager. They are also responsible for installing heating equipment in Christmas Market huts but do not have a certified electrician on staff. Oftentimes the Streets Department looks to other Departments for assistance to fill these voids.

The Streets Department performs several functions to the city that they are not properly trained or certified to conduct. They rely heavily on services from a certified electrician currently assigned to the Utility Department, they rely on assistance from the Redevelopment Commission for maintaining parking structure facilities, and they conduct tree trimming on parkways without the assistance of a certified arborist.

Pruning trees without the knowledge of a certified arborist might damage the trees or put untrained staff in a dangerous situation, performing electrical work without a certified electrician could cause injury or fire, and staff can develop comprehensive preventative maintenance plans for facilities with the help of an engineer or an engineering company. These specific skillsets are common in comparable Streets Departments or Public Works Departments. For additional details refer to the benchmark analysis in the Appendix.

All these functions are core responsibilities of the Department. However, despite being core duties these tasks are being performed in a manner that may become unsafe for personnel, users or to the assets themselves.

### **Recommendation**

To enhance the services provided and to safeguard staff, assets, and users, the city should consider assigning duties to subject matter experts who are trained with specific backgrounds and hold industry certifications. The city should hire a certified electrician, a certified arborist, and retain services of an engineer firm or hire a full-time engineer. Having professionals on staff to offer immediate subject matter expert support and assistance to crews would eliminate inefficiencies and would enhance operations and services delivered to the city. Refer to the benchmark analysis appendix to learn more about how the ██████████ Street Department compares to other similar communities.

### **Recommendation Detail**

Rather than contacting an electrician from Utilities, drawing the staff member away from their core duties to the Streets Department, it would be more efficient to hire someone with the certification to perform the duties internally. Additionally, a certified arborist on staff will assure all parkway trees are properly and safely pruned. Lastly, an engineering firm or an on-staff engineer will be able to develop preventative maintenance plans for facilities and manage projects required for existing and future structures.

To prevent staff from shifting priority, or focus, from assigned duties and requirements of their Department, the Streets Department should consider addressing this subject matter expertise by creating staff positions for these specific backgrounds. Talent of this nature will be useful to ensure staff are performing duties correctly and safely. These skillsets will allow the city to safe harbor existing assets and plan for the evolving needs of the growing city.

**Implementation Time Frame:** 12 to 18 Months

**Priority:** Low

## Department Staff Development and Advancement

### **Observation**

Due to the lack of organizational and Departmental capacity, cross training and staff development, safety trainings, operation briefings, and reporting are not being prioritized as management desires. Safety trainings, briefings, and reporting have been trumped by operational priority and need. Department management has identified this as a risk to the Department and city. Despite a large set of skills and abilities within the Department, only two position classifications are currently utilized within crews: “Laborer” and “Skilled Laborer”. This has resulted in the absence of true career advancement opportunity within the Department.

Some staff members expressed their frustration of a lack of upward mobility, and it has led to turnover and loss of talent by the Streets Department. The existing titles do not identify any of the individual skillsets that help the Department with day-to-day operations.

### **Recommendation**

Prioritizing staff development and specialization should be considered by the Streets Department and city of [REDACTED]. However, what also must accompany the development of staff is the structure through which an employee can advance within the organization. Creating additional advancement opportunities for staff within the Streets Department will improve the overall culture, provide incentives for staff retention, and improve employer satisfaction.

The Streets Department should consider establishing additional positions reflective of operations and skillsets of the team such as Equipment Operators. This will provide staff with upward mobility options within the Department. The additional positions should be skilled positions and staff should be properly compensated accordingly for their certifications or specific industry knowledge.

### **Recommendation Detail**

The final page of the Appendix compares the City of [REDACTED] Street Department staffing levels and classifications to other comparable Streets Departments or Public Works Departments. Comparable departments offer positions such as Superintendent, Senior Operator, and Equipment Operator. All positions are operations positions that provide a level of advancement for Laborers, Senior Laborers, or Maintenance Workers, depending on their organization and divisions.

Establishing additional positions or retitling positions will motivate existing staff members to further diversify their skillsets and help the organization. It will also boost morale as it will provide staff with achievable goals they can strive for, and furthermore compensated for should they ever be rewarded with the position. The extra motivation for something to achieve will hopefully provide staff additional reasons to continue serving the City of [REDACTED] rather than looking elsewhere for career advancement opportunity.

The Streets Department should update employee job classifications and duties to be reflective of current operations and comparable organizations. Cities comparable to [REDACTED] are more equipped with vast skillsets and employee classification structures that provide more opportunity. The Streets Department must update job classifications or risk losing talent to other area organizations that provide more opportunity to nurture and grow talent from within.

**Implementation Time Frame:** 12 to 18 Months

**Priority:** Low

## Department Administrative Functions

### **Observation**

Streets Department Administration consists of the Commissioner, Operational Managers, GIS Analyst, Data Technician, and front desk group. Capital project execution, special projects, and extra duty assignments have spurred a need for Skilled Laborers to currently perform these duties. However, these duties are better fit for office or administrative personnel rather than operational personnel. As the city has grown, Streets Department staffing has remained the same, and there is capacity among duties of the Department for additional administrative personnel.

Skilled Labors are currently spending their time with paving contractors collecting tickets assuring the companies are using the correct amount of asphalt, not only supplanting assigned duties but also posing organizational risk due to the out of class nature of the work. This task is better suited for administrative staff. The Streets Department currently does not have a staff member with a project management and/or engineering background focus.

Operational Managers' work volume exceeds their capacity, with work beyond immediate operational fieldwork. Some staff are managing contracts, while also responsible for supervising day-to-day landscape operations occurring in the city. The administrative oversight of contracts is another task that can be reassigned to someone with an administrative background to free up Operational Managers to perform other duties and responsibilities.

### **Recommendation**

Administrative tasks of the Department, such as the examples referenced above, can be better managed and distributed by the creation of administrative positions. The Streets Department should create a Streets Department Management Analyst position. This position is very common among comparable departments. A Management Analyst can come from a diverse background that will be beneficial to the City of ██████. Individuals with this title often come from valuable backgrounds to serve local government entities such as Project Management, Engineering, or Public Administration. The Streets Department should add a full-time administrative position responsible for the oversight of projects, contracts, procedural development, safety briefings, quality control, performance indicators, serve as a liaison to special events planning, and other internal councils or committees. Creating an administrative position with the intentions of providing these types of services will alleviate the administrative burden currently being fulfilled by staff in operations, and the Commissioner.

### **Recommendation Detail**

The Streets Department has outgrown the administrative duties that are currently being performed by staff. An additional administrative position will assist the Department in fulfilling the existing needs and provide space for additional growth and evolution as the city continues to grow.

A Management Analyst will typically possess a few (1-3) years of internship experience and an MPA (Master of Public Administration) degree. A Streets Department Management Analyst would be able to provide immediate administrative support by fulfilling duties such as:

- Assists / prepares specifications and documents for the bidding of contractual services and capital projects.
- Research Streets Department related issues and identify potential solutions.
- Conduct quality control inspections and safety briefings.
- Coordinate administrative and operational processes and procedures.

- Prepare activity reports for Administration and various governing bodies of the city.
- Collect and compile information from other jurisdictions and other sources regarding 'best practices' for Department activities
- Participate in the evaluation, analysis, and development of long-range plans
- Act as a liaison to various city-wide initiatives such as special events.

A Street Department Management Analyst can report directly to the Commissioner and will be able to collect adequate information from the Department to effectively establish a Policies and Procedures Handbook as previously discussed. Having additional administrative support will allow Operation Managers, who are currently spending time on administrative tasks, to focus on operations tasks. A procedural change of administrative tasks will allow staff to focus on their areas of expertise and eliminate potential redundancies in administrative procedures.

**Implementation Time Frame:** 6 to 12 Months

**Priority:** High



## Appendix I

Part of the overall assessment included conducting a benchmark analysis to obtain relevant information to review and assess and compare the ██████ Street Department to other similar cities on a national and local level. Specifically, the benchmark analysis focused on department responsibilities, staffing levels, and job titles.

The cities examined during this analysis were selected based on their similar demographics, size of population, population growth, total area square miles, total center lane miles, total households, and building permits issued.

The charts below provide a summary overview of each benchmark community and how ██████ compares to the averages.

City, State	Population (2020)	Population Growth (Last 10 years)	Area Square Miles (2020)	Center Lane Miles (2020)	Total Households (2020)
██████	99,777	+26%	49.00	524.00	37,369

City, State	Population (2020)	Population Growth (Last 10 years)	Area Square Miles (2020)	Center Lane Miles (2020)	Total Households (2020)
Franklin, TN	83,454	+ 33.6%	43.00	346.00	30,847
Loveland, CO	76,378	+ 14.2%	34.42	330.00	32,716
Naperville, IL	149,540	+ 5.4%	39.00	197.00	52,648
Schaumburg, IL	78,723	+ 6.0%	19.29	208.50	30,249
<b>National Avg.</b>	<b>97,024</b>	<b>+ 15%</b>	<b>33.93</b>	<b>270.38</b>	<b>36,615</b>
Fishers, IN	98,977	+ 28.9%	35.61	400.00	33,853
Westfield, IN	46,410	+ 54.4%	31.10	223.00	15,572
<b>Local Avg.</b>	<b>72,694</b>	<b>+ 42%</b>	<b>33.36</b>	<b>311.50</b>	<b>24,712</b>

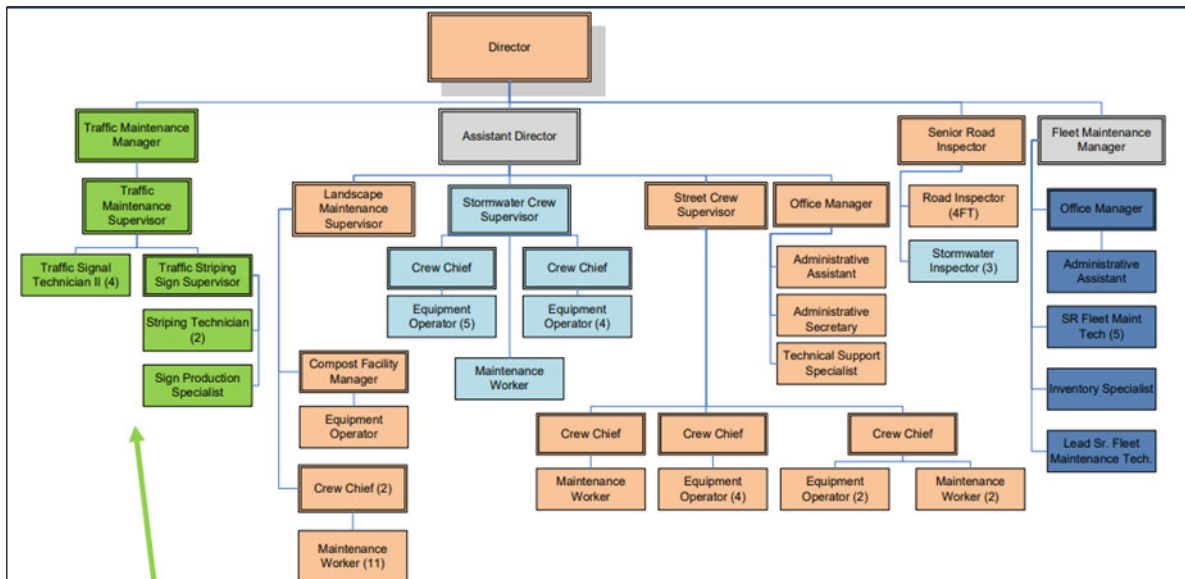
City, State	Population (2020)	Population Growth (Last 10 years)	Area Square Miles (2020)	Center Lane Miles (2020)	Total Households (2020)
██████	99,777	+26%	49.00	524.00	37,369
<b>National Avg.</b>	<b>97,024</b>	<b>+ 15%</b>	<b>33.93</b>	<b>270.38</b>	<b>36,615</b>
<b>Local Avg.</b>	<b>72,694</b>	<b>+ 42%</b>	<b>33.36</b>	<b>311.50</b>	<b>24,712</b>

## Department Responsibilities Comparison

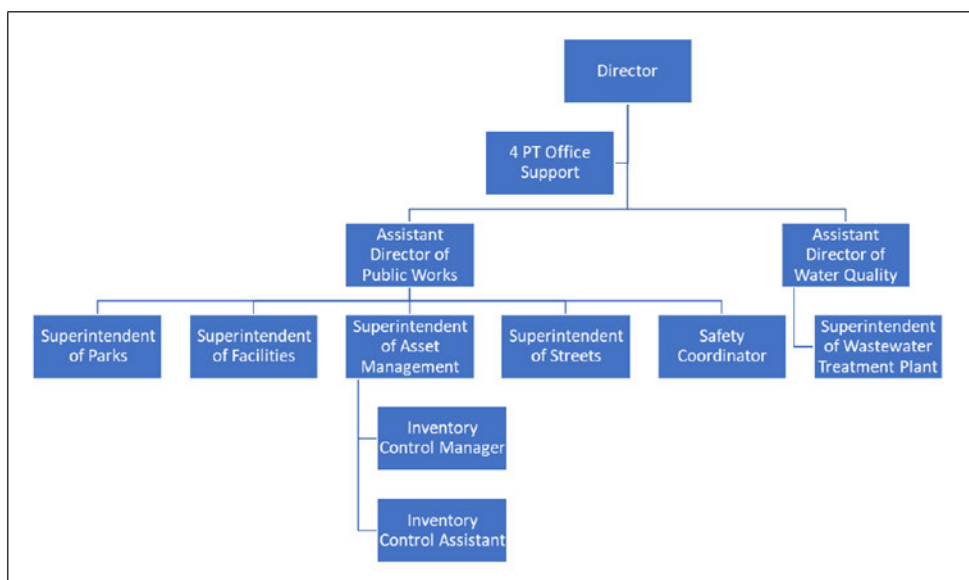
The Streets Department is formally responsible for stormwater infrastructure maintenance, landscape maintenance, special event preparation and cleanup, sidewalk/path maintenance, street maintenance, brick maintenance, snow removal, parkway tree maintenance, trash removal, facility maintenance and many informal functions.

As noted earlier in the observations and recommendation section, the Department structure of the Streets Department does not include formal divisions of duties and responsibilities. There are dedicated crews for each of the noted areas but no formally established division. In comparison to other communities, whether the community has a streets or public works department the structure of the department includes multiple divisions that have specific focus areas. The following figures provide examples of organizational charts that the Streets Department can use as a model for future organizational structure changes.

### Franklin, TN



### Fishers, IN



In addition, shown below is a further overview of the divisions included within each of the public works departments examined during the benchmark analysis. The results of the benchmark analysis reveal the ██████████ Street Department’s current structure is not aligned with industry trends. To identify a potential model to use for a restructuring, the City of Fishers Public Works Department would be great place to start.

Franklin, TN	Loveland, CO	Naperville, IL	Schaumburg, IL	Fishers, IN	Westfield, IN
<ul style="list-style-type: none"> <li>• Maintenance</li> <li>• Traffic</li> <li>• Fleet</li> <li>• Parks</li> <li>• Sanitation and Environmental</li> <li>• Water and Wastewater</li> <li>• Stormwater</li> </ul>	<ul style="list-style-type: none"> <li>• Administrative Services</li> <li>• Facilities Management</li> <li>• Fleet Management</li> <li>• Solid Waste</li> <li>• Stormwater</li> <li>• Streets Maintenance</li> <li>• Transit</li> <li>• Traffic Operations</li> <li>• Transportation Engineering</li> <li>• Transportation Development, Policy and Planning</li> </ul>	<ul style="list-style-type: none"> <li>• Administration</li> <li>• Operations</li> <li>• Public Building Operations</li> <li>• Fleet Services</li> </ul>	<ul style="list-style-type: none"> <li>• Administration</li> <li>• Facilities</li> <li>• Fleet</li> <li>• Field Services</li> <li>• Utility Services</li> <li>• Engineering</li> </ul>	<ul style="list-style-type: none"> <li>• Administration</li> <li>• Parks</li> <li>• Facilities</li> <li>• Asset Management</li> <li>• Streets</li> <li>• Stormwater</li> <li>• Wastewater</li> <li>• Snow and Ice Control</li> <li>• Special Events</li> </ul>	<ul style="list-style-type: none"> <li>• Administration</li> <li>• Streets</li> <li>• Parks</li> <li>• Engineering</li> <li>• Stormwater</li> </ul>

## Department Staffing Level Comparison

A comparison was conducted to understand of how the ██████████ Streets Department matches up to other similar organizations as it relates to staffing levels. Specific metrics were selected to establish, measure, and compare each organization. While each government organization has their own unique characteristics, the organizations examined and selected for this study is due to their similar employee size, operational duties, and services.

The chart shown below provides a detailed summary of how the ██████████ Streets Department compares to the benchmarked communities.

City, State	Population (2020)	Total FTE	FTE per 1,000 Population	FTE per Area Sq. Mile	FTE per Center Lane Mile	FTE per Household
██████████	99,777	51.00	0.51	1.04	0.10	0.0014

City, State	Population (2020)	Total FTE	FTE per 1,000 Population	FTE per Area Sq. Mile	FTE per Center Lane Mile	FTE per Household
Franklin, TN	83,454	76.00	0.91	1.77	0.22	0.0025
Loveland, CO	76,378	149.00	1.95	4.33	0.33	0.0046
Naperville, IL	149,540	100.00	0.67	2.56	0.51	0.0019
Schaumburg, IL	78,723	91.00	1.16	4.72	0.34	0.0028
<b>National Avg.</b>	<b>97,024</b>	<b>104.00</b>	<b>1.07</b>	<b>3.07</b>	<b>0.34</b>	<b>0.0014</b>
Fishers, IN	98,977	100.00	1.01	2.81	0.25	0.0030
Westfield, IN	46,410	39.00	0.84	1.25	0.17	0.0025
<b>Local Avg.</b>	<b>72,694</b>	<b>69.5</b>	<b>0.93</b>	<b>2.03</b>	<b>0.21</b>	<b>0.0027</b>

City, State	Population (2020)	Total FTE	FTE per 1,000 Population	FTE per Area Sq. Mile	FTE per Center Lane Mile	FTE per Household
██████████	99,777	51.00	0.51	1.04	0.10	0.0014
<b>National Avg.</b>	97,024	104.00	1.07	3.07	0.34	0.0014
<b>Local Avg.</b>	72,694	69.50	0.93	2.03	0.21	0.0027

The results of the benchmark comparison shows that ██████████ Streets Department is lagging peer organizations as it relates to full time staffing levels. The numbers highlighted green call out a data point that ██████████ is above the average and the numbers highlighted in red note when ██████████ is below the average.

## Department Job Titles

The ████████ Streets Department has a very limited number of job titles which leads to limited job opportunities or career growth. Based on the benchmark analysis, communities similar to ████████ have public works departments with more job titles and specialized positions.

	Fishers, IN	Westfield, IN	Naperville, IL	Franklin, TN	Loveland, CO	Schaumburg, IL
ADMINISTRATIVE ASSISTANT I	Director	City Engineer	ADMINISTRATIVE ASSISTANT II	Fleet Maintenance Manager	Fleet Services Manager	Director of Engineering and Public Works
DATA TECHNICIAN	Assistant Director	Community Development Coordinator	ADMINISTRATIVE SPECIALIST	Lead Sr. Maintenance Tech	Stormwater Manager	Assistant Director of Engineering and Public Works
FOREMAN	Safety Coordinator	Crew Leader	BUDGET AND ADMINISTRATIVE MGR	Sr. Fleet Maintenance Tech	Transit Manager	Management Analyst
GIS ANALYST	Project Manager	Encroachment Inspector	CART SERVICES DRIVER	Office Manager	Facilities Manager	Facilities Division Manager
LONG TERM SEASONAL	Inventory Control Manager	Erosion Inspector	DEPUTY DIRECTOR-OPS/FLEET	Mechanic	Public Works Director	Foreman
OFFICE ADMINISTRATOR	Superintendent Asset Management	Facilities Coordinator	DIRECTOR OF PUBLIC WORKS	Administrative Assistant	City Engineer	Maintenance I
OPERATIONS MANAGER	Inventory Control Assistant Manager	Foreman	GIS SPECIALIST	Inventory Specialist	Assistant Public Works Director	Maintenance II
Part Time	Business Analyst	Grand Junction Plaza Coordinator	DP W FIELD SUPERVISOR	Stormwater Inspector	Streets & Winter Operations Superintendent	Facilities Project Technician
SHORT TERM SEASONAL	Streets	Grounds Foreman	EQUIPMENT OPERATOR	Stormwater Crew Supervisor	City Traffic Engineer	Lead Auto Technician
SKILLED LABORER	Superintendent	Infrastructure Inspector	FORESTRY & PARKWAYS SUPERVISOR	Crew Chief	Senior Civil Engineer, TDDP	Auto Technician
STREET COMMISSIONER	Foreman	Inspector	OPERATIONS SUPERVISOR	Equipment Operator		Inventory Control Specialist
	Laborer	Laborer	PROJECT MANAGER	Maintenance Worker		Purchasing Account Clerk
	Senior Laborer	Laborer / Maintenance	UTILITY MAINTENANCE SUPERVISOR			HEO
	Parks	Operator/Mechanic Maintenance	BUILDING ENGINEERING TECH			Electrician
	Superintendent	Parks and Rec Superintendent	BUILDING MAINTENANCE SUPV			Horticulturist
	Foreman	Planning Coordinator	FACILITIES & GENERAL SVC MGR			Forester
	Laborer	Project Engineer	FACILITY PROJECT MANAGER			Certified Arborist
	Senior Laborer	Public Works Administrator	LEAD CUSTODIAN			Water Technician
	Facilities Maintenance	Public Works Director	MAINTENANCE TECHNICIAN			Administrative Secretary
	Superintendent	Seasonal Laborer	AUTOMOTIVE TECHNICIAN I			Secretary
	Assistant Superintendent	Senior Inspector	AUTOMOTIVE TECHNICIAN II			Dispatcher / Clerk
	Maintenance Tech II	Senior Project Manager	AUTOMOTIVE TECHNICIAN III			Office Supervisor
	Maintenance Tech I	Senior Project Mgr-Engineering	EQUIPMENT TECHNICIAN I			Engineering Division Manager
	Senior Building Maintenance Tech	Senior Inspector	EQUIPMENT TECHNICIAN II			Fleet Division Manager
	Water Quality Division	Sign Technician	EQUIPMENT TECHNICIAN III			Field Services Superintendent
	Director of Water Quality	Sr Project Mgr-Construction	FLEET SERVICES MANAGER			Utility Services Superintendent
	Superintendent	Sr Project Mgr-Utility Coordinator	LEAD AUTOMOTIVE TECHNICIAN			
	Senior Operator	Stormwater Coordinator	LEAD EQUIPMENT TECHNICIAN			
	Laboratory Mgr.	Street Laborer	PARTS TECHNICIAN			
	Laboratory Tech.	Street Laborer 1	SENIOR PARTS TECHNICIAN			
	Operator	Street Superintendent	SHOP ASSISTANT			
	Laborer					
	Senior Maintenance Tech					
	Maintenance Tech II					
	Foreman					
	Inspector					
	Assistant Engineer					
	Stormwater Technician					

## Appendix II



## About City of Franklin

The City of Franklin is a progressive community, as well as



# Public Works Operations Analyst

### Overview

**End Date:**

11/4/2022

**Date Posted:**

10/13/2022

**Job Code:**

ProfessionalsG

**Location:**

City Hall

**Address:**

109 3rd Ave S

**City:**

Franklin

**State:**

TN

**Country:**

United States of America

### Description

PAY: \$2,323.35/Bi-Weekly- \$2,528.35/Bi-Weekly

## I. Purpose of Job

Performs complex analysis, benchmarking, planning, and project management work in support of the City's development services. Work generally involves tracking outcomes and evaluating the efficiency and effectiveness of the City's various development services while identifying potential enhancements. Work requires considerable independent and creative thought and interpersonal skills to fully engage team members in identifying, monitoring, and implementing process changes.



## **II. Essential Job Duties**

### **A. Analyze Processes**

- Investigate procedures, processes, field operations and work activities; analyze and make recommendations aimed at making service delivery more efficient.
- Consult with department heads to identify areas needing research and investigation.
- Evaluate policy changes and make recommendations when investigations indicate policy changes are required.
- Collect and compile information from other jurisdictions and other sources regarding 'best practices' for public works activities.
- Assist departments in establishing good performance measurement systems using financial and budget criteria and operational methods.
- Develop strategies to effectively communicate findings and issues to elected officials, Public Works leadership, other City departments and other agencies.
- Participate in the evaluation, analysis, and development of long-range plans.
- Jointly develop business plans for operating functions with the Public Works staff.
- May represent Public Works at meetings with other departments and outside agencies.
- Perform cost of service analyses for water and sanitary sewer utilities and solid waste collection and disposal

### **B. Reporting and Benchmarking**

- Prepares monthly activity reports and prepares annual activity reports for City Administration and the Board of Mayor and Alderman.
- Prepares and completes various statistical, periodic, and special reports and projects for the Board of Mayor and Alderman, City Administrator, Assistant City Administrators, and Department Directors.
- Develop reports to track and monitor efficacy of Public Works services.
- Assess and benchmark customer needs, market dynamics, technology, and competition for changes to existing processes.
- Communicates regularly with department directors regarding policies and procedures to support level of service commitments within the community.

## **III. Key Competencies Required**

- **Job Content Knowledge:** Has thorough knowledge of the policies, procedures, and activities of the City as they pertain to the performance of duties relating to the position of Public Works Operations Analyst. Is knowledgeable of accounting practices as necessary in the completion of daily responsibilities. Is capable of reading and using engineering technical documents, standard operating procedures, budget documents and cost estimates. Must be able to perform word processing and data entry functions. Is knowledgeable of personnel rules and regulations and principals of supervision. Has comprehensive knowledge of the terminology,



principles, and methods utilized within Public Works. Is knowledgeable and proficient with computers.

- **Language Skills:** Ability to read, analyze, and interpret common scientific and technical journals, financial reports, and legal documents. Ability to respond to common inquiries or complaints from customers, regulatory agencies, or members of the business community. Ability to write speeches and articles for publication that conform to prescribed style and format. Ability to effectively present information to top management, public groups, and/or boards of directors.
- **Mathematical Skills:** Ability to work with mathematical concepts such as probability and statistical inference, and fundamentals of plane and solid geometry and trigonometry.
- **Reasoning Ability:** Ability to define complex problems, collect data, establish facts, and draw valid conclusions. Ability to interpret an extensive variety of technical instructions in mathematical or diagram form and deal with several abstract and concrete variables.
- **Teamwork:** Develops constructive and cooperative working relationships with others. Encourages others to express their ideas and opinions. Provides input into identifying and solving problems. Anticipates need of others for information about job tasks and work environment and provides it to them in a timely manner. Willingly assists others with job tasks when appropriate.

#### IV. Physical Demands and Work Environment

Physical Demands: Performance of the essential duties of this job requires the incumbent to:

	Portion of Time		
	None	Under 1/3	1/3 To 2/3 Over 2/3
Stand		X	
Walk		X	
Sit			X
Use hands to finger, handle, or feel			X
Reach with hands and arms		X	
Climb or balance		X	
Stoop, kneel, crouch, or crawl		X	
Talk or hear			X
Taste or smell		X	

Performance of essential duties of this job require the incumbent to lift up to the following:

	Portion of Time	
	None	Under 1/3 1/3 To 2/3 Over 2/3
Up to 10 Pounds		X
Up to 25 Pounds		X
Up to 50 Pounds	X	
Up to 100 Pounds	X	

More than 100 pounds X

Performance of essential duties of this job require the incumbent to be exposed to the following environmental conditions:

	Portion of Time	
	None	Under 1/3 1/3 To 2/3 Over 2/3
Wet or humid conditions (non-weather)		X
Work near moving mechanical parts		X
Work in high, precarious places	X	
Fumes or airborne particles	X	
Toxic or caustic chemicals	X	
Outdoor weather conditions		X
Extreme cold (non-weather)	X	
Extreme heat (non-weather)	X	
Risk of electrical shock	X	
Work with explosives	X	
Risk of radiation	X	
Vibration	X	

#### Minimum Requirements

## V. Qualifications


Minimum Qualifications and Experience:


- Bachelor's Degree in Engineering, Public Administration, Business Administration or equivalent.
- Four years' experience performing duties similar to those described above.
- Any combination of experience and training that provides the equivalent scope of knowledge, skill, and technical ability to properly perform the work as described.

**Required Certifications/Licenses:**

- Valid Tennessee Driver License

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The City of Franklin is dedicated to providing equal opportunity for employment to all applicants without regard to race, color, religion, creed, gender, national origin, age, disability, marital or veteran status, or any other protected class. The City of Franklin adheres to Title VI as well as Title VII.

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U.S. Patents 7,080,057; 7,310,626; 7,558,767; 7,562,059; 7,472,097; 7,606,778; 8,086,558 and 8,046,251.

## Appendix III



**PARKER**  
C O L O R A D O

# **General Operations Manual**

**Issued by the Town Administrator's Office**

**Effective September 19, 2022**

The Town of Parker General Operations Manual is promulgated under the general powers set forth for the Town Administrator by the Town Charter and Town Council. The intent of the Operations Manual is to provide the Town's employees with an understanding of the Town's administrative regulations. This Manual replaces and rescinds all previously issued management bulletins and policies. All Town employees are expected to read and follow these policies.

The Town Administrator has approved all updates and documents referenced within this Operations Manual document.

Michelle Kivela  
Town Administrator

overwhelming the users, the site manager will monitor the amount and type of information added to the Town accounts and page.

- The Town will decide whether to accept comments on its social media accounts on a case-by-case basis. Questions should be responded to in a timely manner and in accordance with the Town's social media policy. The Town encourages comments, concerns and questions regarding any of the topics found on Town social media websites, but will remove the following types of content:
  - Content that incite illegal activity
  - Obscene or profane content
  - Content fostering, promoting or perpetuating illegal discrimination
  - Libelous or defamatory content
  - Content containing specific or imminent threats
  - Content infringing on copyrighted or trademarked material
  - Comments that are off-topic
- The third time an individual has their comments hidden due to a violation of our social media policies; they will be banned from commenting on the Town of Parker Facebook page in the future.
- Use and administration of the Town's social media accounts and pages shall comply with applicable federal, state, and local laws, regulations, and policies.
- Town social media accounts accessed and utilized during the course and scope of an employee's performance of his/her job duties may not be used for private or personal purposes or for the purpose of expressing private or personal views on personal, political or policy issues.
- A social media account shall not be used by the Town or any Town employee or representative to disclose sensitive and/or confidential information without the prior express written approval of the Town Administrator.
- Data on or related to Town-sponsored social media accounts or pages related to Town business, including a list of subscribers and posted communications, may be a public record subject to public disclosure pursuant to the Colorado Open Records Act, C.R.S. § 24-72-201, *et seq.* Whenever possible, Town social media pages shall indicate that any and all content may be subject to public disclosure.

## **9. Town Facilities**

The purpose of this policy is to provide employees with guidance related to the proper maintenance, use and safety of Town Facilities. The Facility Maintenance division of Engineering/Public Works is responsible for the overall maintenance of Town Facilities. Facility Maintenance has the authority to make decisions related to equipment and repair means and methods related to a facility. This includes, but is not limited to, routine service, scheduled maintenance, unscheduled repairs, emergency repairs and capital improvements.

- Facilities Maintenance is responsible for the overall maintenance required of Town Facilities. This includes, but is not limited to routine service, scheduled maintenance, unscheduled repairs, emergency repairs and capital improvements.
- Town staff and/or contract service providers, with the exception of Facilities Maintenance, shall not perform maintenance on Town facility operational equipment unless authorized by the Facility Maintenance Manager of Engineering/Public Works or designee. This includes electrical modifications, painting, lighting repairs, picture hanging, plumbing repairs, HVAC repairs, etc.
- Some equipment at a facility may be identified as supported, but not maintained by the Facility Maintenance. Typically, these items are identified as specialty equipment and serve a specific function at a facility. Examples include, pool pumps/motors, audio/visual equipment, and other specialty equipment that is managed and maintained by the operating division.
- Facility Maintenance will coordinate maintenance performed by contracted service providers at all Town facilities.
- All non-capital facility maintenance work requests should be entered into the enterprise asset management system (Sprocket).
- Financial obligations associated with all capital facility maintenance, repairs or improvements are the responsibility of the operating department. The Director of Engineering/Public Works or his/her designee will assist in preparing the scope and cost estimate associated with the capital improvement requests. Facilities Maintenance will allocate costs associated with repairs and maintenance of a facility through the internal charges for services to the appropriate operating account.
- If the work request is denied, the Facility Manager of Engineering/Public Works will communicate with the appropriate personnel regarding the rationale for the denied request.

## **9.1 Facility Access Device Assignment and Use**

The purpose of this policy is to establish procedures for the distribution, management and use of Town facility identification cards and access devices to assist in maintaining a safe and secure work environment for Town employees.

### **9.1.1 Definitions**

- Access Device – Any key, lock, core, electronic entry card, electronic entry code, or other apparatus or method designed to provide authorized access. Electronic entry cards may also be printed to serve as an Identification Card.
- Identification Card – A standardized device to identify individuals as Town of Parker employees or authorized persons while in a Town Facility. The Identification Card may also be programmed to serve as an access device.
- Town Facilities – Any building, storage facility, or structure owned or leased by the Town.

### **9.1.2 Town Identification Card Issuance**

Identification Cards are programmed as access devices for entry into Town Facilities entry. The Human Resources Department issues the Identification Cards to employees upon employment.

- Seasonal or temporary employees may be exempted from this provision at the discretion of the Human Resources Director or designee.
- Transfers from one department to another may require adjustments to the Identification Card access previously issued, which will be made by the Human Resources Department. Any previously issued keys shall be reviewed and a determination made as to the need to retain said keys. An employee shall relinquish all unnecessary keys to Facility Maintenance.

### **9.1.3 Display of Town Identification Cards**

All Town employees or representatives/vendors who are issued an Identification Card must clearly display the card while in a Town Facility. The employee's supervisor may waive this requirement if dictated by a specific circumstance.

### **9.1.4 Access Device Use and Accountability**

- A Department Director or designee shall approve requests for the issuance of keys or other access devices for employees in their department through the Town's work order management system.
- Requests for changes to door access within an employee's department are to be submitted to Facility Maintenance through the Town's work order management system.
- Employees should not loan or provide their assigned Access Devices to anyone.
- Employees are prohibited from duplicating, manufacturing, or reproducing keys for Town facilities unless otherwise authorized by the Facility Manager.
- Lost or damaged Access Devices shall be reported immediately to Human Resources, the employee's supervisor, and the Facility Manager.
- Employees entering or leaving a Town facility after hours via a secured door shall push/pull the door after entry/exit to ensure it is securely locked. In the event such door cannot be securely locked, the employee should attempt to contact Facility Maintenance through the on-call phone number (need to list number here).
- Employees shall be responsible for returning all Access Devices issued to them upon termination of employment. Access Devices other than keys shall be returned to Human Resources. Keys shall be returned to Facility Maintenance

## **9.2 Office Relocation and Reconfiguration**

Office space management is an important function within the Facilities Division and requires coordination, resources and communication to provide operational workspace for employees. The following policy provides guidance for employees requesting office relocation and reconfiguration.

- A minimum of two weeks' notice is required to the Facilities Manager/Supervisor in order to schedule and secure the necessary resources required to implement an office relocation and/or reconfiguration.
- The requests are to be submitted by completing an Office Relocation/Reconfiguration form which can be found on the intranet under the Documents & Forms section.



- Office space with existing furniture will not be replaced unless the existing furniture is deemed to be unsafe or otherwise inappropriate for the intended use.
- All new equipment, furniture, and substantial office modifications (other than general maintenance, cleaning, paint, wall repair, etc.) that are requested will need to be budgeted and appropriated by the applicable operating department and may impact/delay the schedule.
- Facilities Maintenance will manage all furniture purchases, including entering Authorization for Expense (AFE) documentation.
- Facilities Maintenance will coordinate directly with all outside vendors associated with the office move/reconfiguration, with the exception of any IT-related items (computer, phone, etc.).

Employees occupying space within a Town Facility are not allowed to make penetrations on walls for personal or operational items. Facility Maintenance is responsible for hanging items on walls within Town Facilities.

## **10. Fleet and Equipment**

The purpose of this policy is to provide Town staff guidance related to the proper use and maintenance of Town-owned fleet and equipment.

- Operation of Town equipment shall be used only in the manner for which it is designed and not used other than its intended purpose.
- Only trained personnel shall operate Town equipment. Employees of vendors may use equipment in some cases. In these situations, the vendor shall provide signature on the Town's standard waiver form prior to use of the equipment.
- Public Works Fleet Maintenance is ultimately responsible for managing the maintenance program for all Town equipment and the Town's Fleet Maintenance Management System.
- All forms of equipment maintenance shall be coordinated through Fleet Maintenance. This includes basic Maintenance, preventive maintenance, scheduled and unscheduled maintenance, and modifications to equipment.
- Operators are expected to perform basic maintenance on equipment, including routine inspections, prior to its use.
- A piece of equipment which has a safety related issue, shall be deemed inoperable until repairs can be made. The employee shall immediately report the equipment issue to their supervisor and the Fleet Maintenance.
- Modification requests to equipment should be routed through the operating department supervisor/manager and be approved by the Department Director or designee. Equipment, which is leased or rented, shall include all required maintenance. The Fleet Maintenance will be involved with the coordination of equipment being leased or rented.

**Proposal to Conduct an Operations and Management  
Audit of the Public Works Division**

**LOCKPORT, NEW YORK**

September 14, 2023

**matrix**   
consulting group

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September 14, 2023

Sarah Lanzo, City Clerk  
City of Lockport  
One Locks Plaza  
Lockport NY, 14094

Dear Ms. Lanzo:

The Matrix Consulting Group is pleased to submit our proposal to conduct an operations and management audit of the City of Lockport's Public Works Division. Our qualifications stand apart from other consulting firms for the following reasons:

- **Expansive Experience.** Over the last 20+ years, our firm has conducted management and operational studies of more than 200 public works departments throughout the United States. We also have significant experience evaluating public works operations as part of over 100 organization-wide studies the firm has conducted.
- **Client focus:** The Matrix Consulting Group prides itself on a project approach that develops recommendations to meet the unique circumstances of each client. We employ best practices assessments to identify improvement opportunities, and tailor recommendations to ensure they fit the needs and expectations for each community. This approach has resulted in high levels of implementation of our recommendations and marked improvements in service delivery for our clients.
- **Project team qualifications:** We are proposing a highly qualified consulting team that has worked together on similar projects. Our proposed Project Manager, Jen Winter, leads our Public Works Practice and has 25 years of experience including prior experience as a Public Works Director.

As the firm's President, I am authorized to negotiate on the firm's behalf and bind it contractually. I can be reached at the address and phone number listed below, or via email at [rbrady@matrixcg.net](mailto:rbrady@matrixcg.net).

A handwritten signature in blue ink, appearing to read "R. Brady", is positioned above the typed name.

Richard Brady, President  
**Matrix Consulting Group, Ltd.**

# 1 Qualifications and Experience

This section of our proposal provides an overview of our qualifications and experience, including information regarding three completed projects of similar size and scope.

## Introduction to the Matrix Consulting Group

The Matrix Consulting Group is a management consulting firm dedicated to providing quality analytical assistance to local governments. Our company was formed in 2002 to focus solely on providing high-quality management consulting services to the public sector. Key information about our firm is provided in the following points:

- We were incorporated in California on January 1, 2003, and have been in business for over 20 years.
- We are comprised of 25 full time and five part-time staff.
- We have a dedicated Public Works practice area that includes former public works executives and career consultants.
- Our most significant area of expertise is the provision of organizational and management assessments.

The Matrix Consulting Group is well-versed in the various aspects of public works operations and processes, as well as the staffing and technology needs which accompany them. We take a holistic approach to evaluating operations, processes, policies, organizational structure, and resource needs both to meet the current and projected workload. Our approach provides our clients with a comprehensive assessment of their organizations and implementable recommendations that are tailored to meet their unique needs.

## Experience

Our firm has conducted management, staffing, and operations studies of more than 200 public works departments throughout the United States. Each of these studies were comprehensive assessments of public works operations and collectively cover virtually every facet of public works operations.

Our experience has included the following clients:

Andover, MA	Haverhill, MA	San Mateo, CA
Amherst, NH	Joliet, IL	San Mateo County, CA
Anderson County, SC	Lake County, IL	Santa Maria, CA
Beverly Hills, CA	Littleton, CO	<b>Scarsdale, NY</b>
Boulder, CO	Los Angeles County, CA	Snohomish County, WA
Brockton, MA	Los Angeles, CA	Springfield, MA
Brookline, MA	Menlo Park, CA	Spokane, WA
Cedar Hill, TX	Milpitas, CA	Tiburon, CA
Cedar Rapids, IA	Milwaukee, WI	Torrington, CT
Falmouth, MA	Niles, IL	Vacaville, CA
DeKalb County, GA	Northampton, MA	Vancouver, WA
Dublin, CA	Ogden City, UT	<b>Washington County, NY</b>
Everett, WA	Oklahoma City, OK	West Sacramento, CA
Gilroy, CA	Palo Alto, CA	<b>White Plains, NY</b>
Gloucester, MA	Pittsburgh, PA	Windsor, CT

In addition to our dedicated public works studies, we have conducted over 100 organizational-wide studies that included as part of the scope of work the assessment of staffing and service impact analysis for Public Works and Road Operations. Recent clients include the following:

Albuquerque, NM	Gulf Shores, AL	Portage, MI
Avon, CT	Half Moon Bay, CA	Rancho Mirage, CA
Barstow, CA	Johnson County, KS	Rancho Palos Verdes, CA
Brattleboro, VT	Monroe County, MI	Roseville, CA
Carroll County, NH	Monrovia, CA	Salt Lake County, UT
Coventry, RI	Montpelier, VT	Schertz, TX
DeKalb County, GA	Orland Park, IL	St. Cloud, FL
Franklin Township, NJ	Orleans, MA	Takoma Park, MD
Grand County, UT	Orting, WA	Tigard, OR
Greenbelt, MD	Palos Verdes Estates, CA	Tinley Park, IL
Groton, MA	Peoria County, IL	WA Dept. Fish & Wildlife

## References

The following provides project abstracts and references for four similar public works organizational and operational assessments completed by the proposed project team. One of the projects (Gilroy, California) is our provided work sample.

Gilroy, CA	Organizational and Operational Review of Public Works
Project Contact:	Jimmy Forbis, City Administrator
Phone Number:	408-846-0202
Email:	<a href="mailto:Jimmy.Forbis@cityofgilroy.org">Jimmy.Forbis@cityofgilroy.org</a>
Address:	7351 Rosanna Street, Gilroy CA 95020
Project Dates:	2022
Contract Amount	\$65,000

**Project Summary:** In this study, the project team conducted an analysis of the Public Works Department which included Engineering, Transportation, Environmental Compliance, Park Maintenance, Street Maintenance, Urban Forestry, and Water and Wastewater Maintenance and Operation. The study aimed to promote an environment of continuous improvement and efficient and effective use of staff.

Recommendations were given in operations, work practices, staffing and workload. Key recommendations included several organizational changes such as the creation of a sewer maintenance team separate from street maintenance and the relocation of park reservations out of maintenance operations. Recommendations also included development of an asset management program with enhanced utilization of the software solution in place, implementation of technology to for development review and permitting, and development of work calendars and work schedules utilizing the software solution already in place.

Fayetteville, NC	Organizational and Operational Review of Public Services
Project Contact:	Sheila Thomas-Ambat, Public Services Director
Phone Number:	910-433-1329
Email:	SheilaThomasAmbat@fayettevillenc.gov

**Project Summary:** Matrix Consulting was retained by the City of Fayetteville to conduct a comprehensive assessment of the Public Services Department including Engineering, Traffic Services, Storm Water Services, Streets, and Solid Waste. The goals of the study included an organizational efficiency and staffing analysis to help deploy strategies to utilize staff resources in the most effective manner, determine appropriate staffing levels for the Department, and recommend organizational structure changes to enhance service levels.

Recommendations included a reorganization of multiple divisions including Engineering, Traffic Services, and Streets to better align teams and delivery of services. Matrix also recommended implementation of an asset management program and the use of technology for field staff to be able to assign and record work order information from the field.

<b>Vacaville, CA</b>	<b>Organizational and Operational Review of Public Works</b>
Project Contact:	Brian McLean, Public Works Director
Phone Number:	707-449-5175
Email:	<a href="mailto:Brian.McLean@cityofvacaville.com">Brian.McLean@cityofvacaville.com</a>
Project Dates:	2021-2022
Contract Amount	\$66,500

**Project Summary:** In this study, the project team conducted an analysis of the Public Works Department which included Engineering, Construction, Facilities, Fleet, Parks, Streets, Transit, and Utilities divisions. The analysis included an organizational and operational assessment with particular focus on organizational structure and staffing.

Recommendations included a reorganization of the departmental leadership team as well as additional organizational structure changes to some of the divisions. The study also addressed use of technology, administrative systems and procedures, and asset management. The study also recommended consolidating and documenting the policies and operating procedures of the Department into an electronic manual accessible online by all staff.

<b>Haverhill, MA</b>	<b>Organizational and Management Assessment of Facilities Services</b>
Project Contact:	Mayor James Fiorentini
Phone Number:	978-374-2300
Email:	<a href="mailto:Mayor@cityofhaverhill.com">Mayor@cityofhaverhill.com</a>

**Project Summary:** The Matrix Consulting Group completed a study of the City’s Highway Division and also of the facilities maintenance services provided by the City and its School system.

The City’s Highway Division had faced several management issues in recent years, and it engaged our firm to conduct a thorough assessment of the degree to which further changes were required in personnel management, customer service, communications, planning and managing work, and productivity. The project team recommended replacing the Public Works Department’s management information system, enhancing the information captured on work orders, ensuring that employee performance appraisals occur regularly, and timely replacement of the fleet in addition to many other recommendations.

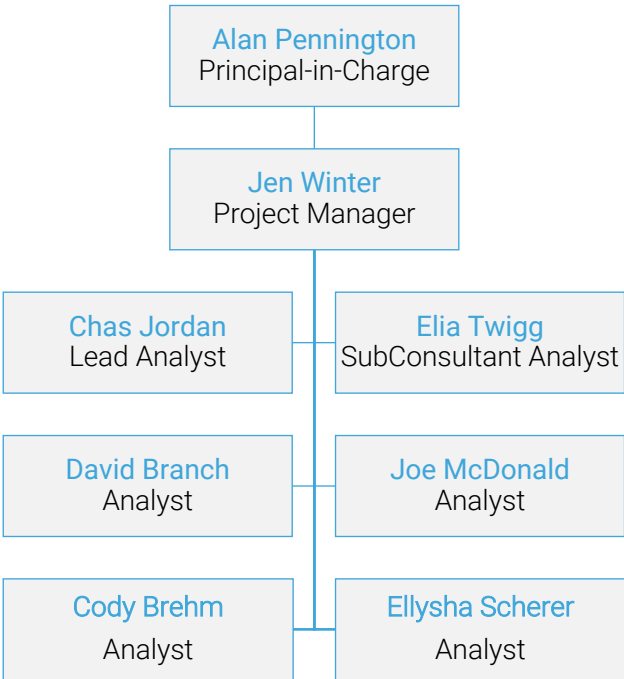
For the facilities maintenance study the project team recommended a phased approach to full consolidation that involved, first, addressing customer service issues and developing and implementing a more robust preventive maintenance program. Later phases addressed the need for a consolidated work order system, performance management, and standardized approaches to contracting and internal staffing.



### Project Team

We have proposed a very qualified and experienced project team for this engagement including our most senior consultants and individuals with significant experience conducting similar engagements. The team will be managed by Alan Pennington, who leads our General Consulting Practice, and team members have significant public sector and consulting experience in Public Works.

All team members are employees of Matrix Consulting Group apart from Elia Twigg, a consultant from Lantic Solutions. Elia is currently partnered with the Matrix Consulting Group on multiple similar studies.



Resumes of our senior team members are included on the following pages.

## ALAN PENNINGTON

SENIOR VICE PRESIDENT, MATRIX CONSULTING GROUP

**Alan Pennington** leads our General Consulting Practice which includes Public Works and Engineering studies. Alan has extensive experience conducting organizational, operational, and staffing assessments for public works operations including evaluation of the sufficiency of contracted services. He has been employed by the firm since 2005. Prior to that time, he served for over 13 years in local government positions. In his time with the firm, he has conducted over 300 studies including over 75 with a public works or engineering focus.

### Experience Highlights

**Downey, CA:** Alan was the Project Manager and Lead Analyst on this assessment of the engineering operations within the Public Works Department. This study focused on the organizational structure, staffing requirements, and evaluation of contracted services to ensure appropriate resources were allocated based on workload.

**Menlo Park, CA:** Alan was the Project Manager on this engagement evaluating both the Community Development and Public Work Departments. Key recommendations included:

- Transfer of the land development function from Public Works to Community Development to improve communication and coordination of development review activities.
- Identified improvements in operational practices to enhance capital project management.

**Everett, WA:** Alan was the Project Manager on this comprehensive study of the City’s Public Works Department which included utilities, engineering, refuse and recycling operations, streets, stormwater, public information, grants, and building permitting/inspection operations. Key recommendations:

- Provided staffing analysis and identified the need for additional Engineers and Engineering Technician positions.
- Greater focus on GIS utilization and implementation of a comprehensive asset management program.

**Project Role:** Alan will serve as the Principal-in-Charge.

### Relevant Clients:

- AZ Buckeye
- CA Downey
- CA Gilroy
- CA Menlo Park
- CA Palos Verdes Estates
- CA Rancho Mirage
- CA Santa Maria
- CA South Coast Water
- MA Orleans
- MO Dept. of Conservation
- MO Raymore
- NC Fayetteville
- NY Washington County
- NY White Plains
- SC Charleston County
- TN Franklin
- TN Nashville
- VA Alexandria
- WA Everett
- WA Orting
- WI Milwaukee

**Years of Experience:** 28

### Education:

BA, University of Maine, Public Management.

MPA, University of Maine,

### Professional Association:

Association of Local Government Auditors (ALGA)

Government Finance Office’s Association (GFOA)

International City-County Management Association (ICMA)

## JEN WINTER, P.E.

SENIOR MANAGER, MATRIX CONSULTING GROUP

**Jen Winter** leads our Public Works and Infrastructure practice area. She leads all public works studies including asset management, engineering, streets, traffic and transportation, public utilities, and related services. Prior to joining Matrix Jen served within local government as the Public Works Director for the City of Cedar Rapids, Iowa. She has also previously served as the Regional Director for an engineering consulting firm. Her local government experience includes:

- Strategic planning, organizational and staffing assessments, data and workload analysis, needs assessments, public engagement, and best management practices evaluation and implementation.
- Process studies within public works and development activities, organizational review, and process evaluation and reengineering.
- Asset management strategies critical to the planning and measurement of infrastructure.
- Extensive training in and experience implementing organizational health initiatives.

### Experience Highlights

**Santa Maria, CA:** Jen was the project manager and lead analyst on the Operational and Organizational Review of the Public Works Department. Key recommendations included:

- Implementation of operational best practices including developing an asset management program.
- Organizational and staffing improvements including the reorganization of the Public Works Department to better align staff and services.

**Vacaville, CA:** Jen was the Project Manager on the City’s comprehensive review of the Public Works Department including Engineering, Facilities, Streets, and Utilities. Key recommendations included:

- Implementation of operational best practices including developing an asset management program.
- Organizational and staffing improvements including the reorganization of the Engineering Division.

**Project Role:** Jen will serve as Project Manager.

### Relevant Clients:

- CA Dublin
- CA Gilroy
- CA Marin County
- CA SDCWA
- CA Santa Barbara
- CA San Bernardino Co.
- CA SDCWA
- CA Santa Maria
- CA Vacaville
- CA West Sacramento
- FL Dunedin
- FL Naples Airport
- NC Fayetteville
- NE Sarpy County
- PA SARAA
- TN Knoxville
- WA Snohomish County

**Years of Experience:** 25

### Education:

BS, Iowa State University, Civil Engineering

### Professional Association:

- American Public Works Association (APWA)
- APWA Center for Sustainability (Past Chair)
- APWA Iowa Chapter Board Member

**CHAS JORDAN, M.P.A., P.W.E., F.M.P., S.C., LEED G.A., ENV SP  
MANAGER, MATRIX CONSULTING GROUP**

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**Chas Jordan** recently joined our firm to lead projects in the firm’s General Consulting Practice. He serves as a project manager and a project consultant on projects dealing with public works, facilities, fleet management, utilities, parks and recreation and administrative functions.

Prior to joining Matrix, Chas served as an Assistant Public Works Director and Facilities Manager as well as a Public Works Administrative Manager in Florida. In this capacity, he became an experienced construction project manager, as well as a thorough knowledge of Public Works best practices and accreditation requirements. He has also previously served as Project Manager for a solid waste management consulting firm. His local government and consulting experience includes:

- Strategic planning, organizational and staffing assessments, needs assessments, and best management practices evaluation and implementation.
- Process studies within public activities, organizational review, and process evaluation and reengineering.
- Crisis management and disaster and emergency response from non-public safety departments.
- Technology implementation to improve workflow and management, integration strategies and employee training.
- Management and soft skills development and training.
- Financial analysis, rate setting, and long-term capital planning.
- Fleet asset management and equipment replacement.
- Facilities capital project management and long-term planning.

**Experience Highlights**

**Addison, TX:** Chas served as the lead analyst for Matrix on a project reviewing the organization and operations of the Town of Addison’s General Services Department which includes facilities, fleet, and general operations functions for the entire Town. This project included a staffing review, a work load analysis and maintenance management procedures, and guidance on implementing more robust asset management practices for both buildings and vehicles for the future.

**San Diego County Water Authority, CA:** Chas served as an analyst on this project reviewing the capital improvement and project management processes of the Authority and to recommend improvements for a more streamlined and efficient process for the future.

**Role on this engagement:** Chas will serve as the lead analyst.

**Relevant Clients:**

- CA OCTA
- CA SDCWA
- CA San Bernardino
- FL Miami Beach
- FL Toho Water Auth.
- TN Knoxville
- TX Addison

**Years of Experience:** 18

**Education:**

MPA, University of North Florida – Public Administration

BA, University of North Florida - Political Science and Public Administration

**Professional Associations:**

- American Public Works Association (APWA)
  - Past Chairman - Leadership and Management Committee
  - Florida Chapter Past President

Solid Waste Association of North America (SWANA)

Institute for Asset Management (IAM)

## DAVID BRANCH

MANAGER, MATRIX CONSULTING GROUP

**David Branch** has served as an analyst and project lead on a wide range of government studies covering a variety of county and municipal functions such as building, planning, housing, code enforcement, human resources, finance and purchasing, public works and utilities. David has extensive experience conducting organizational, operational, and staffing assessments during his 10 years with our firm. Relevant experience highlights include:

- Completed over 120 studies for local government entities, including numerous department and agency-wide assessments.
- Analysis focuses on workload and staffing, organizational structure, asset management, and process improvement using recognized best practices and quantitative metrics and modeling and developing implementation solutions to guide clients.

### Experience Highlights

**El Segundo, CA:** David was the lead analyst for this study of the City’s Community Development Department. The study analyzed staffing needs and organizational structure, workload and performance metrics, operational issues, and opportunities to deploy technology. Key recommendations included:

- Development of plan review processing performance benchmarks and the use of a performance measurement dashboard for internal use and the public.
- Process flow adjustments to consolidate the plan review process, involve Planning more consistently, and centralize the applicant point of contact.
- Implementation of permitting and land management software along with a digital applicant portal and cashiering integration.
- Identification of staffing resources needed to meet desired processing times.

**Project Role:** David will serve as an analyst.

### Relevant Clients:

- AZ Buckeye
- CA El Segundo
- CA Fresno
- CA Milpitas
- CA Redlands
- CA Riverside
- CO Aurora
- CO Westminster
- FL Coral Gables
- FL Fort Myers
- FL Kissimmee
- GA DeKalb County
- IL Tinley Park
- IL Chatham
- NC Rowan County
- NY Albany
- OR Tigard
- TX Dallas
- TX Flower Mound

**Years of Experience:** 10

### Education:

BS, University of Southern California; Policy, Management, and Planning.

M.Ed., University of Missouri – St. Louis, Secondary Education

### Professional Association:

American Public Works Association (APWA)

## JOE MCDONALD

CONSULTANT, MATRIX CONSULTING GROUP

**Joe McDonald** has served as an analyst on a wide variety of engagements, ranging from community development departments to municipal airports. Joe assists in developing client surveys, documenting current and future workflows, and assists senior staff in conducting interviews, performing data analysis, and preparing client deliverables.

### Experience Highlights

**Thurston County (WA):** The firm was engaged by the Thurston County Public Works Department to perform an operational assessment of its Road Operations Division. On this project Joe:

- Facilitated interviews with Road Operations leadership to develop an understanding of current operations, staffing, workload, and use of technology. This information was used to create a profile of the organization.
- Performed data analysis in support of the project team. A key task involved analyzing time code data to optimize staffing allocations based on the type of work being performed (surfacing, drainage, etc.).
- Administered a survey of all current Road Operations employees. Analyzed survey data based to develop an analytical report summarizing some key themes and sentiments from the survey.

**SDCWA (CA):** As part of the assessment of San Diego County Water Authority’s (SDCWA) CIP program, Joe:

- Facilitated a process diagramming workshop to document the current workflow associated with the CIP process. Worked with other project team members to develop and document a future CIP workflow.
- Provided analytical support to the rest of the project team. This included developing a current state assessment of the CIP program, analyzing workload data, and participating in staff interviews.

**Project Role:** Joe will support both teams with data analyst, interviews, and stakeholder facilitation.

### Relevant Clients:

- CA Rocklin
- CA San Bernardino Co
- CA San Dimas
- CA SDCWA
- CO Greeley
- FL Clearwater
- FL Dunedin
- FL Naples
- IA Cedar Rapids
- NV Henderson
- TN Knoxville
- WA Thurston Co.
- WV WVU

### Years of Experience: 2

### Education:

BA – Professional and Technical Communications, University of South Florida

### Professional Association:

- Florida City County Managers Association (FCCMA)
- Engaging Local Government Leaders (ELGL)
- Society for Technical Communications (STC)

## ELIA TWIGG, PE

PRINCIPAL OWNER, LANTIC SOLUTIONS

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**Elia Twigg** is an accomplished licensed engineer, author and speaker with 20 years of experience in engineering, construction, and management. She has 10 years of operations and management experience in the public sector including 3 ½ years as a Public Works Director for the City of Palm Bay, Florida.

### Experience Highlights

#### Partnered with Matrix Consulting Group:

**West Sacramento, CA:** Elia was an analyst on the City’s comprehensive review of the Capital Projects Department. The study evaluated the operations and staffing of Engineering, Construction Management and Facilities. Key recommendations included:

- Implementation of best practices including utilization of technology and development of specific policies and procedures.
- Organizational and staffing improvements including enhanced workload tracking and key performance measures.

#### Lantic Solutions:

Principal Engineer/Owner - Design septic systems (conventional, drip irrigation, etc.), drainage plans for single family and commercial properties, and small site plans and work with contractors to have more efficiencies in their offices.

#### Consort Engineers, LLC:

- Sr. Project Engineer - directed complex construction engineering administration and inspection projects and developed policies, methods, practices, and procedures.
- Local Agency Manager - managed and expanded relations with local governmental agencies.
- Other - developed in-house training for project managers and for emergency response duties.

#### City of Palm Bay:

- Project Manager - Managed the City’s major Public Works capital projects and managed consultants.
- Division Manager over Operations - Managed the operations for the division to include traffic operations, procurement, cost estimating, maintenance, construction, scheduling, budgeting.
- Right-of-Way Services Manager

**Project Role:** Elia will serve as an analyst.

### Relevant Clients:

- CA San Bernardino Co.
- CA West Sacramento

**Years of Experience:** 20

### Education:

University of Florida

Master of Engineering in Civil Engineering

University of Florida  
Bachelor of Science in Civil Engineering

### Licenses and Certifications:

Florida Professional Engineering License

Advanced MOT

Stormwater Erosion and Sedimentation Control Inspector

### Publications:

Co-Author of Executive Soft Skills Pocket Guide sold in the APWA bookstore.

Author of several APWA Reporter Magazine articles with subjects pertaining to leadership and management topics



## 2 Methodology and Timeline

This section of our proposal includes an overview of our project management approach, followed by a detailed task plan.

### Philosophy and Approach

The Matrix Consulting Group takes a clearly defined, client-centered project approach to each study we conduct. Key elements of our philosophy and approach to providing consulting services include the following:

- A principal of the firm is involved in every project, providing oversight, quality control and management assistance for all our studies.
- We are objective and data driven. We do not base our recommendations on opinions or simple comparative measures. We ensure that our analysis is based on a comprehensive understanding of our client's unique service level goals, workloads, risks, regulations, and operating environment.
- Our projects are approached with a firm grounding in analytical methodology. Our clients receive detailed analysis of their specific issues. All impacts are identified and analyzed in detail to ensure that recommendations can be implemented, and our clients can understand the reason for change.
- Our projects are characterized by extensive interaction between consultants and clients, including both executive management and policy makers, as well as supervisory and line-level staff. We will specifically speak to those individuals who are involved in the respective operations and processes to learn more about their roles and to obtain feedback regarding our analysis, findings, and potential solutions.
- We prioritize formal project management techniques to ensure clear communication, timely task completion, and a thorough analysis of issues. We take pride in delivering our work on time, on budget, and at a level of quality which exceeds expectations.

These five pillars guide our work and result in successful projects and satisfied clients.

### Project Task Plan

The City of Lockport is seeking an audit of the Public Works Division that will identify opportunities for improvement in the City's public works operations and management.



These opportunities need to include actionable solutions to enable the City to better serve its citizens.

The following task plan outlines our proposed project task plan to conduct this comprehensive assessment of Public Works.

### **Task 1 | Project Kickoff**

In this task, the project team will work with leadership to identify a project steering committee to work with our project team throughout the duration of the assessment. Once identified, the project team will hold a virtual project initiation and kickoff meeting with the City's project steering committee and appropriate City and Division leadership. During this kickoff, the City will share the study goals and desired scope of service objectives. The project team will review the proposed task plan and schedule. As a result of this project initiation, the project team will finalize the project schedule, data collection instrument, and updated project task plan (if necessary). Then we will begin scheduling initial interviews with leadership, staff, and steering committee members.

**Task Deliverable – The project team will develop a kickoff meeting agenda and provide a project schedule, data collection list, and updated work plan to the City's project coordinator and schedule initial interviews with staff.**

### **Task 2 | Develop an Existing Condition Assessment**

To evaluate the Division's operations, processes, and work practices, we need to develop an in-depth understanding of the key issues impacting and shaping service requirements both internally and externally. To develop this perspective, we will conduct interviews with staff, management and internal stakeholders who are involved in the various public works activities. These interviews will focus on understanding and documenting the following:

- Adequacy of service levels and gaps in existing levels of service.
- Goals and objectives for the delivery of services for each division.
- Document technical skill set, training, and certifications of staff.
- Adequacy of management systems and technology and the extent to which managers utilize this information to make meaningful service decisions.
- Outsourcing philosophy of the City/Division, the services that are currently outsourced/contracted and additional candidates for alternative service delivery to meet peak workload demands.
- Identification of relevant workload for staff in each functional area.

- Understand the current technology systems and utilization.

Next, we will develop a detailed description of the services provided by Public Works. Our focus will be on how services are delivered, staffed, and managed, as well as the costs associated with the delivery of those services. The development of this detailed description will be based on interviews as well as on the collection of operating information and data, including the following:

- The current organization of the Division.
- Documentation of all key operations:
  - Service scope and content.
  - How staff are scheduled and deployed.
  - Workload data and base service levels.
  - The extent of any contracted services by type, size, and cost.
- Documentation of management systems to support divisional operations:
  - Organizational business processes and procedures; and
  - Performance monitoring systems.
- Document current performance targets related to major services areas.
- Document the current coordination mechanisms and procedures in place to coordinate service delivery among different divisions and teams.
- Document how operations, processes, and workload has changed recently.

Once initial data collection activities have been completed, the project team will prepare a document that presents our understanding of the current organization, staffing, and operations.

**Task Deliverable – A current state assessment summarizing the current organization staffing levels, roles, supervisor ratios, workload, procedures, and technology used by the Division.**

### **Task 3 | Conduct an Operational Assessment**

In this task, our project team will utilize a best management practices assessment to evaluate processes, policies, use of technology, management planning, and the general operations of the Division. These include but are not limited to:

Asset Management	Emergency Response
Fleet Management	Environmental Compliance
Maintenance Management	Customer Service
Personnel Management and Organization	Performance Metrics

We will address these issues by employing several different approaches, such as those outlined below:

- **Best Practice Assessment:** The best practice assessment will include the identification of areas where the Division currently meets the best practice and more importantly, the analysis will identify areas where current gaps and shortcomings exist and therefore present opportunities for improvement of existing operations. The best practice assessment will begin to clearly identify major operational issues and will include preliminary analysis of workload and process data.
- **Evaluate the adequacy of major work practices.** This analysis will include the review of divisional workload. Additional analysis will focus on the identification of opportunities to streamline internal processes and assignments as well as work practices to increase productivity and/or enhance their effectiveness. Also, we will identify the degree to which key projects or work tasks are not being accomplished (due to lack of prioritization, staff, etc.) and assess the extent to which tasks could be absorbed through streamlining of work process, if at all. Analysis will also focus on defining specific roles of various staff within each division and updating corresponding job duties if needed. Process diagrams will be revised if significant process reengineering is recommended.
- **Evaluate performance management and metrics.** This effort will analyze the effectiveness of managing performance in the Division. Public Works operations require effective management to ensure that staff are appropriately scheduled, deployed, utilized and held accountable for performance. The project team will evaluate this in terms of the following:
  - Does the department make use of effective performance metrics?
  - How are goals, objectives and service level targets developed?
  - Are established metrics tracked and reported out routinely?
  - Are established metrics communicated to staff at all levels?
  - Do managers have accurate and timely measures of performance?
- **Evaluate customer service including internal and external customers.** The project team will analyze the level of service provided to both internal and external

customers. The project team will address coordination between divisions for the various business processes and approach used for public outreach and education.

- **Evaluate current technology systems.** This task will focus on understanding and assessing current technology systems utilized by the Division. The project team will evaluate the current software suites to evaluate how effectively all functionalities of the software have been implemented, degree to which GIS and CMMS systems are implemented and utilized, how mobile and handheld devices are used in the field, and the degree to which current systems result in efficient information-sharing and elimination of duplicative input. We will also evaluate how proposed changes to the use of technology may impact efficiencies and operations and identify any current issues related to accessibility and training related to the use of technology.

In conjunction with earlier interviews and data collection, the project team will, at this juncture, be able to evaluate the efficiency of performance of current tasks and identify changes needed to increase consistency or increase the efficiency and effectiveness of the services provided.

**Task Deliverable – A summary of the analysis and key findings in work practices, policies and procedures, service levels, customer service, operations, and use of technology in the Public Works Division.**

#### **Task 4 | Conduct a Staffing and Organizational Assessment**

This task involves an evaluation of workload, staffing levels, management practices and the organizational structure. We will evaluate these areas by employing several different approaches, such as those outlined below:

- **Evaluate staff resources.** In this analysis, we will evaluate the existing and projected workload to identify the staffing resources needed to complete these work tasks in respect to desired service levels. This will include a review of both internal and contracted staffing resources.
- **Assess how the Division is organized.** The project team will evaluate the plan of organization for the Division and each primary work group. We will utilize several principles in the evaluation of organizational structure including:
  - Does the approach to organizing development foster accountability and are supervisor spans of control appropriate and consistent?
  - Does the current organizational structure provide adequate communication and coordination and enhance shared knowledge?

- Do the plans of organization enable staff to provide better public service?
- Is there consistency among organizational structure, employee classification, and roles and responsibilities between divisions and teams?

The result of this analysis will be a proposed organizational structure highlighting any changes (if necessary) for the Public Works Division.

- **Evaluate management practices.** The project team will evaluate how best practices are implemented and monitored, the extent to which managers are implementing effective asset management techniques, effective operational practices, identifying needed training for employees, and implementing, tracking, and reporting on performance measures.

At the conclusion of this task the project team will have evaluated the staffing, structure, and management of the Division.

**Task Deliverable – A summary of the analysis and key findings in organizational structure, staffing allocation and resources, and management practices.**

## **Task 5 | Prepare a Draft and Final Report**

Once the work tasks noted above have been completed, our analysis, findings, and conclusions will be documented and reviewed with the project steering committee. The draft and final reports will contain the following elements:

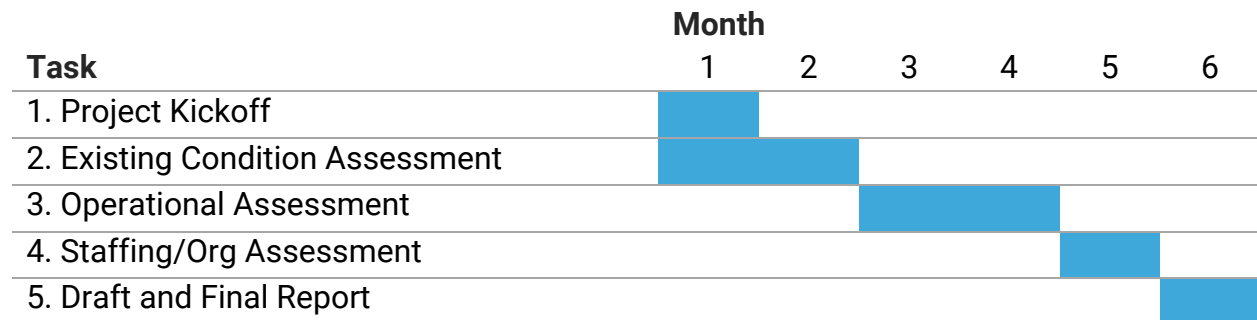
- An executive summary that includes the recommendations with implementation plans for each showing the priority, lead entity for recommendation implementation, timeframe, and any costs/savings.
- Detailed analysis of the staffing and operations of the Public Works Division along with recommendations to improve the current approaches. Identification of improvement opportunities relating to philosophies and commitments of the Division, staffing required given these commitments, and managerial and operational practices for improved service delivery.

Once staff and the internal steering committee have reviewed the draft final report and implementation timeframe and provided input, we would develop the final report. We will be available to make a presentation of our findings and recommendations to the City Manager and/or City Council.

**Task Deliverable – The product of this task would be the draft and final reports including an implementation plan.**

## Timeline

We have proposed a work plan that would complete the assessment over a six month time period. The following graphic outlines the proposed project schedule.



Deliverables associated with each task will be provided at the conclusion of the task.

### 3 Cost Proposal

We propose to conduct the operations and management audit of Lockport’s Public Works Division for **\$65,600**. This includes up to \$4,800 for travel expenses for one site visit for up to three staff. Additional site visits can be negotiated based on the needs of the client. The breakdown of the cost proposal is shown in the table below.

<b>Task</b>	<b>Principal</b>	<b>Project Manager</b>	<b>Lead Analyst / Subs.</b>	<b>Analyst</b>	<b>Total Hours</b>	<b>Total Fee</b>
1. Project Kickoff	2	4	4	4	14	\$2,600
2. Existing Condition Assessment	2	32	32	32	98	\$16,600
3. Operational Assessment	2	32	40	40	114	\$19,000
4. Staffing/Org Assessment	2	16	24	24	66	\$11,000
5. Draft and Final Report	4	16	24	24	68	\$11,600
<b>Total Hours</b>	<b>12</b>	<b>100</b>	<b>124</b>	<b>124</b>	<b>360</b>	
Hourly Rate	\$300	\$200	\$175	\$125		
Total Professional Fees	<b>\$3,600</b>	<b>\$20,000</b>	<b>\$21,700</b>	<b>\$15,500</b>		<b>\$60,800</b>
Travel Expenses						\$4,800
<b>Total Project Cost</b>						<b>\$65,600</b>

## 4 Sample Audit Report

The following link contains the sample audit report for the audit of the Gilroy, California Public Works Department.

[https://drive.google.com/file/d/1m-Lj2etX9vlzxTu6CGo94uIn\\_DOhzplm/view?usp=share\\_link](https://drive.google.com/file/d/1m-Lj2etX9vlzxTu6CGo94uIn_DOhzplm/view?usp=share_link)



# City of Lockport

## Operations and Management Audit for Public Works

PROPOSAL / SEPTEMBER 14, 2023





September 14, 2023

Mr. Tim Russo  
Director of Finance  
One Locks Plaza  
Lockport, NY 14094

**Subject: Proposal for Public Works Operations and Management Audit**

Dear Mr. Russo:

We are pleased to submit this proposal for a Public Works Operations and Management Audit for the City of Lockport (City). Our focus has always been to help local government and utility clients solve their financial, organizational, and technology challenges. We appreciate the opportunity to submit our proposal, which has been developed to provide the City with concise yet thorough information that introduces our approach to organizational and management assessments.

We understand that the City seeks an independent assessment of the Public Works Division in order to identify improvement opportunities in operations and management. Since our founding 30 years ago, Raftelis has provided financial and management consulting services of the highest quality to local governments and utilities. We believe our firm offers the City several distinct advantages for this assessment:

- **A workable and insightful approach:** Our team’s approach specifically addresses the City’s needs and will help develop a best practice-level plan to align the structure and processes of the Public Works Division with the vision and service demands of the Lockport community. Our recommendations are not “cookie cutter” but applicable to, and implementable within, your unique operating context. The City’s desire for gained organizational/operational efficiencies and effectiveness is the exact type of consulting work our firm performs.
- **An experienced team who knows challenges and opportunities faced by local governments:** We are skilled professionals with direct experience in all facets of local government and utility operations. We work solely for local governments and utilities, and many of our team members were local government leaders in some of the best organizations across the country. Our team members understand what is required to deliver effective public works services and have performed similar assessments for other public works and utility agencies nationwide.
- **Personal service from senior-level consultants:** You appreciate it when deadlines are met, phone calls are returned, and your challenges are given in-depth, out-of-the-box thinking. While some firms may assign your business to junior-level people, we offer exceptional service from senior-level consultants.

We are proud of the resources that we can offer and welcome the opportunity to assist the City in this engagement. I am authorized to represent the firm. If you have any questions, please do not hesitate to contact our Organizational Assessment Practice Lead using the following contact information:

Michelle Ferguson, Vice President – Organizational Assessment  
Phone: 828.777.6588 / Email: [mferguson@raftelis.com](mailto:mferguson@raftelis.com)

Sincerely,

A handwritten signature in black ink, appearing to read "Julia Novak". The signature is fluid and cursive, with the first name "Julia" and last name "Novak" clearly distinguishable.

**Julia Novak**  
*Executive Vice President*

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*Photo on cover courtesy of bobistraveling (Flickr)*



## Making our world better

The Raftelis Charitable Gift Fund allocates profits, encourages employee contributions, and recognizes time to charitable organizations that support:

- Access to clean water and conservation
- Affordability
- Science, technology, and leadership

Raftelis is investing in improved telecommunication technologies to reduce the firm's number one source of carbon emissions—travel.



## Diversity and inclusion are an integral part of Raftelis' core values.

We are committed to doing our part to fight prejudice, racism, and discrimination by becoming more informed, disengaging with business partners that do not share this commitment, and encouraging our employees to use their skills to work toward a more just society that has no barriers to opportunity.

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## FIRM QUALIFICATIONS AND EXPERIENCE

# Who We Are

## RAFTELIS AND THE NOVAK CONSULTING GROUP, HELPING LOCAL GOVERNMENTS AND UTILITIES THRIVE

Local government and utility leaders partner with Raftelis to transform their organizations by enhancing performance, planning for the future, identifying top talent, improving their financial condition, and telling their story. We've helped more than 600 organizations in the last year alone. We provide trusted advice, and our experts include former municipal and utility leaders with decades of hands-on experience running successful organizations. People who lead local governments and utilities are innovators—constantly seeking ways to provide better service to the communities that rely on them. Raftelis provides management consulting expertise and insights that help bring about the change that our clients seek.

### TNCG is Now Raftelis

The Novak Consulting Group (TNCG) and Raftelis have always shared a focus on delivering lasting solutions for local government agencies. In January 2020, TNCG joined Raftelis. Today, we provide our clients with wide-ranging capabilities and resources in financial, management, technology, and communications consulting for all areas of local government. Our clients now have the expertise of more than 160 of the country's leading local government and utility consultants, who have decades of experience. We know that our combined capabilities and resources will provide added value to our clients, and we're excited about what we can accomplish together.

**We believe that Raftelis is the *right fit* for this project. We provide several key factors that will benefit the City and help to make this project a success.**

**RESOURCES & EXPERTISE:** This project will require the resources necessary to effectively staff the project and the skillsets to complete all of the required components. With more than 160 consultants, Raftelis has one of the largest local government management and financial consulting practices in the nation. Our depth of resources will allow us to provide the City with the technical expertise necessary to meet your objectives. In addition to having many of the industry's leading management and financial consultants, we also have experts in key related areas, like stakeholder engagement and data analytics, to provide additional insights as needed.

**DECADES OF COLLECTIVE EXPERIENCE:** Our associates and subject matter experts have decades of experience in strengthening local municipalities and nonprofit organizations. They've served in a wide range of positions, from city manager to public works director to police chief.

**PERSONAL SERVICE FROM SENIOR-LEVEL CONSULTANTS:** You appreciate it when deadlines are met, phone calls are returned, and your challenges are given in-depth, out-of-the-box thinking. While other firms may assign your business to junior-level people, our approach provides exceptional service from senior-level consultants.

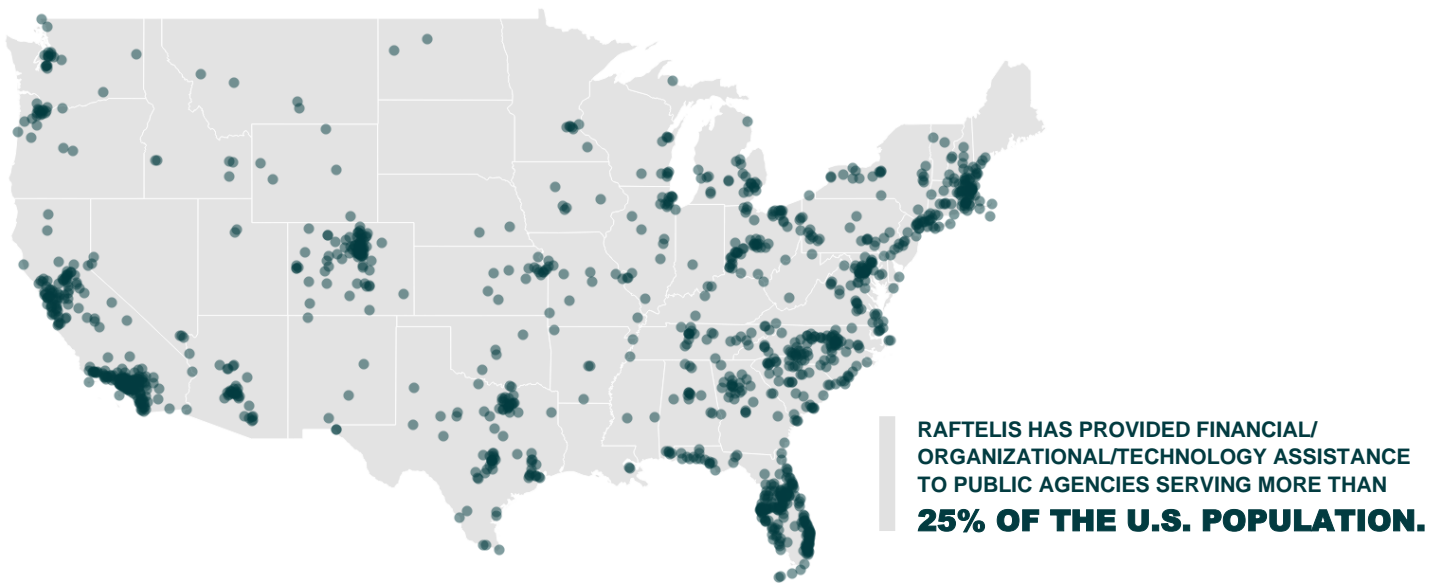
**NICHE EXPERTISE:** Our expertise lies in strengthening public-sector organizations. We're consulting specialists rather than generalists, focusing our strengths to do a highly effective job for a specific group of clients.



# Experience

## RAFTELIS HAS ONE OF THE MOST EXPERIENCED LOCAL GOVERNMENT FINANCIAL AND MANAGEMENT CONSULTING PRACTICES IN THE NATION.

Our staff has assisted more than 1,500 local government organizations across the U.S., including some of the largest and most complex agencies in the nation. In the past year alone, Raftelis worked on more than 1,000 financial, management, and/or technology consulting projects for over 600 public-sector agencies in 46 states, the District of Columbia, and Canada. Raftelis has assisted hundreds of local governments across the country. In many instances, we have worked with organizations over multiple years and established long-term partnerships to build capacity and lasting improvements throughout an organization. We have become trusted advisors to these local governments, as outlined in the following references.



### City of Hutchinson KS

Reference: Tom Sanders, Director of Human Resources

P: 620.694.2620 / E: toms@hutchgov.com

The City of Hutchinson (City) retained Raftelis in 2021 to conduct an assessment of its Public Works and Parks and Facilities Departments. The goal of the assessment was to examine each service area offered by the departments, identify opportunities for improved efficiency and effectiveness, and identify staffing needs. A total of 38 recommendations were developed to allow the City to have the capacity to meet the community’s expectations and prioritize preventative maintenance of infrastructure and facilities. The assessment covered a wide array of services including street maintenance, stormwater and flood control, utilities, and fleet maintenance. In addition, the project team reviewed operations of specialized facilities owned by the City including a municipal airport, golf course, and zoo.



## City of Edina MN

**Reference:** Scott Neal, City Manager  
P: 952.927.8861 / E: sneal@edinamn.gov

In 2021 the City of Edina (City) engaged Raftelis to perform a review of the Public Works Department with a specific focus on the Engineering and Parks & Recreation Divisions. Edina, which is a first-tier inner-ring suburb of the Twin Cities, was experiencing increases in demand for police and fire services, as well as changes in the type of service required in the community. Both divisions had been part of reorganizations since 2018 and the City sought an assessment to clarify service delivery, staffing needs, and best practices. Raftelis reviewed documents and data, conducted numerous staff interviews and onsite visits, and compared the City with best practices in similar organizations. The resulting report provided recommendations and an implementation plan to further solidify the reorganizations, clarify roles, and enhance service delivery.

## Town of Enfield CT

**Reference:** Bryan Chodkowski, Former Enfield Town Manager  
Current Assistant City Manager of Huber Heights, OH  
P: 937.237.5827 / E: bchodkowski@hhoh.org

In 2018 the Town of Enfield engaged the firm to conduct an organizational study of the Public Works Department. The results included a detailed core services inventory as well as recommendations that will enable the Department to adopt a more intentional and long-term approach to work planning, asset management, and service delivery.

## City of Avon Lake OH

**Reference:** Mark Spaetzel, City Council Member  
P: 440.823.8789 / E: mspaetzel@avonlake.org

The City of Avon Lake (City) engaged Raftelis in 2022 to assist with a comprehensive operational, organizational, and management analysis of the Department of Public Works (Department) to analyze operations, service levels, infrastructure management, organizational structure, and staffing levels, and to provide recommendations for improving efficiency and effectiveness. The work included site visits to tour facilities, interviews with Department staff and contractors, and document/data analysis. The resulting report included recommendations to improve asset management, adjust organization structure and add specific staffing, develop plan for funding of vehicles and equipment, improve technology, and rework program and service offerings.

## City of La Vista NE

**Reference:** Brenda Gunn, City Administrator  
P: 402.331.4343 / E: bgunn@cityoflavista.org

The City of La Vista (City) engaged the firm to conduct a detailed assessment of the staffing, organizational structure, processes, and procedures of the Public Works Department. Additionally, the study included a review of the City's Recreation functions for identification of opportunities for enhanced collaboration and efficiency with the Public Works Department.

## **Pinellas County FL**

**Reference:** Patricia A. Heiss, MSM, DTM, Administrative Manager

P: 727.464.4884 / E: pheiss@pinellas.gov

Since 2014, Pinellas County (County) has hired the firm to conduct several operational assessments and to assist with improving efficiency and effectiveness. The Pinellas County Utilities Department engaged Raftelis to assess the necessary staffing and organizational structure to absorb budgeting and financial functions from other internal service departments in the County. Raftelis interviewed the staff within Utilities that perform finance related tasks, conducted peer benchmarking research, and presented several organizational structure options to the Utilities Director. Recommendations were made to align similar functions and create a new Financial Services Division reporting to the Utilities Director.

The Utilities Department also engaged the firm to review the organizational structure of the Utilities Engineering Division. The Division has experienced a high amount of turnover in the last five years, particularly at the leadership level. Raftelis is interviewing all staff within the Division to understand job duties, communication challenges, and organizational alignment. Recommendations for organizational structure options will be made to the Utilities Director in 2023. The firm also assisted with a review of the Utilities business processes, particularly as related to engineering, customer service, maintenance, and water quality.

## **City of Charleston SC**

**Reference:** Susan Poteat, Director of Process and Service Improvement

P: 843.577.1381 / E: poteats@charleston-sc.gov

The City of Charleston (City) engaged the firm under a multi-year contract to conduct a series of organizational and structural assessments as part of the City's Innovation and Process Improvement initiative under the new leadership of Mayor John Tecklenburg. The organization had a well-established series of practices that served as a management system though not thoughtfully and intentionally designed. Mayor Tecklenburg has a different style than his predecessor and was eager to build an organizational culture of Resilience, Innovation, Sustainability, and Excellence.

The firm was hired to be a partner and collaborator for the Mayor and his administration and has conducted several different engagements, including staffing and structural assessments of numerous departments including parks and facilities, public services stormwater, purchasing, construction permitting, communication and engagement, affordable housing, IT governance, payroll processing, the police department, and more. Charleston is a major year-round tourist destination and is experiencing unprecedented development and permitting activity. The firm conducted a detailed review of the City's capital construction process to ensure adequate funding and staffing to meet the demands of infrastructure maintenance and construction. Additionally, the firm conducted a review of sanitation operations, processes, and staffing.

## **Monte Vista Water District CA**

**Reference:** Betty Conti, Human Resources/ Risk Administrator

P: 909.267.2120 / E: bconti@mvwd.org

Located at the intersection of San Bernardino, Los Angeles, Orange, and Riverside Counties, Monte Vista Water District (MVWD) provides retail and wholesale water supply to over 130,000 residents in a 30 square-mile area of San Bernardino County. The District has suffered historically poor preventive maintenance and is playing "catch

up” with a significant capital projects investment in order to reduce a high leak and failure rate. A new General Manager and strategic plan, several new department heads, and other changes, including a campus construction plan and consideration of adding sewer service as a new business line, have resulted in the need to take a comprehensive look to ensure operations align with future growth and strategic goals.

Raftelis interviewed numerous employees, visited the site to tour facilities and assess maintenance practices, performed benchmarking with several other comparable utility operations, and reviewed numerous documents. We reviewed and compared all District job classifications and salary ranges to those in comparable agencies in the region, recommending where adjustments were necessary to remain competitive. Raftelis presented to the Board in February 2022.

## **City of Bloomington IN**

**Reference:** Emily Pierson, Assistant Human Resources Director

P: 812.349.3404 / E: pierson@bloomington.in.gov

The City of Bloomington (City) began a systematic process of assessing each City department, under the leadership of Mayor John Hamilton. The City engaged our project team to lead these efforts. To date, detailed assessments have been completed for the following departments: Finance/Controller; Public Works; Utilities; Transportation and Planning; Legal; Human Resources; Information Technology; and the Police and Fire Departments.

Assessments were also completed for the Housing and Neighborhood Development Department; Economic and Sustainable Development Department; and the Office of the Mayor. In addition, a review of the City’s various Boards and Commissions was conducted.

For our review of the Planning and Transportation (P&T) and Public Works Departments (DPW), our team interviewed over 100 staff members for these assessments, reviewed documents and data, and participated in facility tours led by operations staff, among other steps. Resulting recommendations included organization structure change to establish an independent engineering function, investing in additional staff positions where appropriate, investing in additional technology and training, reviewing the level of staff capacity invested in supporting boards and committees, creating administrative support positions to manage certain functions, rebalancing garbage collection routes, reviewing vehicle washing procedures, and more.

## **Township of Falls Authority PA**

**Reference:** Tim Hartman, Executive Director

P: 215.946.6062 ext.104 / E: thartman@tofa-pa.com

In late 2022, the Township of Falls Authority (TOFA), an agency operating water distribution and sewage collection systems in Falls Township, Pennsylvania, engaged Raftelis to provide an organizational assessment of the organization’s Business Section. The purpose of the assessment was to evaluate the Business Section’s primary functions including customer service, billing, accounting, budgeting, human resources, and payroll, among numerous other administrative tasks. Raftelis developed information from Authority leadership, the Business Section staff members, TOFA’s contracted Auditor, as well as representatives from contracted accounting and engineering firms that support TOFA’s Business Section. Raftelis also analyzed background information provided by TOFA. Recommendations addressed the standardization of work practices through revised and developed operational policies, position reclassification and staff development, performance management and supporting workload measures, and technology applications to support operational activities and performance.

**PROPOSED METHODOLOGY**

# Proposed Methodology

The City of Lockport is seeking a professional consultant to provide an Operations and Management Audit for the Public Works Division (Division). The goal of this engagement is to identify opportunities for improved efficiency and effectiveness of operations, including a review of asset management, fleet management, maintenance management, personnel management and organization, emergency response, environmental compliance, customer service, and performance metrics.

Our team has extensive experience working with local government clients, including in New York and surrounding states. Our focus is on providing solutions that work within the available resources and culture of the organizations we assist. The most innovative solutions in the world are valueless if they cannot be implemented or will not be accepted by the community. We pride ourselves on our ability to listen, analyze, and work with our clients to find not just a random selection of best practices taken from a manual, but real solutions that can be implemented effectively. We are pleased that our prior engagements have resulted in corresponding actions by our clients to implement the recommendations that we have jointly developed.

One of our strengths is the ability to build on existing capabilities and resources and to help organizations see things from a different perspective. We do this by listening to our clients and really understanding what they have to say. We do not operate with a pre-packaged set of recommendations, and we diligently work to avoid trying to fit our clients into a standard mold.

As resources diminish, we often find that organizations become increasingly reactive at a significant cost both to current and future operations. Maintaining planned, proactive approaches consistently generates a better, more cost-effective result, particularly when evaluated over time.

Every organization develops traditions, practices, and routines. To a certain extent, these provide stability and consistency. It is essential that these are subject to regular review and analysis to ensure that they continue to represent best practices that meet the needs of the community. Our staff has substantial experience in developing performance measurement systems so that communities and departments can track progress over time. We have helped our clients create benchmarks that establish a baseline for performance and objectives for the future.

We are excited about the opportunity to assist the City proactively plan and prepare for the future. We understand the importance of respecting the staff who are in place to serve the public. We assume good intent and will work with the City to collaboratively develop recommendations for improvement. Without this, implementation of recommendations and lasting improvements are not typically successful. We believe this intentional approach,



coupled with our extensive expertise in all facets of public operations, makes us uniquely qualified to assist the City on this project within the timeframe requested.

To complete this work, our team will apply a project approach, focusing on these specific objectives using our “Six R” approach. This involves soliciting and collecting information on City **Responsibilities, Resources, Requirements, and Results** in order to identify possible organizational and operational **Revisions** with an associated **Roadmap** to implement positive change. This approach is depicted in the following graphic.



**Responsibilities – What drives the need for your services?** It might be the organization’s vision or mission, Federal, State, or local ordinance, or community service standards or expectations. We review these drivers to better understand service level constraints and opportunities for change.

**Resources – What assets are available to achieve your responsibilities?** These may include time, human resources, staffing, management capacity, financial position, contractual services, technology, equipment and facilities. We assess the adequacy of these resources based on the service level expectations.

**Requirements – What direction is provided to staff?** The method by which staff approach service delivery is often guided by laws, codes, policies and procedures, or informal mechanisms like past practices or on-the-job training. These sources provided staff with direction on how they approach tasks and complete their work. We review these business processes to determine opportunities for improvement.

**Results – What are the outcomes of your services?** Our approach connects your responsibilities, resources, and requirements with the outcomes expected of your services. We assess measures of efficiency and effectiveness to assist in data-driven decision-making.

**Recommendations – Are there opportunities for improvement?** Based on our qualitative and quantitative analysis of your programs and services, we develop recommendations for improving organizational performance. These changes can range from high-level considerations (i.e., should we be in this business) to strategic issues (i.e., should



we consider alternative service sources) to tactical issues (i.e., how can we improve the productivity, efficiency, and effectiveness of the activity or service).

**Roadmap – How do we get there?** We develop a plan that will guide the organization through the implementation of the recommendations for improvement. The Roadmap offers the recommended priority order of implementation, suggestions for phasing, and key milestones for success. The Roadmap also serves as a valuable tool for the organization as well as the community to promote accountability and communicate progress toward implementation.

## THE FOLLOWING DETAILS THE PROPOSED WORK PLAN FOR LOCKPORT.

### Activity 1: Begin Engagement

We will begin this engagement by meeting with the Mayor and any other designated City staff to review the details and expectations of this effort and to finalize the project schedule. We will also discuss the City's interest in this study, the strengths and weaknesses of the current Public Works Division processes, structure, and operations, and other issues that may be relevant to our work.

Next, Raftelis will meet with the Director of Public Works to similarly discuss project objectives and to review their observations regarding the Division's processes, structure, and operations. Raftelis will next meet with the Division's leadership team as a group to review the project schedule and work plan, and to begin to engage them in this process.

We will request and review all relevant background information from the City, such as budgets, previous studies, work plans, organizational charts, job descriptions, and other similar data to inform our work.

Throughout the project, we will provide the City with regular project status reports designed to maintain planned project progress and budget, identify and resolve project issues, and review project work products. In addition to formal status reporting, we anticipate numerous informal opportunities for the City to discuss various project and operating issues with our project manager and team leaders. We welcome the opportunity to have this informal dialogue since we believe it will contribute to a more successful project.

#### DELIVERABLES:

- Draft and final project schedule
- Kick-off meeting agenda
- Data/document request

### Activity 2: Understand Context

At the start of this engagement, we will conduct individual and confidential interviews with Public Works Division leadership and supervisors in order to develop a general understanding of each work unit's management systems, strengths, and improvement opportunities. During these interviews we will discuss their responsibilities, staffing, resources, use of technology, business processes, and their perceptions on department strengths and challenges. We will discuss management systems, staff training and development, constraints (including policies, labor agreements, or external factors), business processes, and service level expectations from both management and customers. Raftelis will ensure an understanding of staff skills, development and training, and performance management systems. While onsite, our team will tour Public Works facilities to better understand operational requirements.

We will then schedule and conduct up to three focus group sessions with a cross-section of Division staff members to learn more about their perspectives on opportunities for improvement, to gain more detail on themes that arose from interviews, and to validate what we’ve learned to date.

Raftelis will also meet with up to four City department directors or key staff members who interact frequently with the Division in order to understand internal customer service satisfaction and coordination with Public Works. These interviews will provide insight on relationships and interactions between City divisions and departments.

We will summarize everything learned for our internal use.

### Activity 3: Assess Operations

To comprehensively assess the Division’s operations, staffing, and structure, the project team will employ our Six R approach as introduced previously. The approach guides our efforts through data development, issue identification and analysis, and creation of recommendations tailored to provide the optimal workforce plan for the Division of Public Works.

#### Organization Structure

First, our team will evaluate the organization and structure of the Division to assess its impacts on program operations now and in the future. We will look at both the organizational alignment of the Division and all work units, as well as how they integrate with the overall structure of City government. We will conduct the assessment from the following aspects of organizational design:

- The number of organizational levels and reporting procedures and the impacts on the size and composition of the organization’s command structure
- Alignment of leadership, management, and supervision
- The relative importance of specific operations in regard to organizational placement
- Adequacy of communication and coordination between and among operating units
- Spans of control and management supervision
- Overlapping or duplicated functions
- Clear lines of authority and responsibility
- Sufficiency of supervisory ratios
- Distinct work units to carry out important functions
- Use of performance metrics and accountability



Based upon everything learned, our team will identify where organizational structure changes can improve operations and oversight, and where plans should be made to address future initiatives and changing service levels.

#### Staffing Levels

The project team will leverage the prior activities to define appropriate current and future staffing levels based upon this analysis. Our project team will employ a holistic approach using a variety of staffing assessment mechanisms. This approach incorporates the Division’s desired set of program service levels, its budgetary capacity, the skills and training of the current workforce, continuity of operations and succession, its access to technology,

and many other non-numeric drivers. We will review the ability to provide high-quality customer service and ensure the necessary staffing requirements in order to do so. Our team will also analyze whether and how the Division can leverage external workforce options such as temporary or seasonal staff, contracted staff or companies, volunteers, and more.

### **Best Practices and Benchmarking**

Raftelis will evaluate the performance of the Division as it compares to industry standards of performance. The resulting diagnostic provides a quick and objective overview of both the quantitative and qualitative work activities of the Division. We have developed industry best practices in many areas of local government service and will use American Public Works Association (APWA) Best Practices as a standard for this review. We will compare and contrast operations and practices in the Division of Public Works with the best practices of other successful organizations and apply relevant trends in operations and staffing as appropriate.

In collaboration with the City's project team, we will identify other agencies of similar size and services as the Division in the region and conduct benchmarking research to compare and contrast the City's performance against those in these similar organizations. Where outliers exist, we will determine the reason and make any recommendations to close the gap, as appropriate.



### **Process, Maintenance, and Technology**

Raftelis will review policies and procedures related to infrastructure and facility maintenance in the Division. We will assess the current level of effort and compare against industry best practices to ensure the City's investment in capital infrastructure is maximized. Our team will also assess where potential efficiencies could be gained by further use of process streamlining or technology, including both office and field technologies, fleet and maintenance management, environmental compliance, and asset management.

At this point in the project, our project team will have conducted interviews, service level review, structure and staffing level assessment, benchmarking review, best practice review, and data and document review in order to draft preliminary observations and recommendations for the Public Works Division.

We will present our preliminary observations and recommendations for discussion with the City's project team. Based upon feedback received, additional follow-up on issues or analysis will be conducted as needed in order to finalize our recommendations.

### **DELIVERABLES:**

- Preliminary observations and recommendations

### **Activity 4: Prepare Project Deliverables**

Once recommendations are finalized, we will prepare a comprehensive draft report. The report will include an executive summary, a detailed description of our methodology and approach, our observations, and the full analysis



and justification of recommendations for the Division of Public Works. Our reports are comprehensive and clearly tell the story of what was observed, what is already done well, what can be improved, and how improvements can be implemented and measured.

As noted earlier, our report will include preparation of a draft Roadmap or implementation plan for the City. For each recommendation, the Roadmap includes resources necessary, person(s) accountable, timeline/phasing, steps, and metrics to measure progress. This Excel document will become a living document used by the City to track forward progress in implementing recommendations.

The preliminary report will be provided to the City for review and discussion. We request that the City provide a consolidated list of comments within 30 days of receipt of the draft report. Within two weeks of receipt of the City’s comments, Raftelis will provide the final project report. Our team will be prepared to make one virtual or in-person presentation of the final report to both a Departmental Meeting and to the City Council as requested.

The final report will include the Implementation Roadmap, introduced previously, to provide additional detail on recommendations and to support implementation efforts by the Division and the City. This includes phasing/priority and timeline for each recommendation.

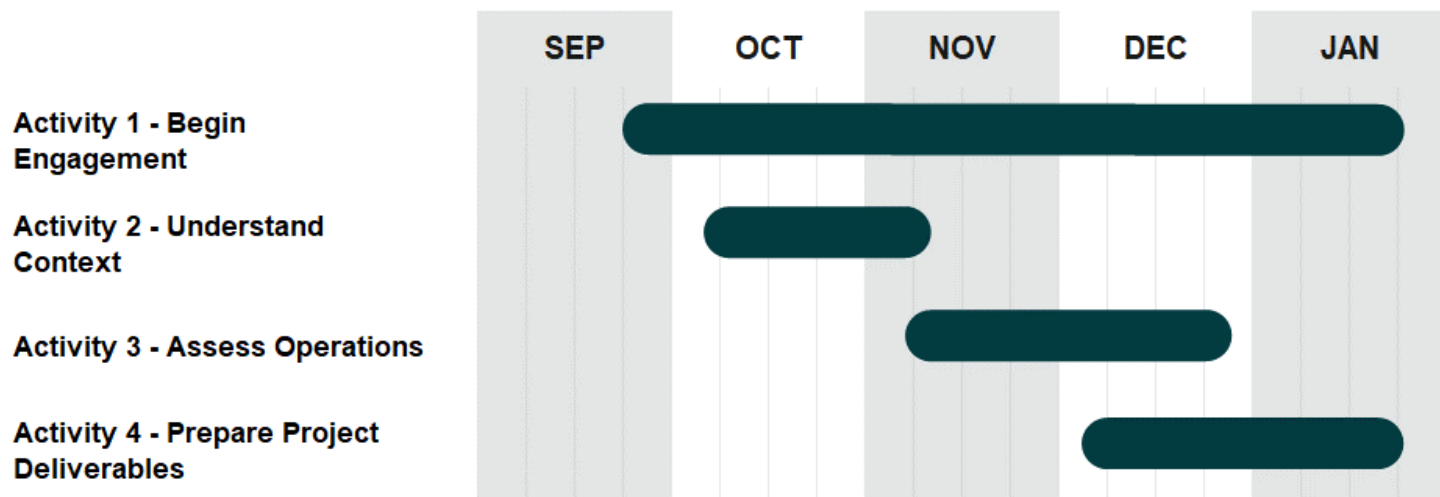
**DELIVERABLES:**

- Draft and final report
- Implementation roadmap

**TIMELINE**

# Timeline

A proposed project schedule is provided below. We expect to refine this with the City during Activity 1.



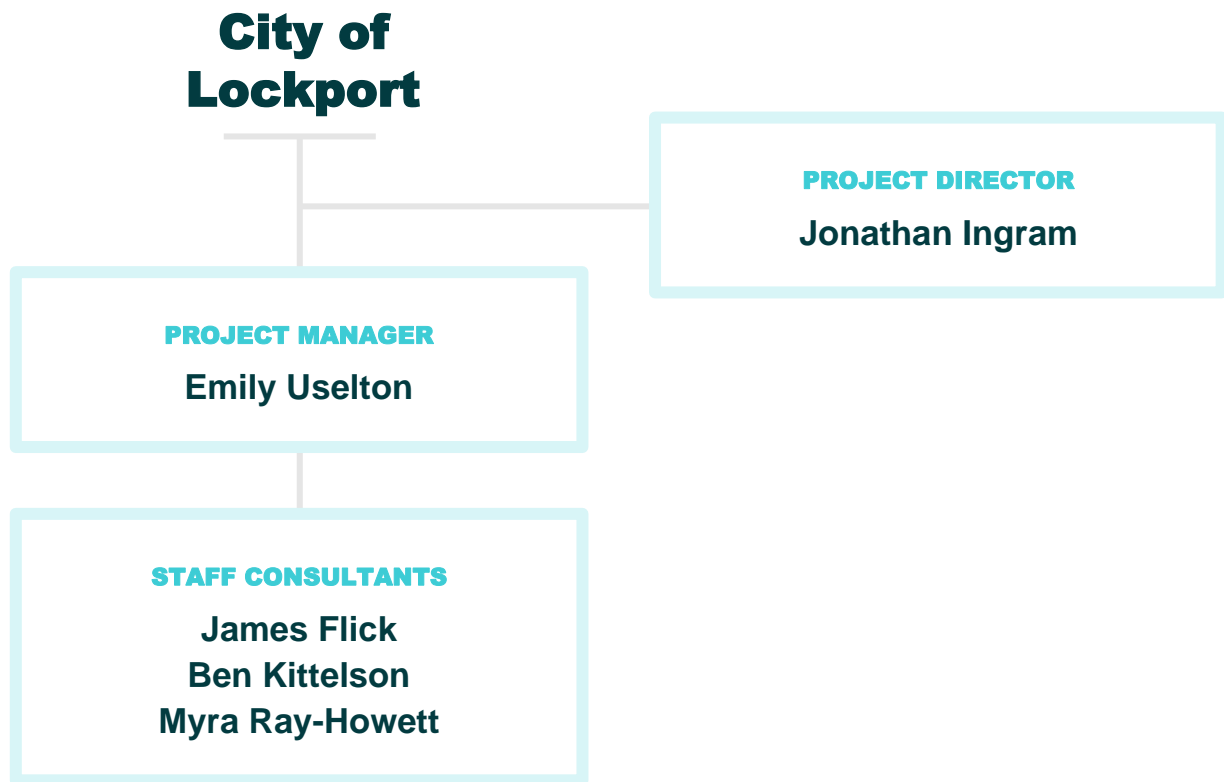
**PROJECT TEAM**

# Project Team

**WE HAVE DEVELOPED A TEAM OF CONSULTANTS WHO SPECIALIZE IN THE SPECIFIC ELEMENTS THAT WILL BE CRITICAL TO THE SUCCESS OF THE CITY'S PROJECT.**

Our project team is made up of senior-level consultants with direct local government experience. What sets our project team apart is our ability to explore and relate to local community values while at the same time investigating realistic approaches for cost-effective solutions.

An organizational chart of our project team is as follows. Detailed resumes for each team member, including project role, are provided in Appendix A. Because we possess the necessary qualifications in-house, no subconsultants are proposed and all team members are Raftelis employees.



**COST**

# Cost

The total fixed fee for completion of the scope of work is \$69,750. This includes all professional fees and expenses.

A cost breakdown by project activity is provided in the table below.

<b>Activity</b>	<b>Description</b>	<b>Cost</b>
1	Begin and Manage Engagement	\$8,575
2	Understand Context	\$16,950
3	Assess Operations	\$19,975
4	Prepare Project Deliverables	\$24,250
<b>TOTAL</b>		<b>\$69,750</b>

The City will be invoiced monthly as tasks are completed.

APPENDIX A: RESUMES

# Appendix A: Resumes



# Jonathan Ingram

**PROJECT DIRECTOR**  
Senior Manager



## ROLE

Jonathan will be responsible for overall project accountability and will be available to provide quality assurance and control, industry perspective, and insights into the project.

## PROFILE

Jonathan has 16 years of experience in management consulting and local government management, most recently as budget manager in the City of Cincinnati, Ohio, budget office. Before that, Jonathan served as a management consultant and worked in the city manager's office for the City of Highland Park, Illinois.

Jonathan is a skilled financial analyst in the areas of budget and revenue analysis and has led our work with fiscally distressed communities, supporting their efforts to restore operational and financial sustainability. Additionally, he has extensive experience as a management and operations consultant to local governments in the United States and abroad.

As a consultant, Jonathan has completed operations reviews for over 200 local governments and has helped to improve service delivery for a broad range of departments – from police to public works. He has developed staffing and deployment plans for city operating departments, analyzed and facilitated intergovernmental consolidations, helped local governments develop custom performance management systems, and facilitated the development of long-term strategic plans and financial models.

Jonathan's areas of expertise are in local government budgeting and finance, operations analysis, project management, public safety staffing analysis, process improvement, and performance measurement. He is adept at quickly assessing strengths and opportunities within a municipality, analyzing and developing actionable recommendations for improvement, and communicating findings and next steps to a wide variety of audiences, including staff, elected officials, and the public.

During his tenure with the City of Cincinnati, Jonathan managed the development and administration of a \$1 billion operating budget. He also conducted special analysis projects, served on the City's collective bargaining team, and co-managed the implementation of an enterprise budget system.

Jonathan earned a bachelor's degree in political science from Aurora University and a master's degree in public administration from Northern Illinois University. He is a member of the International City/County Management Association and the Ohio City/County Management Association.

## Specialties

- Staffing and operations assessment
- Public safety staffing and operations
- Financial management and planning
- Process improvement

## Professional History

- Raftelis: Senior Manager (2021-present) Manager (2020-2021); Senior Associate, The Novak Consulting Group (2012-2020)
- City of Cincinnati, Ohio: Budget Manager (2010-2012)
- Management Partners: Senior Management Advisor (2005-2010)

## Education

- Master of Public Administration - Northern Illinois University (2005)
- Bachelor of Arts in Political Science - Aurora University (2003)

## Professional Memberships

- International City/County Management Association (ICMA)
- Ohio City/County Management Association (OCMA)

# Emily Uselton

## PROJECT MANAGER

Manager

### ROLE

Emily will serve as the City's main point of contact for the project. She will manage the day-to-day aspects of the project ensuring it is within budget, on schedule, and effectively meets the City's objectives. Emily will also lead the consulting staff in conducting analyses and preparing deliverables for the project.

### PROFILE

Emily joined Raftelis in 2023 with 14 years of finance experience and more than seven years of direct service to the City of Norfolk, Virginia. As Director and Assistant Director with the City's Department of Budget and Strategic Planning, Emily was responsible for overseeing the Budget and Policy; CivicLab; and Grants teams. The Budget and Policy team, along with CivicLab, provided synergy for data-driven decision-making intended to maximize finite resources, leading to better performance outcomes and the ability to solve challenging issues facing local governments. Emily led several Citywide initiatives, including public workforce recruiting and retention strategies, development of a program budget that evaluates the relationship between resource allocation and service-level demand, as well as effective and transparent public engagement efforts. She was part of the team that earned Norfolk a "What Works Cities" certification in 2021. Emily's direct service experience and breadth of exposure to relevant local government challenges makes her skillful at asking thought-provoking questions, inspiring innovation and creativity in the problem-solving process, and yielding results that are as pragmatic as they are valuable. During her time in local government, she presented to a variety of stakeholders, including City Council, the City Manager and his executive leadership team, and many department heads and their team members.

Emily was responsible for preparing the annual operating and capital improvement budgets for the City of Norfolk. In addition, she coordinated and directed completion of the budget proposal presentation to City Council, City Manager's message, and the comprehensive budget document, which serve as the City's annual policy roadmap. During her time in Norfolk, the team achieved the Distinguished Budget Presentation Award each year, awarded by the Government Finance Officers Association (GFOA).

Previously, Emily worked in private sector finance and accounting. Emily earned a master's degree in Public Policy from the College of William and Mary, and a Bachelor of Science with concentrations in Accounting and Finance from Xavier University – Cincinnati. Since 2009 she has held a certified public accountant, CPA certification (inactive).



### Specialties

- Budgeting and financial forecasting
- Business process improvement
- Staffing analysis
- Data-driven decision-making

### Professional History

- Raftelis: Manager (2023-present)
- City of Norfolk, Virginia; Interim Budget Director (2022); Assistant Budget Director (2021-2022); Budget and Policy Manager (2019-2021); Budget Analyst / Senior Analyst (2015-2019)
- Welltower (formerly Healthcare REIT): Director Relationship Accounting (2010-2013)
- Crowe Horwath LLP: External Auditor, Financial Institutions Group (2008-2010)

### Education

- Master of Public Policy – College of William and Mary (2015)
- Bachelor of Science in Accounting and Finance – Xavier University (2008)

### Certifications

- Certified Public Accountant, CPA (inactive – 2009)

### Professional Memberships

- Government Finance Officers Association
- Engaging Local Government Leaders (ELGL)

# Ben Kittelson

## STAFF CONSULTANT

Senior Consultant

### ROLE

Ben will work at the direction of Emily in conducting interviews, directing research and analysis, preparing recommendations, and drafting deliverables.

### PROFILE

Ben began consulting in 2019 after seven years of direct service to local governments on the East and West Coast. Most recently, Ben worked for the Budget and Management Services Department in the City of Durham, North Carolina. He worked on the annual budget and the community-wide strategic plan. He completed revenue projections for sales tax and water sales, assisted with financial planning for affordable housing, and led community engagement efforts designed to inform the City's budget process. Ben also started an innovation partnership program with local technology startup companies.

As a Senior Consultant, Ben has worked on dozens of projects across 19 states evaluating local government operations and identifying actionable recommendations. Most recently, Ben has been a critical team members on several utility and public works assessments including the Dublin San Ramon Special District (CA), Napa Sanitation District (CA), and more. His work helps local government organizations improve services and become more effective through staffing and workload analysis, process improvement, and policy and procedure review. Ben has assessed a wide variety of local government operations including public safety, public works, utilities, parks, human resources, and development review. He has analyzed staffing levels and organizational structure, created process maps, and developed recommendations based on the unique environment and infrastructure needs of the community. Ben is skilled at connecting operational and staffing needs with the strategic priorities of the organization, service levels, and community expectations. He has also assessed employee satisfaction and workplace culture using qualitative and quantitative methods.

Ben began his career in the Portland, Oregon region, where he served the Cities of Beaverton, West Linn, and Gresham, as well as Metro, the regional government for the Portland area. Ben expanded his experience in the Budget, Management, and Evaluation Department in Guilford County, North Carolina, where he analyzed government services such as jail operations and education funding.

Ben is a founding board member of Engaging Local Government Leaders (ELGL). Since 2013, ELGL has grown from a few hundred members in Oregon to over 4,800 across the nation. Ben earned a master's degree in public administration from Portland State University and a bachelor's in politics and economics from Willamette University.



### Specialties

- Budgeting and financial analysis
- Organizational assessment
- Strategic planning
- Innovation
- Staffing analysis

### Professional History

- Raftelis: Senior Consultant (2022-present) Consultant (2020-2021); Consultant, The Novak Consulting Group: (2019-2020)
- City of Durham, North Carolina: Senior Budget and Management Analyst (2016-2019)
- Guilford County, North Carolina: Budget and Management Analyst (2014-2016)
- City of Gresham, Oregon: Intern (2014)
- Oregon Metro: Intern (2014)
- City of West Linn, Oregon: Intern (2013-2014)
- City of Beaverton, Oregon: Intern (2012-2013)

### Education

- Master of Public Administration - Portland State University (2014)
- Bachelor of Arts in Politics and Economics - Willamette University (2012)

### Professional Memberships

- Engaging Local Government Leaders (ELGL): Board of Directors
- North Carolina Local Government Budget Association (NCLGBA)
- Strong Towns

# James Flick

## STAFF CONSULTANT

Senior Consultant

### ROLE

James will work at the direction of Emily in conducting interviews, directing research and analysis, preparing recommendations, and drafting deliverables.

### PROFILE

James has over 10 years of organizational leadership experience, including five years in local government. Most recently, James served as the Director of Economic Development and Public Information Officer for Deerfield Township in Warren County, Ohio. Previously, he was a Development Officer and oversaw the Policy and Communication Division for the Department of Community and Economic Development at the City of Cincinnati.

James' areas of expertise include economic development, project management, and performance measurement. In addition, he is a skilled communicator, analyst, and creative problem solver.

During his tenure at Deerfield Township, James worked closely with entrepreneurs looking to start a business, assisted existing companies with relocations and expansions, and managed development projects of varying scales. He also served on the Executive Board of the Warren County Small Business Development Alliance.

At the City of Cincinnati, James was instrumental in developing strategic plans to address smart city initiatives, small business growth, retail revitalization in the urban core, and foreign direct investment.

James has presented at several state and regional conferences on smart cities, data and demographics, and economic development's relationship to parks. He is also an Adjunct Instructor for the Northern Kentucky University Master of Public Administration program, where he teaches Community Development, Public Policy, and Budgeting.

James earned a bachelor's degree in political science from Eastern Michigan University and a master's degree in public administration from Northern Kentucky University.



### Specialties

- Organizational assessment
- Strategic Planning

### Professional History

- Raftelis: Senior Consultant (2021-present)
- Northern Kentucky University: Adjunct Instructor (2017-2021)
- Deerfield Township, Ohio: Economic Development Director/Public Information Officer (2018-2021)
- City of Cincinnati: Development Officer /Interim Division Manager, Policy and Communication (2016-2018)
- Cushman and Wakefield: Vice President of Research and Marketing (2010-2016)

### Education

- Master of Public Administration – Northern Kentucky University (2010)
- Bachelor of Arts in Political Science – Eastern Michigan University (2006)

### Professional Memberships

- Economic Development Finance Professional Certification (NDC)



# Myra Ray-Howett

**STAFF CONSULTANT**  
Associate Consultant



## ROLE

Myra will work at the direction of Emily in conducting interviews, directing research and analysis, preparing recommendations, and drafting deliverables.

## PROFILE

Myra holds public sector experience in best practice research, policy analysis, and grant management at both the state and local level. Prior to the start of her consulting career, Myra worked as a management analyst for the City of Cambridge, Maryland. In her role, Myra worked directly with the City Manager to provide the City Council with well-informed reports and policy recommendations on topics such as municipal marina and utility rate increases. She also managed the review and award process for the City’s American Rescue Plan Act (ARPA) non-profit grant program of approximately \$870,000.

Before her role with the City of Cambridge, Myra worked with the Anne Arundel County Partnership for Children, Youth and Families where she assisted in researching and writing the 2021 Community Health Needs Assessment, helped to facilitate community engagement meetings, and created a grant management and tracking system for the organization. In addition to her experience with city and county government, Myra has worked for the Delaware General Assembly as a legislative fellow by staffing the House Administration Committee and writing policy memorandums for lawmakers on issues such as voting rights, housing affordability, and education. Further, she spent a year and a half as a research fellow with the University of Delaware’s Institute for Public Administration, where she conducted over forty program evaluations for senior centers to help the Delaware General Assembly determine each center’s eligibility for Grant-In-Aid funding.

Myra also has experience in communications and environmental policy. She previously interned with the Alliance for the Chesapeake Bay, spending months writing articles to inform the public on issues impacting the health of the Chesapeake Bay watershed, our nation’s largest estuary. She also conducted various case studies on funding sources for municipal green infrastructure projects.

Myra earned a bachelor’s degree in anthropology from St. Mary’s College of Maryland and a master’s degree in public administration from the University of Delaware. She also served as co-president for the University of Delaware’s ICMA student chapter.

## Specialties

- Best practice research
- Grant management
- Program evaluation

## Professional History

- Raftelis: Consultant (2022-present)
- City of Cambridge, Maryland: Management Analyst (2022)
- Anne Arundel County Partnership for Children, Youth and Families: Executive Administrative Coordinator (2021-2022)
- Delaware General Assembly: Legislative Fellow (2021)
- Alliance for the Chesapeake Bay: Communications Intern (2020)
- Biden Institute for Public Administration: Research Fellow (2019-2021)
- Willow Construction: Contract Administrator (2017-2019)

## Education

- Master of Public Administration - University of Delaware (2021)
- Bachelor of Arts in Anthropology – St. Mary’s College of Maryland (2017)

## Professional Memberships

- International City/County Management Association (ICMA)

APPENDIX B: SAMPLE AUDIT REPORT

# Appendix B: Sample Audit Report



CITY OF

# Hutchinson

## Public Works and Parks and Facilities Assessment

Report / March 2022

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March 18, 2022

Tom Sanders  
Director of Human Resources  
City of Hutchinson  
125 E. Avenue B  
Hutchinson, KS 66203

**Subject: Public Works and Parks and Facilities Analysis and Organizational Review**

Dear Mr. Sanders:

We are pleased to present this project report regarding the staffing and organizational assessment of the City of Hutchinson's Public Works and Parks and Facilities operations. This report includes observations and recommendations intended to improve the effectiveness of current functions as well as provide the capacity necessary to meet service level expectations. In addition, comparisons to peer organizations are included to provide context and benchmarking standards for Hutchinson.

The City staff engaged in this process are dedicated and strive to offer exceptional services to the community. However, investments are needed to allow the City to continue to meet those expectations. Addressing staffing needs and operational practices will ensure that the City's Public Works and Parks and Facilities Departments continue to be assets for the community.

Thank you for the opportunity to work with the City of Hutchinson.

Sincerely,

A handwritten signature in black ink that reads "Michelle Ferguson". The signature is fluid and cursive.

**Michelle Ferguson**  
*Vice President - Organizational Assessment*

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# Executive Summary

The Public Works Department and Parks and Facilities Department in the City of Hutchinson provide a wide array of services to the community. From levee maintenance and vehicle repair to water and wastewater treatment, Public Works staff provide the infrastructure and core services for residents and businesses to thrive. Parks and Facilities staff maintain high profile public spaces, such as Memorial Hall and Hobart Detter Baseball Field, as well as operate specialized facilities, including a municipal airport, zoo, and golf course, providing many amenities for the community.

Staff in these departments are talented and dedicated. Employees take pride in the services they provide and have the skills to operate complex facilities like a Reverse Osmosis Water Treatment Plant and to complete construction projects. Public Works and Parks and Facilities staffing and expenditures in Hutchinson are in line with benchmark organizations, particularly when taking into account the different services provided and the scope of infrastructure maintained by the City.

The City has worked to be more efficient and cost effective by exploring contracting options. Some services are entirely contracted, like street resurfacing and reconstruction, veterinary services for zoo animals, and airplane maintenance at the Airport. For other operations, specific tasks are contracted based on the specialized nature of the work, equipment needed, or staff time required to perform tasks in house (e.g., body and tire work on vehicles, mowing at outlying park sites, and tree trimming at the Golf Course and Airport).

The Departments have also made organizational changes to improve efficiency and produce cost savings for the City. In 2019, Public Works consolidated three divisions into the current Streets Division and took over responsibility for traffic signal maintenance from the Engineering Department in 2020. This has allowed staff to be cross trained in multiple maintenance areas and enabled the City to provide the same level of service with fewer staff. Parks and Facilities took over responsibility for ditch maintenance in an effort to consolidate mowing service and save money for the City. These changes show a willingness to try new approaches and test new ideas in providing services to the community. This is a strength that the City can build on as it works to make further improvements to maintenance and operations.

As with any municipal organization, there are several areas for improvement across both Departments. Generally, the work of the Departments is often reactive, e.g., significant time is spent responding to issues or requests from customers, at the expense of preventative maintenance. Customer service and reactive tasks will always be a workload driver, but it is important to ensure capacity for preventative tasks in order to extend the useful life of infrastructure, facilities, and equipment. This is particularly an issue in workgroups that are tasked with multiple, competing demands. In the Streets Division, staff balance filling potholes with maintenance of the City's 28 miles of levees and stormwater infrastructure. In the Park Operations Division, staff work to perform reactive facility maintenance for other City departments while balancing large construction projects and routine maintenance.

In order to improve preventative maintenance, the City needs to ensure consistent work planning and performance tracking. Some Divisions, like the Golf Course Division and Fleet Maintenance Division, have clear performance standards and maintenance cycles, while other workgroups do not have established work plans. Making improvements in these areas will also help improve asset management for core infrastructure. Asset management is a method of understanding the condition of infrastructure, like water mains, and making proactive plans for maintenance and capital investments to maximize the useful life of assets. One key area of improvement for asset management is in City facilities, where establishing a formal facility management function with a clear understanding

of the condition of all City facilities and established maintenance cycles for those buildings will enhance the City's investments in these assets.

In addition to work planning and performance tracking improvements, there are staff capacity needs in both Departments. Additional capacity is needed in Public Works to meet performance standards for water and sewer maintenance as well as to plan for the impact of new regulations. In Parks and Facilities, there is a need to ensure sufficient capacity for the operation of the Hutchinson Zoo. Animal care must occur every day whether the zoo is open or not, and current staffing does not support this reality or the ability for staff to follow animal care protocols.

There is also an opportunity to pursue revenue sources to support operations and shift services to the Stormwater Fund. Doing this will reduce the burden on the City's General Fund and should reflect the City's shared service level expectations. Cost recovery targets can be adopted to ensure services collect enough revenue to reflect their individual versus community impact. Shifting tasks like street sweeping or ditch maintenance to the Stormwater Fund can allow stormwater infrastructure to be managed comprehensively and represent a cost savings for the General Fund.

Both Departments have dealt with turnover and vacancy issues. This has been particularly acute in the Public Works Department, which has averaged 13% annual turnover for the last five years. High turnover represents a cost for the City both in terms of productivity lost and the inability to meet performance standards. In Parks and Facilities, divisions like the Golf Course have had difficulty filling seasonal roles. There is a need to implement changes to ensure both Departments can fill positions and retain personnel to meet the community's expectations.

The recommendations and analysis detailed in this report will help the City improve maintenance, operations, and the service provided to the Hutchinson community. The following table lists the recommendations discussed in more detail in this report.

**Table 1: List of Report Recommendations**

Number	Recommendation
<b>Public Works Department</b>	
<b>Management and Training</b>	
1	Standardize training and data collection in Lucity™.
2	Ensure consistent application and use of GPS tracking software.
3	Implement practices to improve employee retention and reduce turnover.
<b>Street and Sign Maintenance</b>	
4	Work with contract solid waste provider to begin curbside pickup in all neighborhoods and reduce the need for alley maintenance.
5	Improve preventative sign maintenance through annual work planning and training.
6	Update the winter weather procedure to assign the "snow boss" role to Streets Division Supervisors and Superintendent.
<b>Stormwater and Flood Control</b>	
7	Enhance storm sewer inspections to better maintain stormwater infrastructure and plan capital investments.
8	Increase the frequency of street sweeping to improve stormwater management and water quality.
9	Relocate responsibility for ditch maintenance to the Streets Division and fund out of the Stormwater Fund.
10	Monitor staffing to ensure levee maintenance is performed according to operating and maintenance schedules.

Number	Recommendation
<b>Water and Wastewater Utilities</b>	
11	Improve water and sewer system maintenance through additional valve turning and sanitary sewer televising.
12	Establish a unidirectional flushing program to enhance water system maintenance.
13	Improve asset management of distribution and collection infrastructure.
14	Monitor and adjust lab staffing to comply with the new Lead and Copper Rule.
15	Create an Assistant Director of Public Works position to manage water and wastewater utilities.
<b>Fleet Maintenance</b>	
16	Maintain current Fleet Maintenance staffing.
17	Improve training opportunities for Fleet Mechanics.
18	Incorporate Fleet Maintenance at the beginning of the vehicle replacement process.
19	Work with Public Works Superintendents and other City staff to ensure operators are performing required pre- and post-trip inspections.
<b>Parks and Facilities Department</b>	
<b>Management and Structure</b>	
20	Improve data-driven decision-making in the Parks and Facilities Department.
21	Enhance work planning for park maintenance and facilities management.
22	Create a formal facility management function under the leadership of the Assistant Director of Parks and Facilities.
23	Establish a general labor pool for park maintenance tasks and restructure the Horticulture and Forestry Division.
24	Adopt a cost recovery policy for Parks and Facilities services.
<b>Facilities Management and Park Maintenance</b>	
25	Implement a work order management software system to support facilities management and park maintenance.
26	Establish a methodology for determining when construction projects are done with City staff versus contracted out.
27	Explore contracting opportunities for forestry management.
28	Improve cemetery operations by documenting procedures and ensuring adequate coverage.
29	Explore contracting and staffing opportunities to consolidate mowing at Public Works sites and Parks and Facilities sites.
<b>Zoo</b>	
30	Ensure adequate Zoo Keeper coverage at all five exhibit areas.
31	Increase capacity at rehabilitation center to address injured and abandoned animal volume.
32	Update the Hutchinson Zoo strategic plan
33	Explore revenue options to support Zoo operations and growth.
<b>Golf Course</b>	
34	Maintain current Golf Course maintenance staffing and begin documenting standard operating procedures to support succession planning.
35	Explore contracting opportunities for operation of the Golf Course pro shop and café.
36	Establish cost recovery targets to support Golf Course operations and capital improvements.
<b>Airport</b>	

Number	Recommendation
37	Complete an airport business development plan and establish clear service level expectations.
38	Set cost recovery targets to support Airport operations

# Introduction

## Background and Methodology

The City of Hutchinson engaged Raftelis to conduct an organizational structure and staffing assessment of the Public Works Department and Parks and Facilities Department in July 2021. The purpose of the assessment was to define service level goals, compare current service levels to industry best practices, and identify the necessary staffing and resources to meet service level expectations in the community. In addition, the assessment identified opportunities to create organizational capacity through improvements in structure, technology, processes, and policies.

The first step in the assessment process was to engage with City employees to understand their workload, experience, and the resources available to them. The project team conducted 27 in-person interviews with 86 staff members from the Public Works Department and the Parks and Facilities Department. These in-person interviews included Mechanics, Electricians, Plumbers and HVAC Technicians, Park Maintenance Workers, Zoo Keepers, Utility Operators, Equipment Operators, Utility Maintenance Workers, Horticulture and Forestry staff, and relevant support and administrative personnel. The in-person interviews were held at Hutchinson City Hall. The project team also completed staff-guided tours of Public Works facilities, parks, and the Zoo. These employee interviews and tours of City facilities provided the project team with a better understanding of how work is performed and the specific challenges pertaining to staff capacity, organizational structure, and workload management.

Additionally, the project team reviewed and analyzed staffing history, budget and capital data, workload data, facility and equipment information, work orders, policies and procedures, and various other documents which affect the service delivery approach for Public Works and Parks and Facilities. Workload data provided by the City was analyzed and compared to the labor hours required to achieve current service levels. Service levels were compared to best practices guidelines from industry organizations such as the American Water Works Association (AWWA), American Public Works Association (APWA), and National Recreation and Park Association (NRPA).

The project team collected information on seven benchmark communities that provide comparable services to the City of Hutchinson: Dodge City, Kansas; Leavenworth, Kansas; Manhattan, Kansas; Salina, Kansas; Grand Island, Nebraska; Bartlesville, Oklahoma; and Enid, Oklahoma. Information on each community was collected through publicly available sources and by contacting staff in the appropriate departments. To provide additional comparison for zoo, golf course, and municipal airport operations, information from six additional communities was also collected. This comparative analysis allowed the project team to define the staffing levels needed to meet service level expectations and provide a framework for future staffing and service level decisions.

## Public Works Department Overview

The Public Works Department is responsible for maintaining the City's streets, vehicles and equipment, water infrastructure, levee system, and sewer and storm sewer systems. The Department maintains a total of 680 lane miles of street, 50 miles of alleys, 80 traffic signals, 11,859 street signs, 28 miles of levees, 307 miles of water mains, 245 miles of sanitary sewer mains, 72 miles of storm sewer mains, 33 lift stations, four water towers, and 16 wells. Staff perform maintenance and repair on 798 vehicles and pieces of equipment. The Department also operates the City's Wastewater Treatment Plant, with an average flow of 4.8 million gallons a day (MGD), and a Reverse Osmosis Treatment Plant, which averages 5.2 MGD. Sidewalk construction is completed by contractors based on guidance

from the Engineering Department and sidewalk maintenance is the responsibility of the property owner and is enforced by the Building and Neighborhood Services Department.<sup>1</sup>

The following table provides an overview of core services currently provided by the Public Works Department. This is not intended to be all-inclusive; rather, it is meant to illustrate the significant activities performed by staff across the Department's functions.

**Table 2: Public Works Department Core Services**

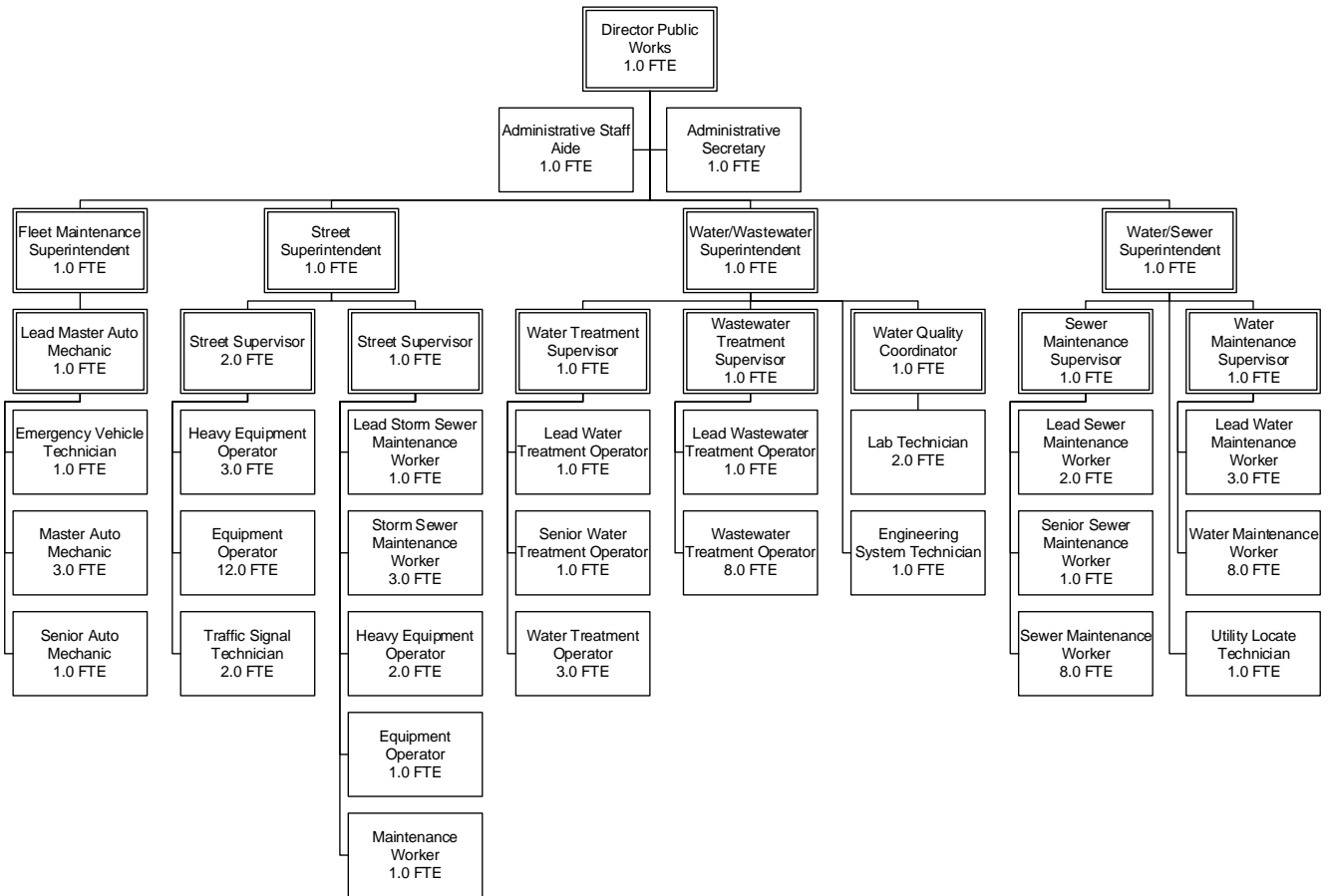
Department Function/Division	Program Area	Activities and Service Levels
<b>Water and Wastewater Treatment Division</b>	Water Production and Treatment	<ul style="list-style-type: none"> <li>Operate Reverse Osmosis Treatment Plant to treat groundwater, perform preventative maintenance and plant repair as needed</li> <li>Conduct regular water quality tests to ensure water meets acceptable drinking standards</li> <li>Inspect and maintain wellhouses and pump stations</li> <li>Inspect and maintain groundwater remediation wells and deep disposal wells</li> </ul>
	Wastewater Treatment	<ul style="list-style-type: none"> <li>Operate Wastewater Treatment Plant, perform preventative maintenance and repairs as needed</li> <li>Inspect and maintain lift stations and Fun Valley Wastewater Lagoon</li> <li>Manage capital investment upgrades at Wastewater Treatment Plant</li> <li>Conduct regular proactive maintenance of water mains, valves, and hydrants</li> </ul>
<b>Water and Sewer Maintenance Division</b>	Water Distribution Maintenance	<ul style="list-style-type: none"> <li>Respond to waterline breaks and leaks</li> <li>Perform flushing of water mains to ensure water quality</li> </ul>
	Wastewater Collection Maintenance	<ul style="list-style-type: none"> <li>Conduct regular proactive maintenance of sewer mains, including televising and cleaning</li> <li>Respond to sanitary sewer overflows and blockages</li> </ul>
<b>Fleet Maintenance Division</b>	Vehicle & Equipment Maintenance	<ul style="list-style-type: none"> <li>Perform preventative and reactive maintenance on City owned vehicles and equipment</li> <li>Provide input on vehicle and equipment purchases as part of the annual budgeting process</li> </ul>
<b>Streets Division</b>	Street Maintenance	<ul style="list-style-type: none"> <li>Perform proactive and reactive maintenance of City streets, including crack sealing and pothole repair</li> <li>Maintain traffic signals and street signs</li> <li>Maintain dirt alleys</li> <li>Respond to winter weather events through pre-treatment of roads or snow plowing as needed</li> </ul>
	Flood Control	<ul style="list-style-type: none"> <li>Regularly inspect and maintain the City's levee system</li> <li>Maintain ditches and monitor flood control devices such as gates and valves</li> </ul>
	Stormwater Maintenance	<ul style="list-style-type: none"> <li>Maintain and repair storm sewer mains, catch basins, and inlets</li> <li>Perform street sweeping operations to sweep streets at least annually</li> </ul>

<sup>1</sup> City of Hutchinson, City Code, Article IV Construction and Repair of Sidewalks, <https://content.civicplus.com/api/assets/e2547397-665b-4656-a61f-930f3755f205?cache=1800>



## STRUCTURE

The Public Works Department has four divisions each led by a superintendent: Fleet Maintenance; Streets; Water and Wastewater Treatment; and Water and Sewer Maintenance. The Department went through two recent reorganizations involving the Streets Division that consolidated staffing. The storm sewer maintenance and flood control responsibilities were moved to the Streets Division in 2019 along with staff from the Public Works Maintenance program. In 2020, two Traffic Signal Technician positions were moved from the Engineering Department to the Streets Division of Public Works; these positions maintain traffic signals, emergency warning sirens, and City owned streetlights. The following figure shows the Department's organizational structure and authorized positions based on the 2021 adopted budget.



**Figure 1: Public Works Department Organizational Chart, 2021**

The Fleet Maintenance Division is responsible for performing repairs of City-owned vehicles and equipment. The Division also provides feedback on the purchase of new vehicles and evaluates the condition of the over 798 vehicles and pieces of equipment owned by the City.<sup>2</sup> This work is supported by seven full-time equivalent (FTE) employees and led by the Fleet Maintenance Superintendent.

The Streets Division is responsible for general maintenance on City streets, alleys, and signs. The Division is also charged with snow and ice removal after winter weather events. In 2019, the responsibility for maintenance of storm sewer infrastructure and the City's 27.88 miles of levees was moved into the Division along with staff from the Public Works Maintenance and Storm Sewer Maintenance programs. In 2020, traffic signal responsibilities were moved

<sup>2</sup> City of Hutchinson, 2021 Adopted Budget, Page 86.

from the Engineering Department to the Streets Division along with two FTEs. This work is supported by 29 FTEs and led by the Street Superintendent.

The Water and Wastewater Treatment Division manages the City's source water and treatment plants. The water source in Hutchinson is groundwater supplied by 16 wells. The Reverse Osmosis (RO) Water Treatment Plant treats contaminated groundwater from four of the 16 wells and that treated water is mixed with water from the remaining wells before distribution to customers. The construction of the RO plant was the result of groundwater contamination detected in 2006. The City's wastewater collection and treatment infrastructure includes 33 lift stations and a wastewater treatment facility. This work is supported by 21 FTEs and led by the Water/Wastewater Superintendent.

The Water and Sewer Maintenance Division repairs and maintains over 307 miles of water mains, 5,200 valves, 2,700 fire hydrants, and 75 miles of service lines, as well as over 240 miles of sanitary sewer lines and 5,390 manholes.<sup>3</sup> Crews perform regular televising and jetting of sewer mains. This work is supported by 26 FTEs and led by the Water/Sewer Superintendent.

## STAFFING

Public Works staffing has decreased by eight FTEs since 2017 or 9%. This is primarily due to the restructuring of the Streets Division in 2019 with changes reflected in the 2020 adopted budget. Flood control and stormwater maintenance functions were consolidated into Streets and the responsibility for ditch maintenance was moved to the Parks and Facilities Department. These changes resulted in transferring five FTEs from Public Works Maintenance and four FTEs from Storm Sewer Maintenance into Streets; in addition, two positions were added to Streets in 2020 from the Engineering Department as part of the transfer of responsibility for traffic signals. In 2020, two operator positions were eliminated at the Wastewater Treatment Plant due to budget constraints and shift schedules were adjusted to manage the reduced staffing level. In 2021, three FTEs were eliminated from the Street Division due to budget constraints from the ongoing COVID-19 pandemic and 0.5 FTEs were added to reflect a new Engineering System Technician role. The following table shows the authorized FTEs by Division for 2017 to 2021.

**Table 3: Public Works Department Authorized FTEs by Division, 2017 to 2021<sup>4</sup>**

Public Works Division	2017	2018	2019	2020	2021	Percent Change 2017 to 2021
Public Works Administration	3.0	3.0	3.0	3.0	3.0	0%
Fleet Maintenance Division	7.0	7.0	7.0	7.0	7.0	0%
Streets Division	21.0	21.0	21.0	32.0	29.0	38%
Water and Sewer Maintenance Division	26.0	25.0	25.0	26.0	26.0	0%
Water and Wastewater Treatment Division	22.0	22.5	22.5	20.5	21.0	-5%
Public Works Maintenance Division	12.0	12.0	12.0	0.0	0.0	-100%
Storm Sewer Maintenance Division	3.0	4.0	4.0	0.0	0.0	-100%
<b>Total</b>	<b>94.0</b>	<b>94.5</b>	<b>94.5</b>	<b>88.5</b>	<b>86.0</b>	<b>14%</b>

The Department has also experienced consistent turnover over the last five years. On average, Public Works has experienced 13% annual turnover, which equates to approximately 12 separations each year. The Fleet Maintenance

<sup>3</sup> City of Hutchinson, 2021 Adopted Budget, Page 201 and 212

<sup>4</sup> City of Hutchinson, 2021 Adopted Budget, 2020 Adopted Budget.

Division and Streets Division both have higher turnover than the Department average at 20% and 14% respectively. The following table summarizes turnover by Division for 2016 to 2020 based on data provided by the City.

**Table 4: Public Works Department Turnover by Division, 2016 to 2020<sup>5</sup>**

Public Works Division	2016	2017	2018	2019	2020	Average Annual Turnover 2016 to 2020
Public Works Administration	33% (1)	0% (0)	33% (1)	0% (0)	0% (0)	13%
Fleet Maintenance Division	29% (2)	0% (0)	0% (0)	43% (3)	29% (2)	20%
Streets Division	17% (6)	14% (5)	14% (5)	16% (6)	9% (3)	14%
Water and Sewer Maintenance Division	8% (2)	0% (0)	8% (2)	28% (7)	8% (2)	10%
Water and Wastewater Treatment Division	9% (2)	18% (4)	9% (2)	9% (2)	10% (2)	11%
<b>Total</b>	<b>14% (13)</b>	<b>10% (9)</b>	<b>11% (10)</b>	<b>19% (18)</b>	<b>10% (9)</b>	<b>13%</b>

## BUDGET

The Public Works Department budget includes funding from the General Fund, a special revenue fund dedicated to street maintenance, and three enterprise funds supporting water, sewer, and stormwater operations. Across all funds, the Department's budget increased by 3% between 2017 to 2021. The largest increase was within the Water Fund, which increased 16% due to increases in the transfer to Capital Improvement Program (CIP) and higher contractual services costs. The budget within the Special Street Fund and Stormwater Fund decreased due to lower equipment replacement and capital costs. General Fund programs, which includes administration, flood control, and fleet maintenance, only increased 3% due to the transfer of traffic signal maintenance into Public Works from the Engineering Department. The following table shows the Public Works budget by fund from 2017 to 2021.

**Table 5: Public Works Department Expenditures by Fund, 2017 to 2021<sup>6</sup>**

Public Works by Fund	2017 Actual	2018 Actual	2019 Actual	2020 Budget	2021 Budget	Percent Change 2017 to 2021
General Fund	2,451,073	2,419,626	1,885,976	2,587,916	2,516,196	3%
Special Street Fund	2,567,030	1,909,547	1,799,199	2,177,468	1,850,334	-28%
Water Fund	7,403,843	7,355,022	7,039,467	7,957,838	8,619,037	16%
Sewer Fund	6,285,077	6,244,788	5,989,684	6,239,723	6,587,847	5%
Stormwater Fund	1,170,571	1,518,581	990,118	1,016,383	904,906	-23%
<b>Total All Funds</b>	<b>19,877,594</b>	<b>19,447,564</b>	<b>17,704,444</b>	<b>19,979,328</b>	<b>20,478,320</b>	<b>3%</b>

Assessing Public Works expenditures by category show that the increase is primarily driven by a 29% increase in contractual services, which was due to higher costs for the water remediation site and wastewater treatment costs. Planned capital outlay expenditures have decreased by 20% and transfers to the Municipal Equipment Replacement Fund (MERF) and Capital Improvement Projects fund both decreased over the same time. Personnel costs have only increased 8%, or less than 2% annually. The project team reviewed the methodology for calculating the overhead cost allocation, which is used to account for costs associated with enterprise funds that occur in the General Fund. This cost has increased by 8% over the last five years and represented 16% of the Department's adopted budget in 2021. The following table shows expenditures by category for all funds from 2017 to 2021.

<sup>5</sup> Numbers in parentheses represent all separations in that year. Percentages are based on authorized FTEs for corresponding years except for 2016, which was calculated using 2017 adopted FTEs.

<sup>6</sup> City of Hutchinson, 2021 Adopted Budget, 2020 Adopted Budget.

**Table 6: Public Works Department Expenditures by Category, 2017 to 2021<sup>7</sup>**

Public Works Expenditures by Category	2017 Actual	2018 Actual	2019 Actual	2020 Budget	2021 Budget	Percent Change 2017 to 2021
Personnel Services	5,030,795	4,822,231	4,721,128	5,795,401	5,420,962	8%
Contractual Services	3,097,571	3,025,711	3,266,708	3,950,545	4,006,840	29%
Commodities	2,426,689	2,414,420	2,312,985	3,124,560	3,054,185	26%
Capital Outlay	141,269	314,444	71,426	220,000	113,500	-20%
Transfer to MERF	1,285,400	1,155,138	886,692	815,843	190,957	-85%
Transfer to CIP	2,872,640	2,750,795	1,504,000	999,000	2,247,000	-22%
Transfers to Bond and Interest Fund	1,144,444	1,067,054	1,069,007	1,084,986	2,179,201	90%
Debt Service	847,415	859,401	847,415	847,415	0	-100%
Overhead Cost Allocation	3,031,372	3,038,370	3,025,083	3,141,578	3,265,675	8%
<b>Total</b>	<b>19,877,595</b>	<b>19,447,564</b>	<b>17,704,444</b>	<b>19,979,328</b>	<b>20,478,320</b>	<b>3%</b>

By Division, the overall budget changes for the Department from 2017 to 2021 are driven by Water and Wastewater Treatment, which increased 17% or \$1.4 million due to larger transfers to the CIP fund and bond and interest fund as well as higher contractual costs for water remediation. The Streets Division budget increased 37% due to the transfer of responsibility for traffic signals and the restructuring of Public Works Maintenance and Storm Sewer Maintenance into the Division. The following table shows the Public Works Department budget by Division from 2017 to 2021.

**Table 7: Public Works Department Expenditures by Division, 2017 to 2021<sup>8</sup>**

Public Works Expenditures by Program	2017 Actual	2018 Actual	2019 Actual	2020 Budget	2021 Budget	Percent Change 2017 to 2021
Public Works Administration	239,293	268,640	269,204	286,096	309,345	29%
Fleet Maintenance Division	1,233,796	1,287,176	1,139,235	1,440,380	1,448,249	17%
Streets Division	2,567,030	1,909,547	1,799,199	4,055,291	3,513,842	37%
Water and Sewer Maintenance Division	5,275,897	5,164,857	4,862,878	5,101,595	5,374,742	2%
Water and Wastewater Treatment Division	8,413,023	8,434,953	8,166,273	9,095,966	9,832,142	17%
Public Works Maintenance Division	977,984	863,810	477,537	0	0	-100%
Storm Sewer Maintenance Division	1,170,571	1,518,581	990,118	0	0	-100%
<b>Total</b>	<b>19,877,594</b>	<b>19,447,564</b>	<b>17,704,444</b>	<b>19,979,328</b>	<b>20,478,320</b>	<b>3%</b>

<sup>7</sup> City of Hutchinson, 2021 Adopted Budget, 2020 Adopted Budget.

<sup>8</sup> City of Hutchinson, 2021 Adopted Budget, 2020 Adopted Budget.

## Parks and Facilities Department Overview

The Parks and Facilities Department is responsible for maintenance of all parks, open spaces, trails, athletic fields, City buildings, trees on City-owned property, and 50 miles of ditches. Staff manage all building and grounds maintenance for the City including electrical, plumbing, and HVAC work at 45 facilities.<sup>9</sup> The Department also operates three special facilities: a golf course, zoo, and municipal airport. The Carey Park Golf Course is an 18-hole, par 71 course, which averages 24,500 rounds played annually. The Hutchinson Zoo serves approximately 65,000 guests annually on its 37 acres, provides year-round animal care, and treats approximately 700 animals each year in its animal rehab center.<sup>10</sup> The Hutchinson Municipal Airport has three runways and approximately 32,000 operations per year. Recreation programming, such as sports leagues or community activities, is organized by the Hutchinson Recreation Commission (Hutch Rec), which is governed by five commissioners appointed by the City Council and receives a dedicated property tax rate levied by the City on its behalf.

The following table provides an overview of core services currently provided by the Parks and Facilities Department. This is not intended to be all-inclusive; rather, it is meant to illustrate the significant activities performed by staff across the Department's functions.

**Table 8: Parks and Facilities Department Core Services**

Department Function/Division	Program Area	Activities and Service Levels
<b>Park Operations Division</b>	Facility Maintenance	<ul style="list-style-type: none"> <li>Perform routine and proactive facility maintenance</li> <li>Complete specialized HVAC, electrical, and plumbing maintenance</li> <li>Respond to requests from City staff to address facilities issues in City buildings</li> </ul>
	Construction	<ul style="list-style-type: none"> <li>Complete large construction and remodel projects as needed, such as kitchen remodels and building park facilities</li> </ul>
	Custodial	<ul style="list-style-type: none"> <li>Regularly monitor and clean City buildings and restrooms</li> <li>Respond to requests from City staff to clean accidents or spills</li> <li>Manage contracts for custodial services and part time staff</li> </ul>
<b>Horticulture &amp; Forestry Division</b>	Horticulture & Forestry Maintenance	<ul style="list-style-type: none"> <li>Maintain flowerbeds and landscaped areas at City facilities and in rights of way</li> <li>Manage the City's greenhouse and plant inventory</li> <li>Respond to requests for tree trimming and tree removal</li> <li>Monitor and manage trees on City owned property</li> <li>Respond to and inspect trees throughout the City for diseases</li> </ul>
	Athletic Field Maintenance	<ul style="list-style-type: none"> <li>Prepare and maintain athletic fields and facilities throughout the year</li> <li>Work closely with Hutch Rec to prepare fields for games</li> </ul>
	Grounds Maintenance	<ul style="list-style-type: none"> <li>Regularly mow parks, open spaces, and grounds at City buildings</li> <li>Perform edging and weed eating as needed</li> <li>Inspect and maintain irrigation systems at City parks and facilities</li> <li>Spray parks and grounds to prevent weeds and invasive species</li> </ul>
	Ditch Maintenance	<ul style="list-style-type: none"> <li>Regularly inspect and mow the City's ditch system to ensure water can flow freely in the event of a flood</li> </ul>
<b>Zoo</b>	Animal Care	<ul style="list-style-type: none"> <li>Monitor, feed, and care for zoo animals</li> <li>Perform regular maintenance on exhibit areas</li> <li>Treat animals at the rehabilitation center brought in by the public</li> </ul>
	Education & Event Programming	<ul style="list-style-type: none"> <li>Work with schools and community groups to provide educational programming at the Zoo</li> <li>Organize and manage rentals at the Zoo</li> <li>Develop curriculum and programming for the public</li> <li>Manage volunteers at the Zoo</li> </ul>

<sup>9</sup> City of Hutchinson, 2021 Adopted Budget, Page 99.

<sup>10</sup> City of Hutchinson, 2021 Adopted Budget, Page 101.

Department Function/Division	Program Area	Activities and Service Levels
	Gift Shop	<ul style="list-style-type: none"> <li>• Serve customers at the Gift Shop</li> <li>• Manage inventory and supply</li> </ul>
Golf Course	Course Maintenance	<ul style="list-style-type: none"> <li>• Regularly mow greens, fairways, tee boxes, approaches, and roughs</li> <li>• Perform routine maintenance and repair on equipment</li> <li>• Inspect and maintain the golf course irrigation system</li> <li>• Spray golf course for weeds and invasive species</li> </ul>
	Clubhouse Operations	<ul style="list-style-type: none"> <li>• Respond to and provide customer service to visitors and golfers</li> <li>• Organize and manage special events and tournaments</li> <li>• Operate the pro shop and café to serve visitors</li> <li>• Manage memberships and collect green fees for use of the golf course</li> </ul>
Airport	Facility and Grounds Maintenance	<ul style="list-style-type: none"> <li>• Perform regular inspections and reporting as required by the Federal Aviation Administration (FAA)</li> <li>• Regularly mow airport grounds to FAA standards</li> <li>• Monitor and manage trees on airport property</li> <li>• Perform regular facility maintenance and respond to requests from the public and contractors</li> <li>• Manage leases for use of airport land and buildings</li> <li>• Control animal populations around airport as required by FAA</li> </ul>

## STRUCTURE

The Department has five Divisions including: Park Operations; Horticulture and Forestry; Hutchinson Zoo; Carey Park Golf Course; and the Hutchinson Municipal Airport. Each Division is led by a Superintendent except for the Zoo and Airport, which are led by a Director and Manager respectively. Divisions all report to the Director of Parks and Facilities, and the Assistant Director manages special projects and assists Division staff as needed. The following figure shows the organizational structure for the Department along with 2021 authorized staffing levels.

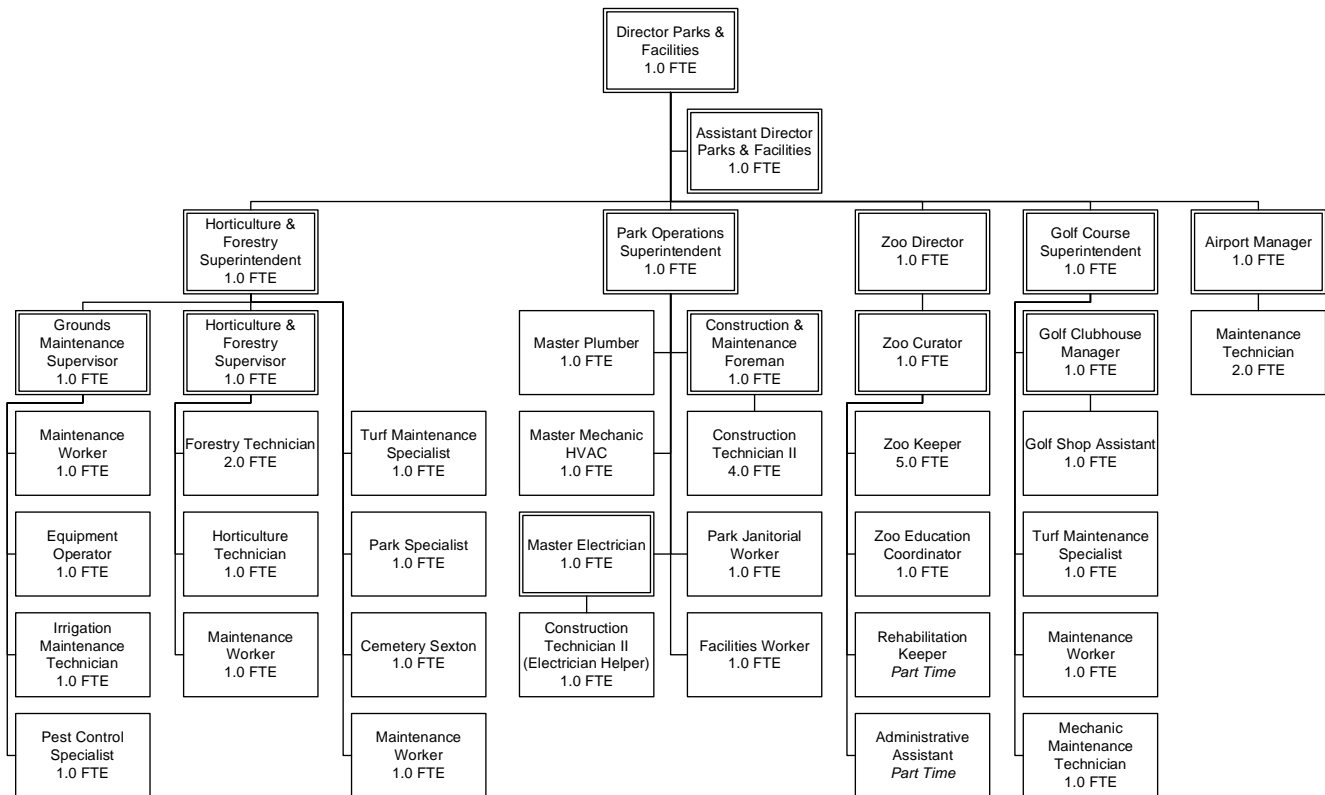


Figure 2: Parks and Facilities Department Organizational Chart, 2021



The Horticulture and Forestry Division manages the maintenance of parks, grounds, and rights of way. This includes mowing, landscaping, tree maintenance, and athletic field maintenance. The Division is responsible for 125,000 square feet of landscaping beds, 325 acres of mowing, and managing 111 acres of contracted mowing.<sup>11</sup> Two staff maintain 50 miles of ditches throughout the City. Staff also maintain of the City-owned Eastside Cemetery and its 12,000 plots.<sup>12</sup> This work is supported by 15 FTEs and led by the Horticulture and Forestry Superintendent.

The Park Operations Division provides year-round facility maintenance services for City-owned buildings and performs larger construction projects as needed. Staff perform general maintenance as well as skilled trade work such as electrical, plumbing, and HVAC at buildings including Memorial Hall, Hutchinson Animal Shelter, Public Works Facility, Fire stations, and City Hall.<sup>13</sup> This work is supported by 12 FTEs and led by the Park Operations Superintendent.

Zoo Division staff are responsible for the operation of the Hutchinson Zoo and provide year-round animal care in addition to ensuring a safe, clean venue for visitors. The Zoo receives approximately 65,000 visitors annually and hosts over 150 community education programs.<sup>14</sup> Staff also support an animal rehabilitation center where community members can bring injured or orphaned animals for care. This work is supported by eight FTEs, two permanent part-time staff, and led by the Zoo Director. One permanent part-time Administrative Assistant position is funded by the Hutchinson Friends of the Zoo, a non-profit organization whose mission is to support and enhance the Hutchinson Zoo.

The Golf Course Division manages the 18-hole Carey Park Golf Course, which includes a clubhouse, practice facility, and driving range. The City hosts about 40 tournaments and total rounds played average 24,500 annually.<sup>15</sup> This work is supported by six FTEs and led by the Golf Course Superintendent.

The Airport Division operates the Hutchinson Municipal Airport and handles an average of 33,000 flight operations annually, making the Hutchinson Airport one of the five busiest airports in Kansas.<sup>16</sup> This work is supported by three FTEs and led by the Airport Manager.

## STAFFING

Staffing for the Parks and Facilities Department has remained relatively flat, increasing by two FTEs between 2017 and 2021. A new zoo job classification was created and an additional Zoo Keeper was added in 2018 and two Equipment Operator positions were added to Horticulture and Forestry in 2019 as part of taking over responsibility for ditch maintenance. These increases were offset by the elimination of a secretary position in Park Administration in 2021. The following table shows the authorized positions by Division from 2017 to 2021.

**Table 9: Parks and Facilities Department Authorized FTEs by Division, 2017 to 2021<sup>17</sup>**

Parks and Facilities Division	2017	2018	2019	2020	2021	Percent Change 2017 to 2021
<b>Parks &amp; Facilities Administration</b>	3.0	3.0	3.0	2.5	2.0	-33%

<sup>11</sup> City of Hutchinson, 2021 Adopted Budget, Page 103.

<sup>12</sup> City of Hutchinson, 2021 Adopted Budget, Page 111.

<sup>13</sup> City of Hutchinson, 2021 Adopted Budget, Page 99.

<sup>14</sup> City of Hutchinson, 2021 Adopted Budget, Page 101.

<sup>15</sup> City of Hutchinson, 2021 Adopted Budget, Page 187.

<sup>16</sup> City of Hutchinson, 2021 Adopted Budget, Page 194.

<sup>17</sup> City of Hutchinson, 2021 Adopted Budget, 2020 Adopted Budget.

Parks and Facilities Division	2017	2018	2019	2020	2021	Percent Change 2017 to 2021
Horticulture & Forestry Division	13.0	13.0	15.0	15.0	15.0	15%
Park Operations Division	12.0	12.0	12.0	12.0	12.0	0%
Zoo Division	7.0	8.0	8.0	8.0	8.0	14%
Golf Course Division	6.0	6.0	6.0	6.0	6.0	0%
Airport Division	3.0	3.0	3.0	3.0	3.0	0%
<b>Total</b>	<b>44.0</b>	<b>45.0</b>	<b>47.0</b>	<b>46.5</b>	<b>46.0</b>	<b>5%</b>

On average, the Department has experienced 9% annual turnover, which equates to about four separations each year. The Zoo Division and Park Operations Division both have higher turnover than the Department average at 19% and 12% respectively. The following table summarizes turnover by Division from 2016 to 2020 based on data provided by the City.

**Table 10: Parks and Facilities Department Turnover by Division, 2016 to 2020<sup>18</sup>**

Parks & Facilities Division	2016	2017	2018	2019	2020	Average Annual Turnover 2016 to 2020
Parks & Facilities Administration	0% (0)	33% (1)	33% (1)	0% (0)	0% (0)	13%
Horticulture & Forestry Division	0% (0)	0% (0)	13% (2)	13% (2)	7% (1)	7%
Park Operations Division	33% (4)	8% (1)	25% (3)	0% (0)	25% (3)	18%
Zoo Division	43% (3)	0% (0)	13% (1)	13% (1)	25% (2)	19%
Golf Course Division	0% (0)	0% (0)	0% (0)	0% (0)	0% (0)	0%
Airport Division	0% (0)	0% (0)	33% (1)	0% (0)	0% (0)	7%
<b>Total</b>	<b>15% (7)</b>	<b>4% (2)</b>	<b>17% (8)</b>	<b>7% (3)</b>	<b>13% (6)</b>	<b>11%</b>

## BUDGET

Overall expenditures for the Parks and Facilities Department have increased by 12% between 2017 and 2021. This is primarily driven by rising personnel costs throughout the Department and contractual services related to the Sports Arena and City Hall, as well as to operate the Zoo and City pools. The following table shows the Department's expenditures by category from 2017 to 2021.

**Table 11: Parks and Facilities Department Expenditures by Category, 2017 to 2021<sup>19</sup>**

Parks and Facilities Expenditures by Category	2017 Actual	2018 Actual	2019 Actual	2020 Budget	2021 Budget	Percent Change 2017 to 2021
Personnel Services	3,135,171	3,015,629	3,047,248	3,542,735	3,543,612	13%
Contractual Services	1,491,013	1,593,197	1,638,751	1,687,626	1,710,346	15%
Commodities	753,252	809,916	803,483	805,066	899,715	19%
Capital Outlay	83,242	24,122	40,469	49,000	46,200	-44%
Transfers	141,750	179,649	108,322	187,272	82,851	-42%
<b>Total</b>	<b>5,604,428</b>	<b>5,622,513</b>	<b>5,638,273</b>	<b>6,271,699</b>	<b>6,282,724</b>	<b>12%</b>

<sup>18</sup> Numbers in parentheses represent all separations in that year. Percentages are based on authorized FTEs for corresponding years except for 2016, which was calculated using 2017 adopted FTEs.

<sup>19</sup> City of Hutchinson, 2021 Adopted Budget, 2020 Adopted Budget.



Budget information for the Department is tracked by Division and, as will be discussed in the Analysis and Recommendations section, the Department does not have the data or performance management systems in place to determine cost drivers by amenity or facility type. By Division the overall budget changes have been driven by increased costs for Horticulture & Forestry (21%), Golf Course (13%), and Zoo (16%). The cost for Parks and Facilities Administration decreased due to the elimination of a full-time secretary position. The following table shows the expenditures by Division from 2017 to 2021.

**Table 12: Parks and Facilities Department Expenditures by Division, 2017 to 2021<sup>20</sup>**

Parks and Facilities Expenditures by Division	2017 Actual	2018 Actual	2019 Actual	2020 Budget	2021 Budget	Percent Change 2017 to 2021
Parks and Facilities Administration	388,241	345,694	340,844	335,953	357,401	-8%
Horticulture and Forestry Division	1,353,015	1,400,921	1,490,233	1,659,284	1,631,324	21%
Park Operations Division	1,952,215	1,872,695	1,898,418	2,141,713	2,157,830	11%
Zoo Division	637,004	687,009	647,461	756,503	739,721	16%
Golf Course Division	817,724	842,683	845,768	894,988	923,443	13%
Airport Division	456,229	473,511	415,549	483,258	473,005	4%
<b>Total</b>	<b>5,604,428</b>	<b>5,622,513</b>	<b>5,638,273</b>	<b>6,271,699</b>	<b>6,282,724</b>	<b>12%</b>

The Parks and Facilities Department budget includes funding from the General Fund and three special revenue funds, to support the Golf Course, Airport, and swimming pool and splash parks. Although separate funds, each receives a transfer from the General Fund to balance their budget and support operations. In 2021, the General Fund transfer as a percent of total expenditures represented 31% for the Golf Course Fund, 48% for the Airport Fund, and 50% for the Special Parks and Recreation Fund. The following table shows the Parks and Facilities budget by fund from 2017 to 2021.

**Table 13: Parks and Facilities Department Expenditures by Fund, 2017 to 2021<sup>21</sup>**

Parks and Facilities Expenditures by Fund	2017 Actual	2018 Actual	2019 Actual	2020 Budget	2021 Budget	Percent Change
General Fund	4,128,119	4,097,874	4,176,031	4,659,449	4,627,994	12%
Golf Course Fund	817,724	842,683	845,768	894,988	923,443	13%
Airport Fund	456,229	473,511	415,549	483,258	473,005	4%
Special Parks & Recreation Fund	202,356	208,445	200,925	234,004	258,282	28%
<b>Total</b>	<b>5,604,428</b>	<b>5,622,513</b>	<b>5,638,273</b>	<b>6,271,699</b>	<b>6,282,724</b>	<b>12%</b>

<sup>20</sup> City of Hutchinson, 2021 Adopted Budget, 2020 Adopted Budget.

<sup>21</sup> City of Hutchinson, 2021 Adopted Budget, 2020 Adopted Budget.

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# Benchmarking

To inform service level discussions, Raftelis conducted benchmarking research regarding core public works and parks and facilities functions. The City of Hutchinson identified seven municipalities in Kansas, Oklahoma, and Nebraska that provide similar services. These municipalities were used for benchmarking comparisons. Each organization serves a similar population and possesses many of the same municipal assets as Hutchinson, such as airports, zoos, and golf courses, and are responsible for providing services in a comparable operating environment.

Benchmarking can be useful in providing context for how other organizations operate and provide services. Other organizations may make use of new and different approaches which can be replicated. However, apples-to-apples comparisons are often difficult given the geographic, operational, political, economic, and other differences between communities and regions. Comparing operations to other organizations can help Hutchinson understand if it is in line with peer communities or if there is an area that needs more attention or investment. Although this context is helpful, benchmarking does not include an evaluation of how well organizations are providing services; this is where best practices are useful. Understanding best practices allows the City to better understand whether the services it provides are in line with industry standards or if there is room for improvement.

Hutchinson was compared to each benchmark organization in the different service areas offered by the Public Works Department and Parks and Facilities Department. The project team collected data from publicly available sources such as budget documents, annual financial reports, or organization websites. The project team also contacted 40 employees at peer organizations to gather specific infrastructure and operational information. The participation of these employees was truly appreciated, and the project team thanks them for their time and information. The data collection involved 224 data points across 11 functional areas, as well as organization and community information for seven municipalities and an additional six organizations to enhance the airport, golf course, and zoo comparison. The following sections provide an overview of the benchmarking research, and additional data by functional area is included in Appendix A.

The following table shows organizational information about each benchmark organization including population, budget, and notable assets.

**Table 14: Benchmark Organization Information**

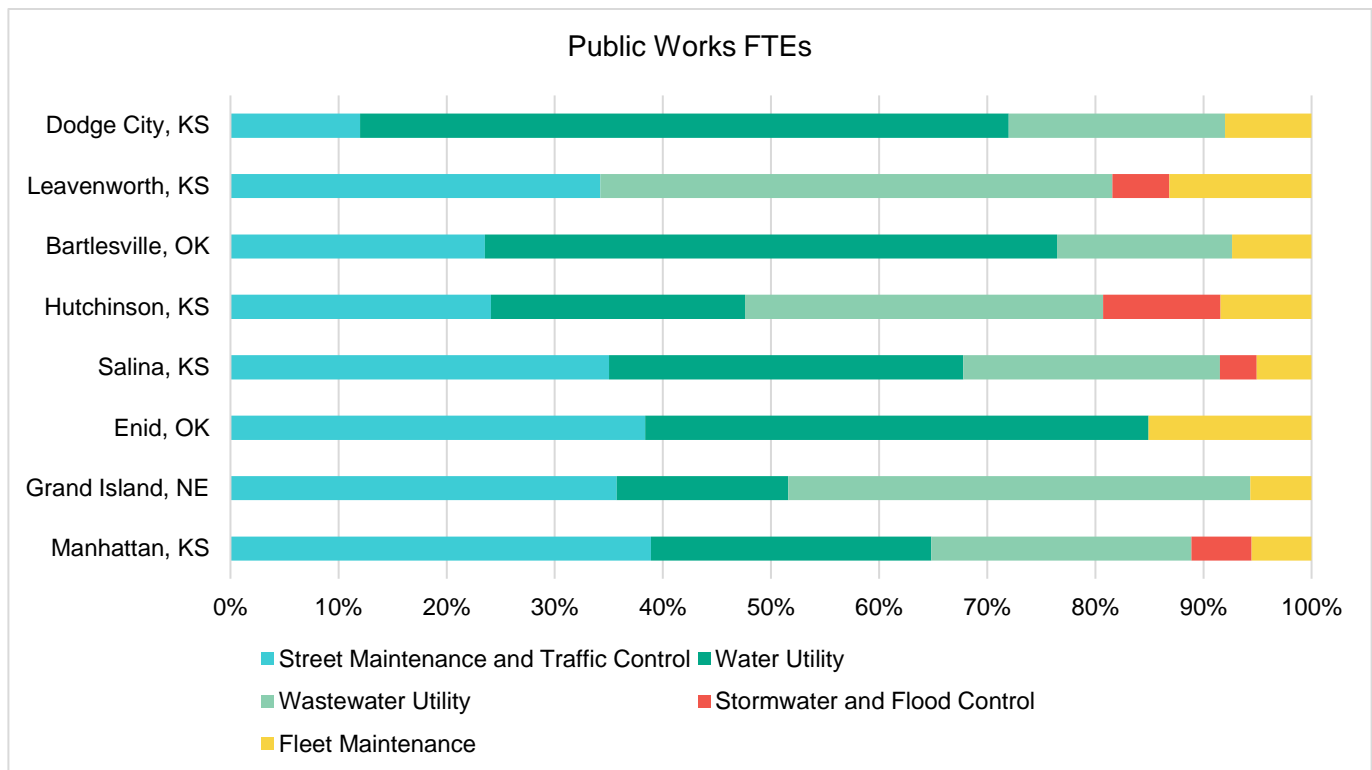
Organization	Population	FY2021 Budget	General Fund Budget	Full Time Employees	Notable Assets
City of Dodge City, KS	27,104	\$59,200,292	\$18,387,882	213.0	Airport, Golf Course, Zoo
City of Leavenworth, KS	35,957	\$56,527,164	\$22,140,000	269.0	N/A
City of Bartlesville, OK	36,144	\$116,275,126	\$31,450,884	362.0	Airport, Golf Course
City of Hutchinson, KS	40,383	\$68,356,386	\$33,668,627	391.5	Airport, Golf Course, Zoo
City of Salina, KS	46,550	\$101,583,383	\$43,669,245	480.0	Golf Course
City of Enid, OK	49,688	\$179,478,369	\$54,206,965	264.0 <sup>22</sup>	Airport, Golf Course
City of Grand Island, NE	51,267	\$230,053,033	\$39,231,439	520.0	Golf Course
City of Manhattan, KS	53,846	\$166,676,103	\$32,060,064	415.0	Airport, Zoo

<sup>22</sup> City of Enid staffing does not include Police Department FTEs.

## Public Works Comparisons

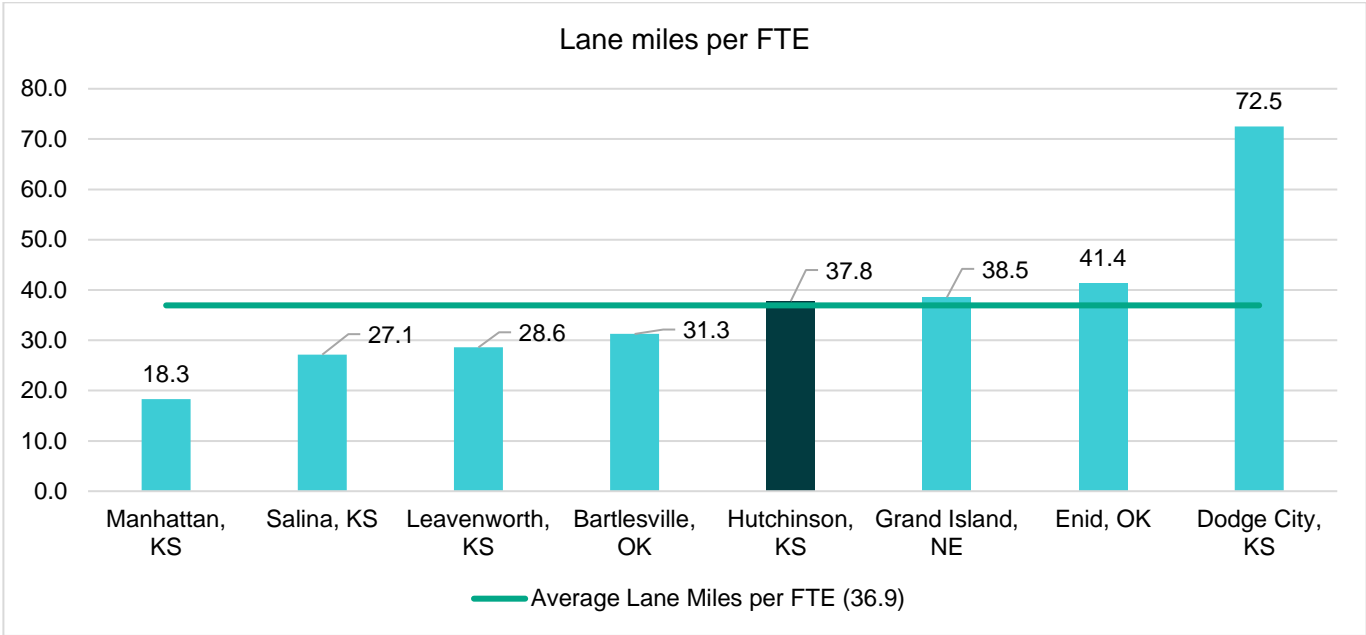
The City of Hutchinson Public Works Department offers many of the same services as benchmark organizations. Some benchmark organizations have additional functions in Public Works, such as engineering, planning, and code enforcement, that reside in other departments in Hutchinson. In addition, there are some services that Hutchinson performs that are not broadly performed among benchmarks. For example, Hutchinson, Salina, Dodge City, and Manhattan perform levee maintenance, while the cities of Leavenworth, Enid, and Bartlesville contract part of their utility operations.

The project team collected staffing information on the services provided by Hutchinson. Generally, the utilities staffing represents the largest percentage of public works staff followed by street maintenance. The following table details staffing by function among benchmark departments as a percentage of total staffing.



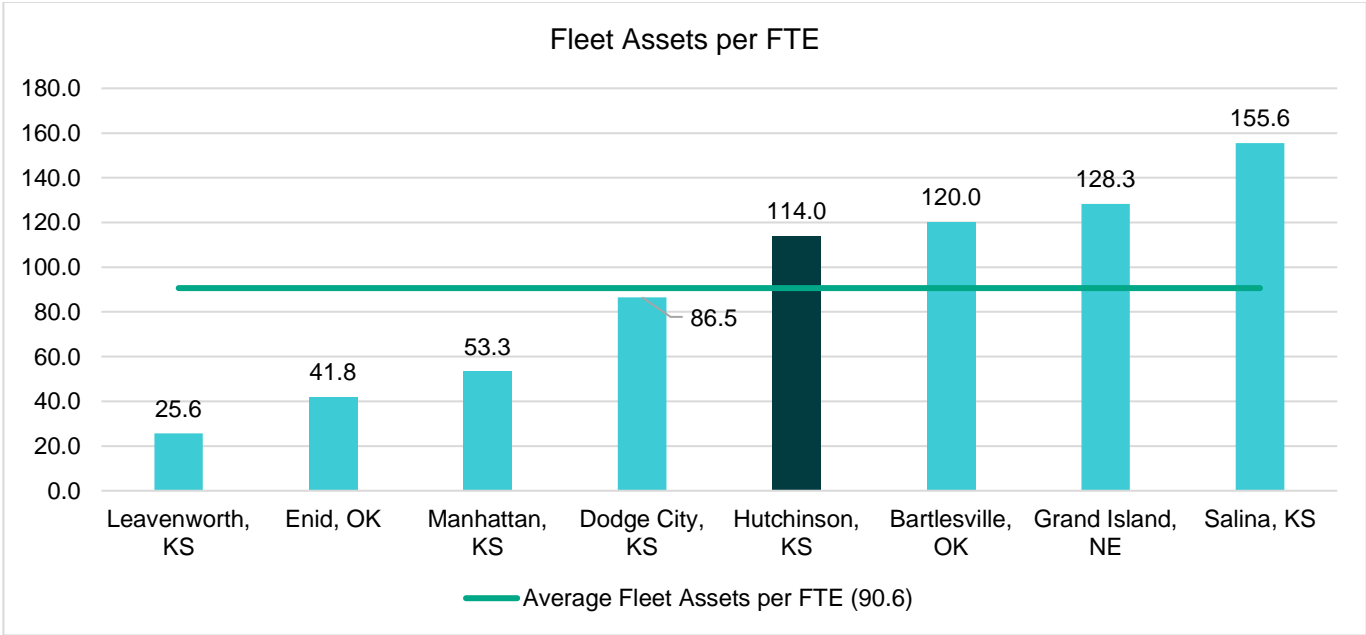
**Figure 3: Benchmark Organization Public Works Staffing by Function**

Maintenance of Hutchinson's 680 lane miles of streets is the responsibility of the Streets Division. The City has 18 street maintenance full-time employees, which translates to approximately 37.8 lane miles per employee. When compared to other benchmark organizations, this is higher than the average and similar to the City of Grand Island and City of Enid. The following figure shows the lane miles per street maintenance FTE among benchmark organizations.



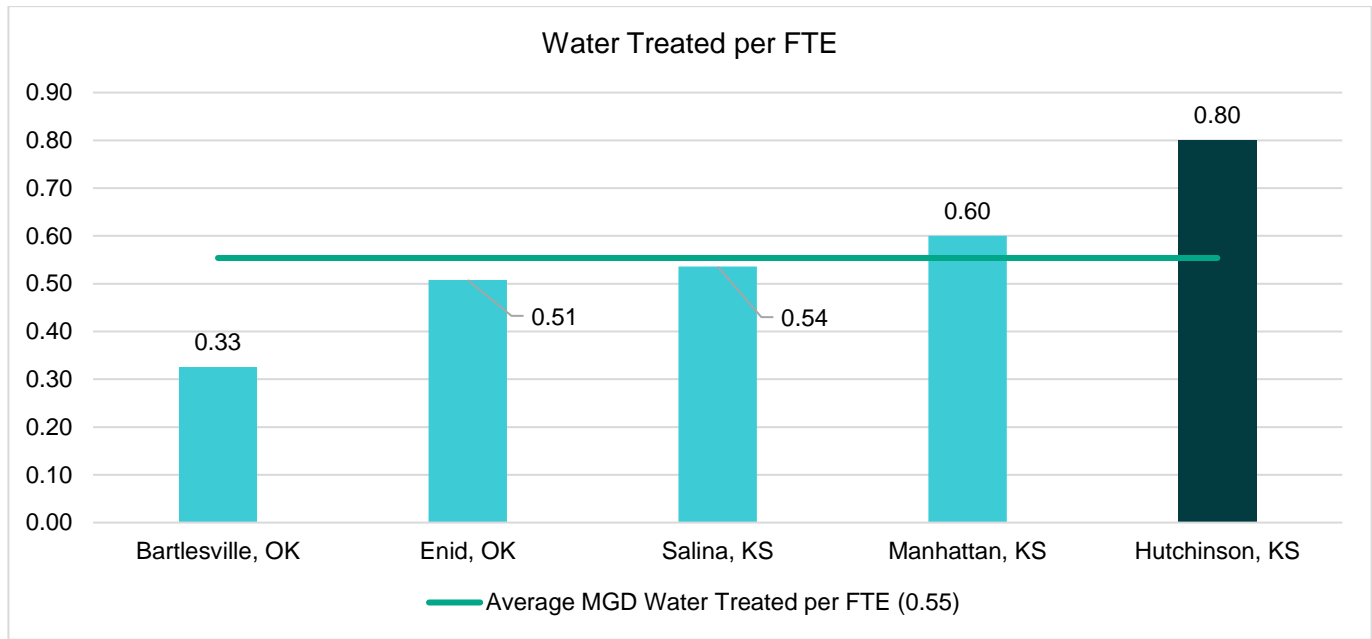
**Figure 4: Benchmark Organization Lane Miles of Street Maintained per FTE**

Maintenance of fleet assets is a common public works function in the benchmark organizations. This type of work can range from repairing small equipment to large heavy trucks and public safety vehicles. Although the details of each organization's fleet are unique to their operating environment, replacement cycle, and maintenance practices, generally the number of fleet assets per fleet maintenance FTE can be used to compare workload across organizations. Seven staff maintain 798 assets in Hutchinson for approximately 114 assets per FTE. This is higher than the average for the benchmark organizations (90.6). The following figure shows fleet assets per fleet maintenance FTE across the benchmark organizations.



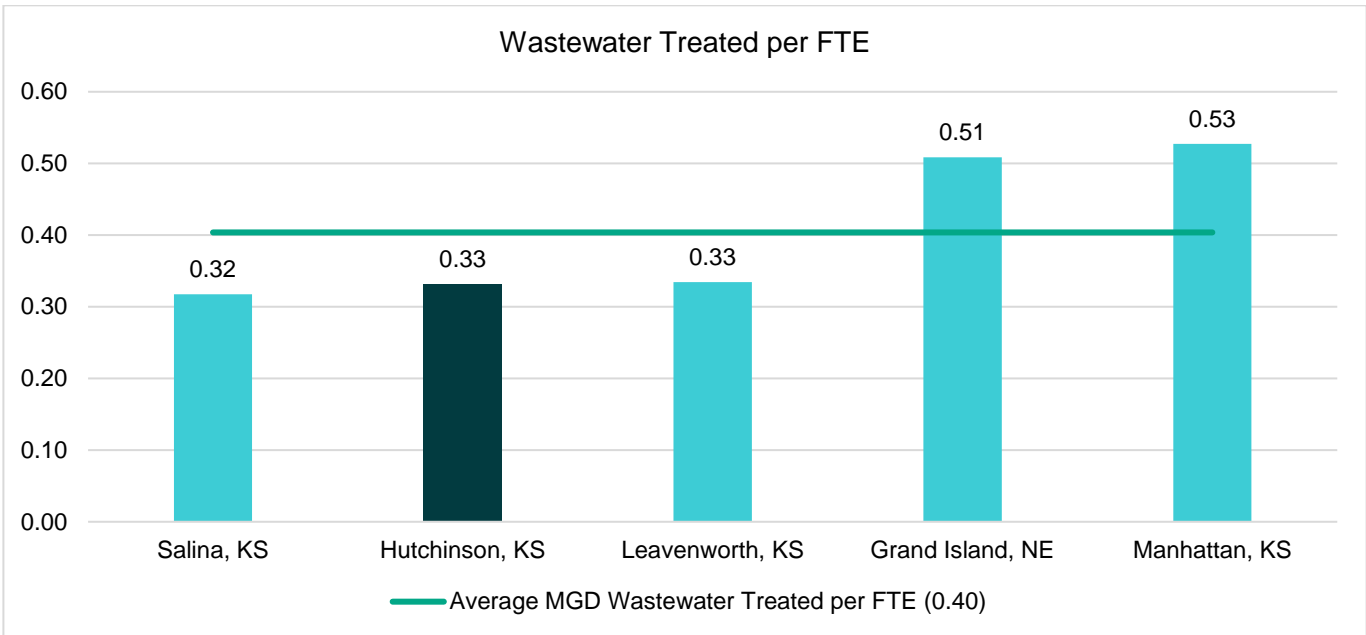
**Figure 5: Benchmark Organization Fleet Assets Maintained per FTE**

Like many of the benchmark organizations, the Hutchinson Public Works Department administers the City’s water and wastewater utilities. Some benchmark organizations structure their water and wastewater utilities as separate departments from public works and others contract utilities operations. AWWA identifies the number of gallons of water treated per employee per day as a key performance indicator of water utilities. This measure is expressed as MGD and shows the relative productivity of staff. Hutchinson has 6.5 FTEs who treat approximately 5.2 MGD of drinking water. This equates to 0.80 MGD per employee, which is the highest among the benchmark organizations. The following figure shows MGD of water treated per water treatment FTE across peer organizations. The cities of Grand Island, Dodge City, and Leavenworth were excluded from this comparison because they do not operate water treatment plants.



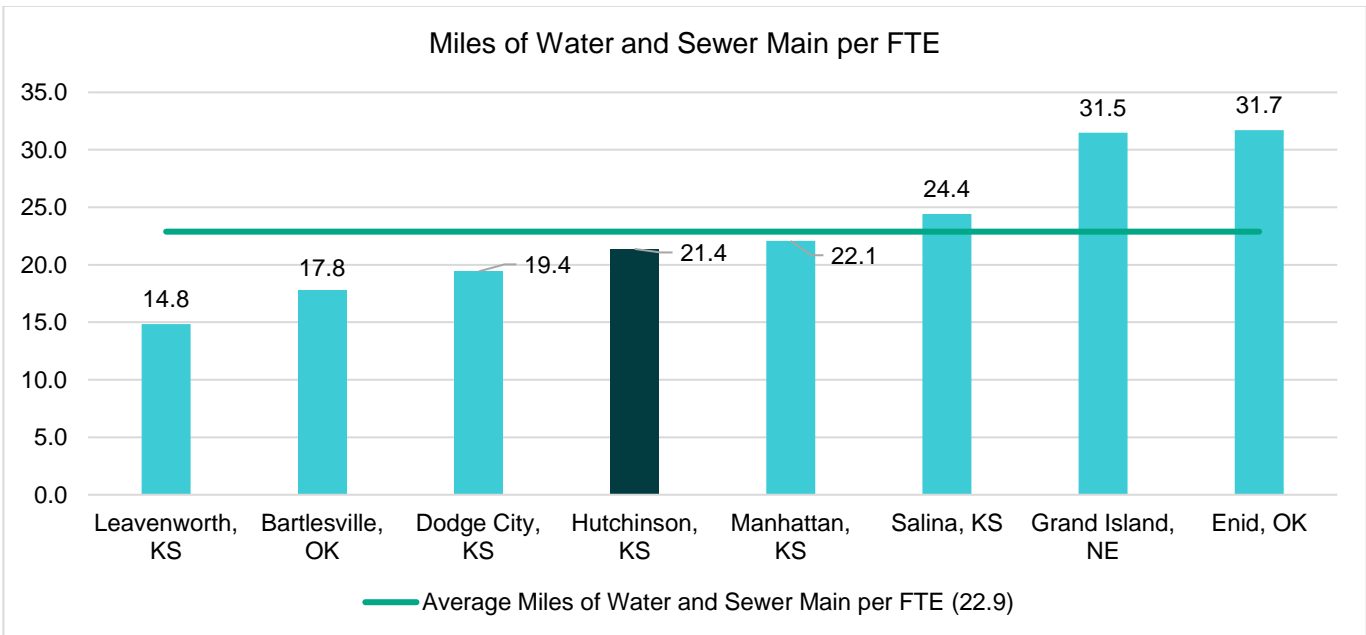
**Figure 6: Benchmark Organization Water Treated per FTE**

Similarly, the number of gallons of wastewater treated per employee per day is also an AWWA key performance indicator. In Hutchinson, there are 14.5 FTEs assigned to wastewater treatment and they treat approximately 4.8 MGD. This equates to 0.33 MGD of wastewater treated per employee. This is in line with benchmark organizations, which averaged 0.40 MGD of wastewater treated per FTE. Three of the benchmark organizations – Enid, Dodge City, and Bartlesville – were excluded from this analysis because they contract out the wastewater treatment. The following figure shows MGD of wastewater treated per wastewater treatment employee across the peer organizations.



**Figure 7: Benchmark Organization Wastewater Treated per FTE**

One final area of comparison is around the maintenance of water distribution and wastewater collection infrastructure. Generally, the miles of water and sewer main per FTE can be used to compare workload across organizations. The Water and Sewer Maintenance Division in Hutchinson is responsible for both water and wastewater infrastructure so staffing for water and sewer maintenance was combined in benchmark organizations that have separate workgroups. Across the benchmark organizations, there is an average of 22.9 miles of main per FTE. Hutchinson has approximately 21.4, which is in line with the peer communities. The following figure shows the miles of water and sewer main per maintenance FTEs across the benchmark organizations.

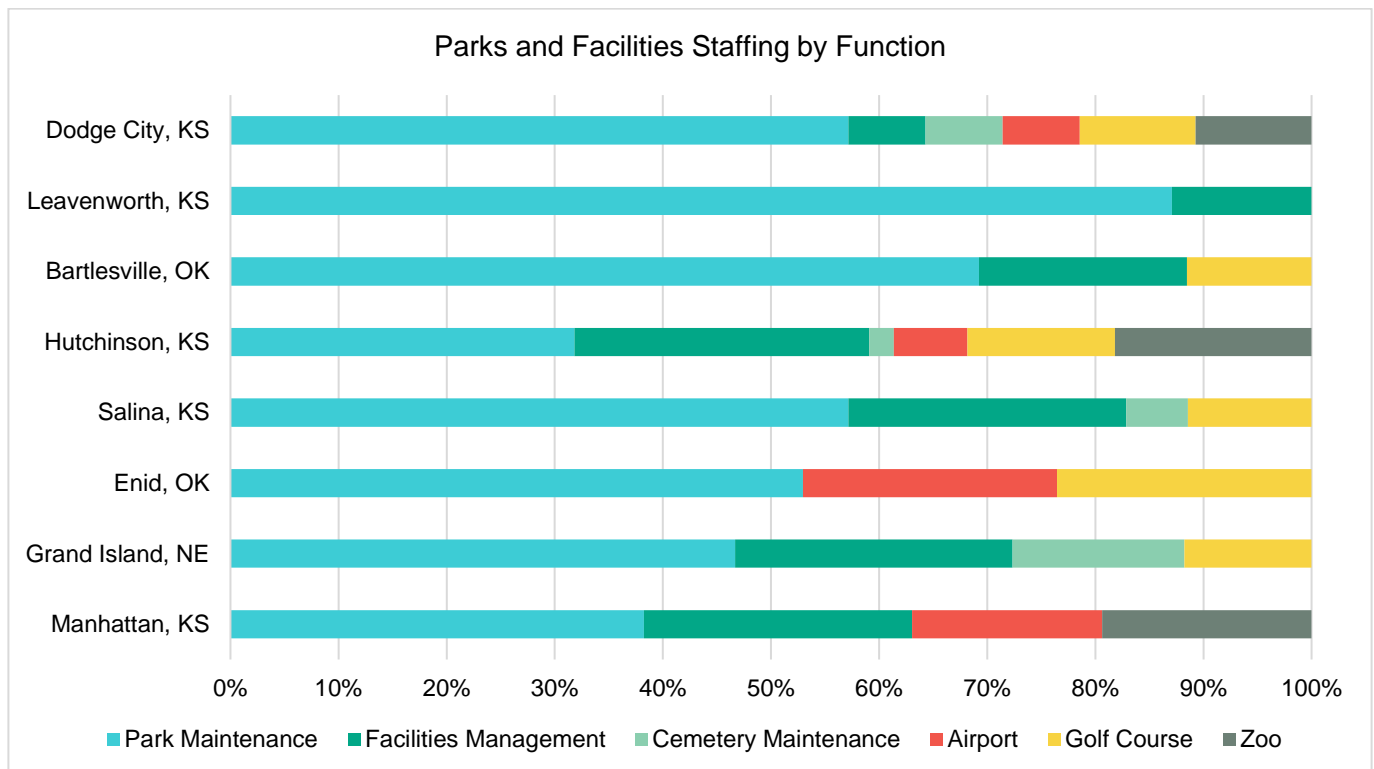


**Figure 8: Benchmark Organization Miles of Water and Sewer Main per FTE**

## Parks and Facilities Comparisons

The scope of services administered by the City of Hutchinson’s Parks and Facilities Department is unique compared to its seven municipal counterparts. Notably, it is the only department among the benchmark organizations which oversees a municipally owned airport, zoo, and golf course. While zoos and golf courses are administered by several departments in benchmark organizations, most airports are structured as individual departments or are part of a different department. Of the seven benchmark communities, five manage recreation programs in house. Recreation programming in both Dodge City and Bartlesville is run by an outside organization like it is in Hutchinson.

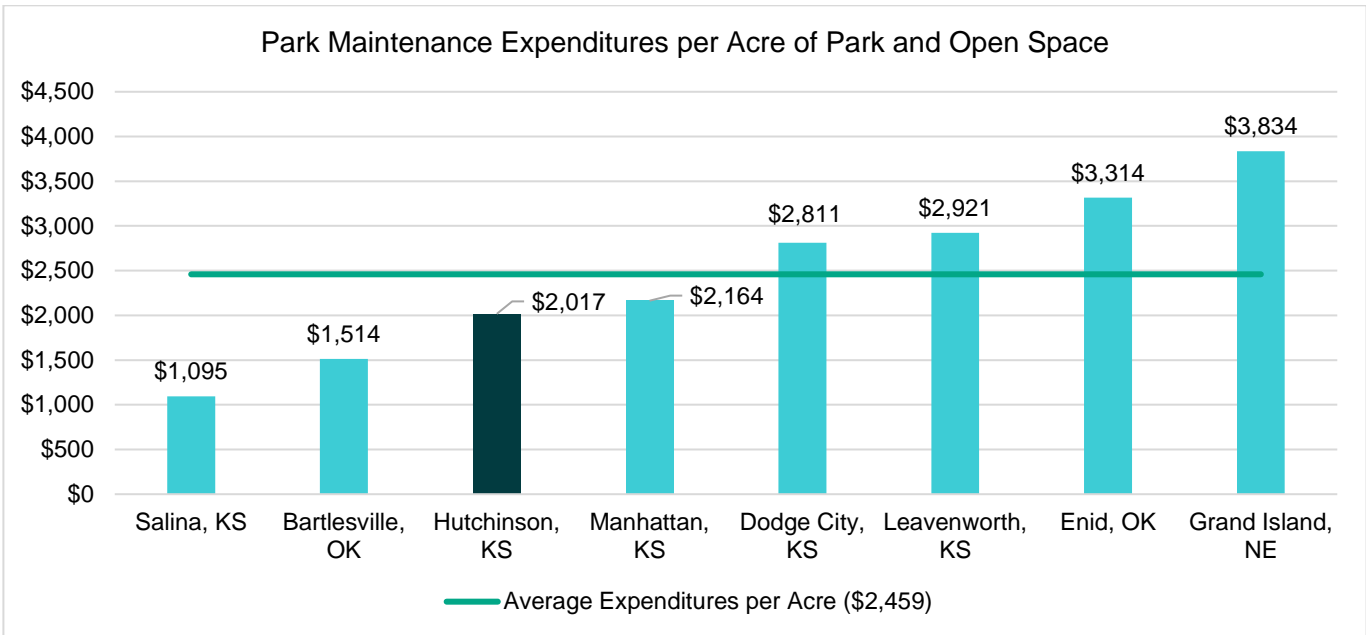
The project team collected staffing information on the services provided by Hutchinson. Generally, park maintenance staffing represents the largest percentage of parks and facilities staff followed by facilities management. The following table details staffing by function among benchmark departments as a percentage of total staffing.



**Figure 9: Benchmark Organization Parks and Facilities Staffing by Function**

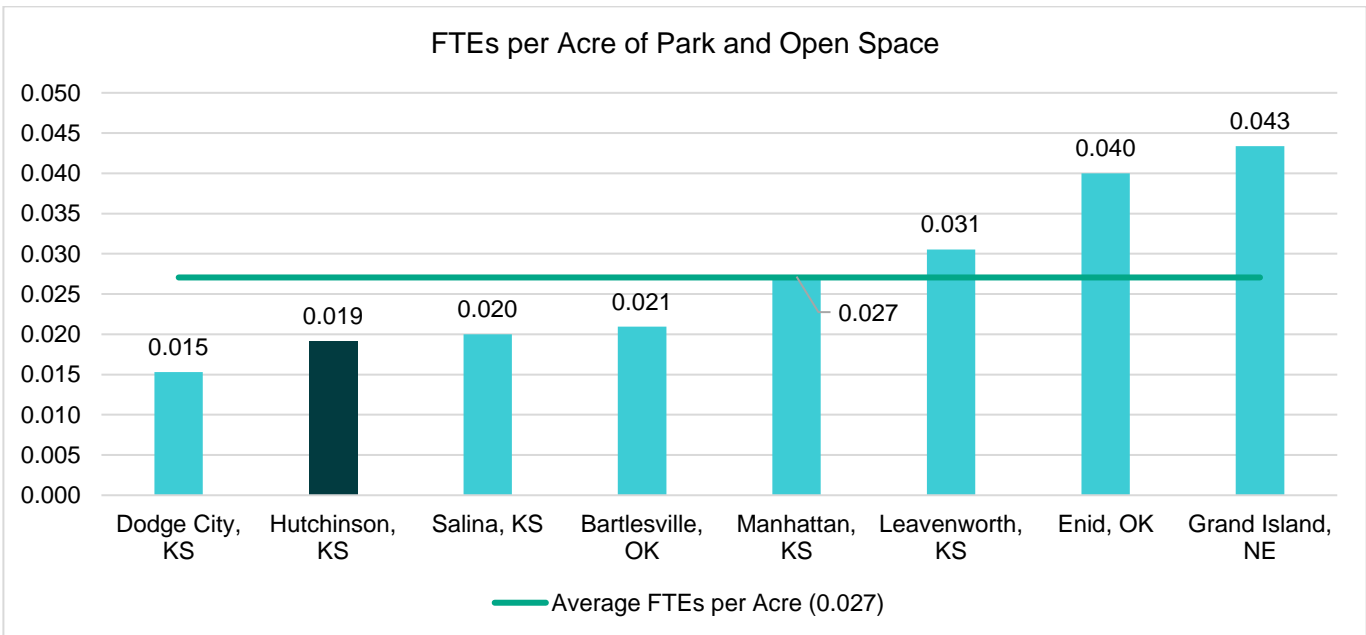
Like many of its peer benchmarks, the City of Hutchinson operates indoor and outdoor recreational facilities, athletic complexes, and swimming pools. Hutchinson oversees 731 acres of parks and open space facilities, meaning there are approximately 18 acres per 1,000 residents. A common performance measure used by NRPA is the amount of spending per acre of parks and open space. With a 2021 budget of \$1,474,172 for park maintenance, Hutchinson expends \$2,017 per park acre, which is below the average expenditure of \$2,459 per park acre among peer cities. The following figure shows park maintenance expenditures per park acre for benchmark organizations.





**Figure 10: Benchmark Organization Park Maintenance Expenditures per Park Acre**

The project team also used staffing data to calculate another common measure used by NRPA, the number of full-time park maintenance positions per park acre. The staffing totals exclude any part-time or seasonal staffing due to inconsistent reporting between organizations. Hutchinson has 0.019 FTEs per acre, lower than the average of 0.027. The following figure shows the full-time positions per park acre by benchmark organization.



**Figure 11: Benchmark Organization Park Maintenance FTEs per Acre**

## ZOO

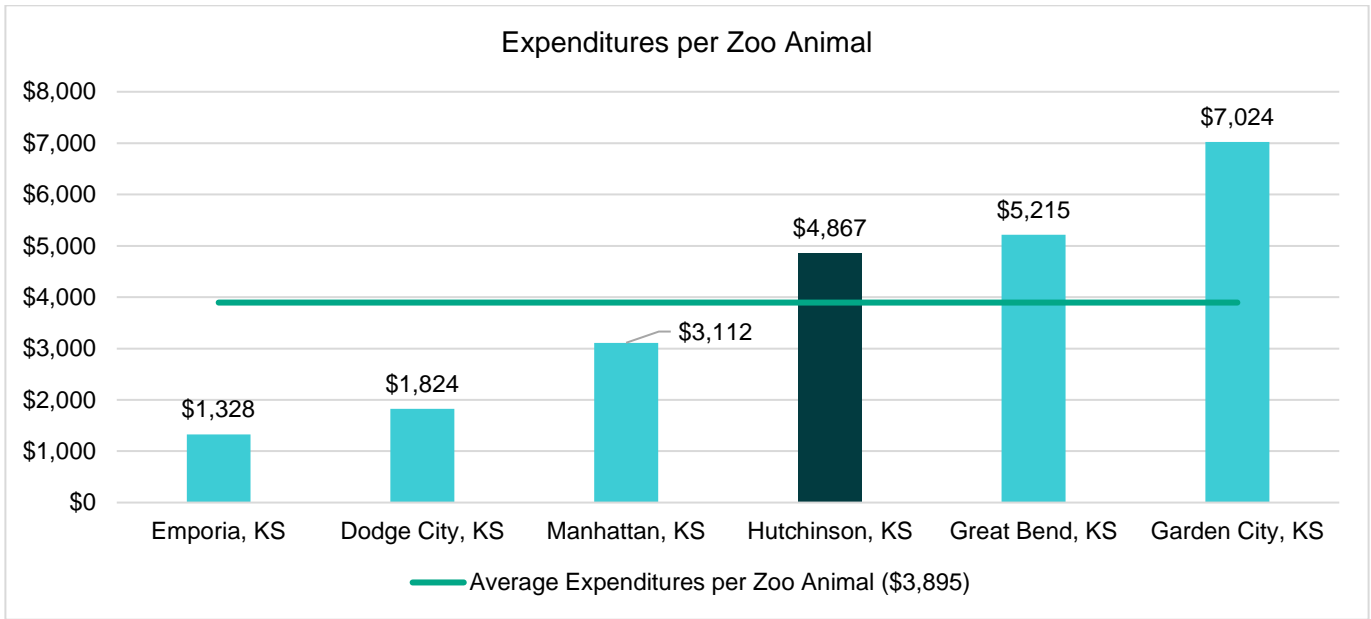
The Hutchinson Zoo welcomes approximately 65,000 visitors per year and is free to the public, although donations of \$2 to \$5 per visitor are encouraged. The Zoo is home to approximately 152 animal specimens and is managed by eight full-time staff. Of the benchmark organizations identified, only the cities of Dodge City and Manhattan operate a municipally owned zoo. The project team collected information on the David Traylor Zoo in Emporia, the Great Bend Zoo, and the Lee Richardson Zoo in Garden City for additional benchmark comparisons of zoo operations. The Hutchinson Zoo, Sunset Zoo, and David Traylor Zoo are accredited by the Association of Zoos and Aquariums (AZA). Only Hutchinson and Great Bend operate animal rehabilitation centers, but the center in Great Bend specializes in raptors, while the Hutchinson Zoo accepts all animals native to Kansas. The following table summarizes the benchmark zoo operations including staffing, FTEs, and annual visitors.

**Table 15: Benchmark Organization Zoo Comparison**

Organization	Visitors	FY2021 Budget	FTEs	Animals	AZA Accreditation	Admission Fee
Great Bend Zoo	30,000	\$631,000	5.0	121	No	Free
Wright Park Zoo (Dodge City)	60,000	\$229,812	3.0	126	No	Free
Hutchinson Zoo	65,000	\$739,721	8.0	152	Yes	Free
Sunset Zoo (Manhattan)	86,000	\$1,244,700	20.0	400	Yes	Children 12 and under \$3.50; All others \$5.50
David Traylor Zoo (Emporia)	90,000	\$531,293	5.0	400	Yes	Free
Lee Richardson Zoo (Garden City)	142,600	\$2,402,150	28.0	342	No	Walking Free; Drive-through \$10

To understand the principles of zoo management, the project team consulted resources published by the AZA, the World Association of Zoos and Aquariums (WAZA), and the Zoological Association of America (ZAA). However, most guidance pertained to animal welfare and did not provide performance measures to assess zoo operations. As an alternative, the project team used budgetary data to make comparisons between the Hutchinson Zoo and its benchmark organizations.

In 2021, the Hutchinson Zoo was home to 152 animals and had a budget of \$739,721, meaning the Zoo expended \$4,867 per animal. This is in line with the peer organizations but slightly higher than the average expenditure per zoo animal among peer organizations. The Hutchinson Zoo's higher than average expenditure per animal may be impacted by its unique services and features compared to other zoos, including the animal rehabilitation center, education programming, acreage, and zoo train. The following table summarizes the expenditures per zoo animal across peer organizations.



**Figure 12: Benchmark Organization Zoo Expenditures per Zoo Animal**

## GOLF COURSE

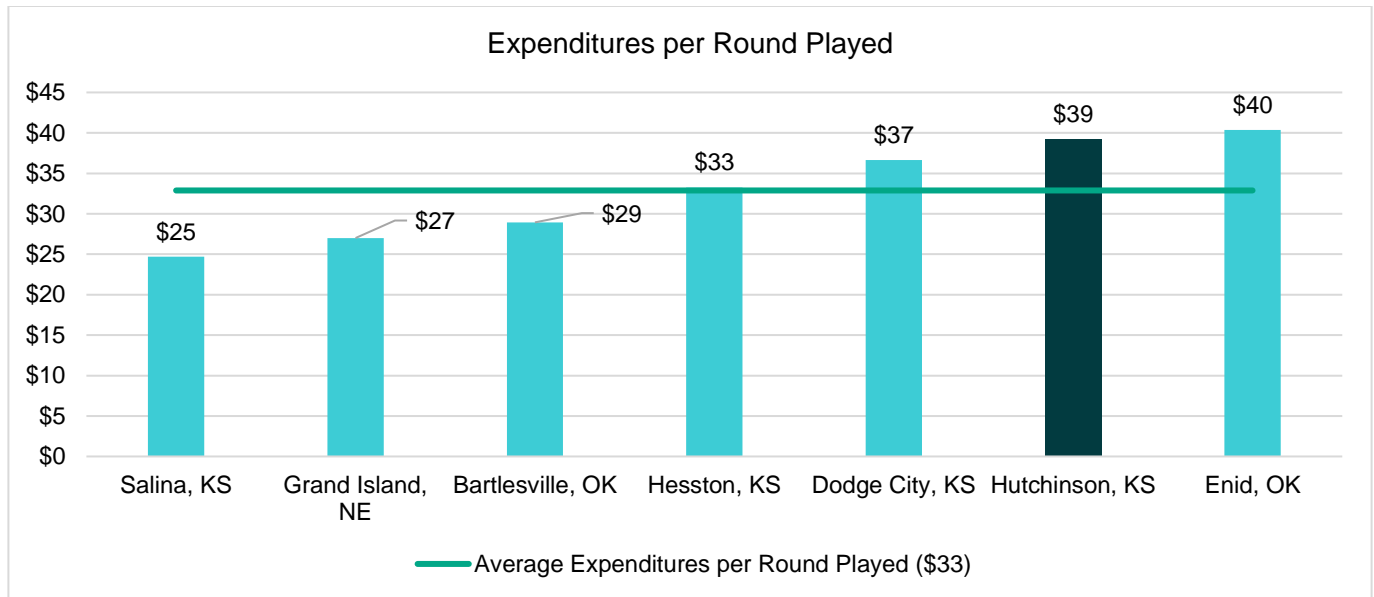
The City of Hutchinson’s 18-hole Carey Park Golf Course features a clubhouse, practice facility, and year-round driving range. The Golf Course offers affordable course fees and memberships to the public, hosts 40 to 50 tournaments, and approximately 25,000 rounds are played annually. In addition to the benchmark organizations that also operate a golf course, data from the City of Hesston, Kansas was collected to supplement the golf course comparison. A summary of the benchmark organization golf course operations is included in the following table.

**Table 16: Benchmark Organization Golf Course Comparison**

Golf Course	Annual Rounds Played	Course Length	Acres	FY2021 Budget	FTEs	General Fund Subsidy as Percent of Total Budget
Adams Municipal Golf Course (Bartlesville)	17,000	18 holes; 6,819 yards	160	\$491,906	3.0	28%
Mariah Hills Golf Course (Dodge City)	20,500	18 holes; 7,000 yards	155	\$751,498	3.0	49%
Meadow Lake Golf Course (Enid)	21,000	18 holes; 6,773 yards	130	\$847,750	8.0	28%
Hesston Golf Course (Hesston)	22,000	18 holes; 6,869 yards	145	\$731,667	4.0	0%
<b>Carey Park Golf Course (Hutchinson)</b>	<b>25,000</b>	<b>18 holes; 6,629 yards</b>	<b>150</b>	<b>\$981,443</b>	<b>6.0</b>	<b>31%</b>
Jackrabbit Run Golf Course (Grand Island)	30,000	18 holes; 6,700 yards	175	\$810,012	5.5	10%
Salina Municipal Golf Course (Salina)	35,000	24 holes; 6,500 yards	145	\$864,569	4.0	0%

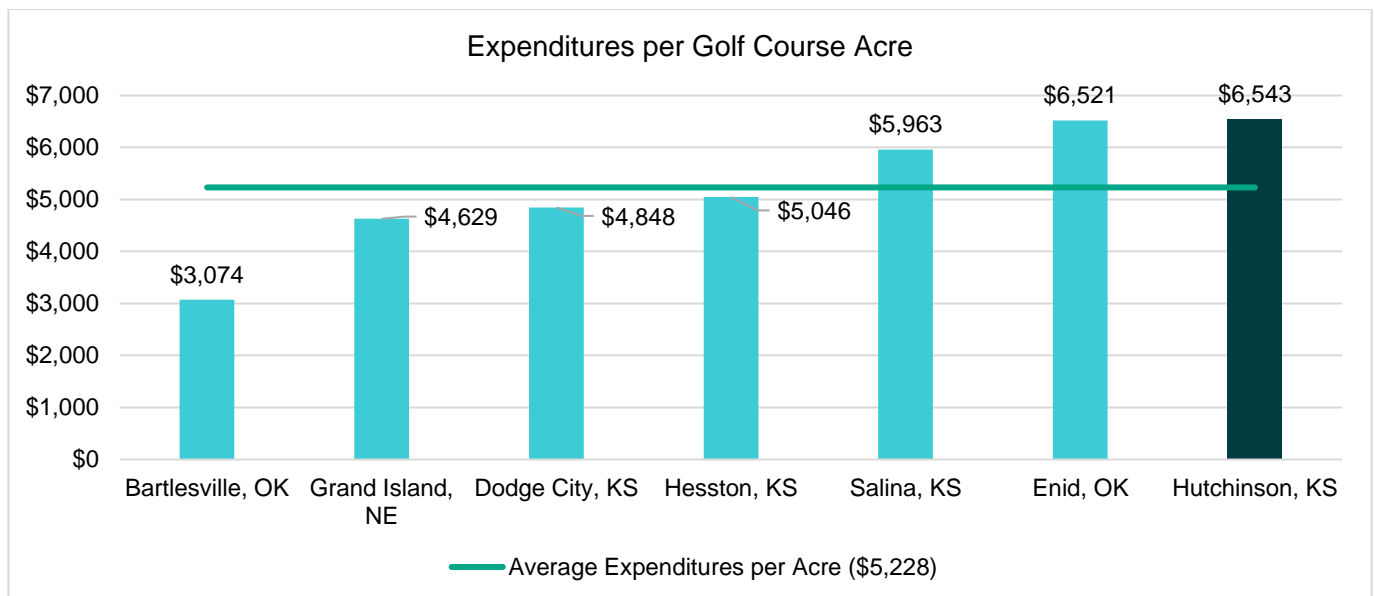
The City of Hutchinson has the third highest number of annual rounds played among the benchmark organizations but also has the highest FY2021 budget. About 31% of the Division’s budget is subsidized by support from the General Fund, higher than all but one benchmark organization (Dodge City), but similar to two organizations who subsidize approximately 28% of their golf course’s budget. Using this operation and budget information, the project

team calculated the expenditures per annual round played. The average for the benchmark organizations was \$33 per round, the City of Hutchinson spends approximately \$39 per round. The following figure shows the expenditures per round played across the benchmark organizations.



**Figure 13: Benchmark Organization Golf Course Expenditures per Round Played**

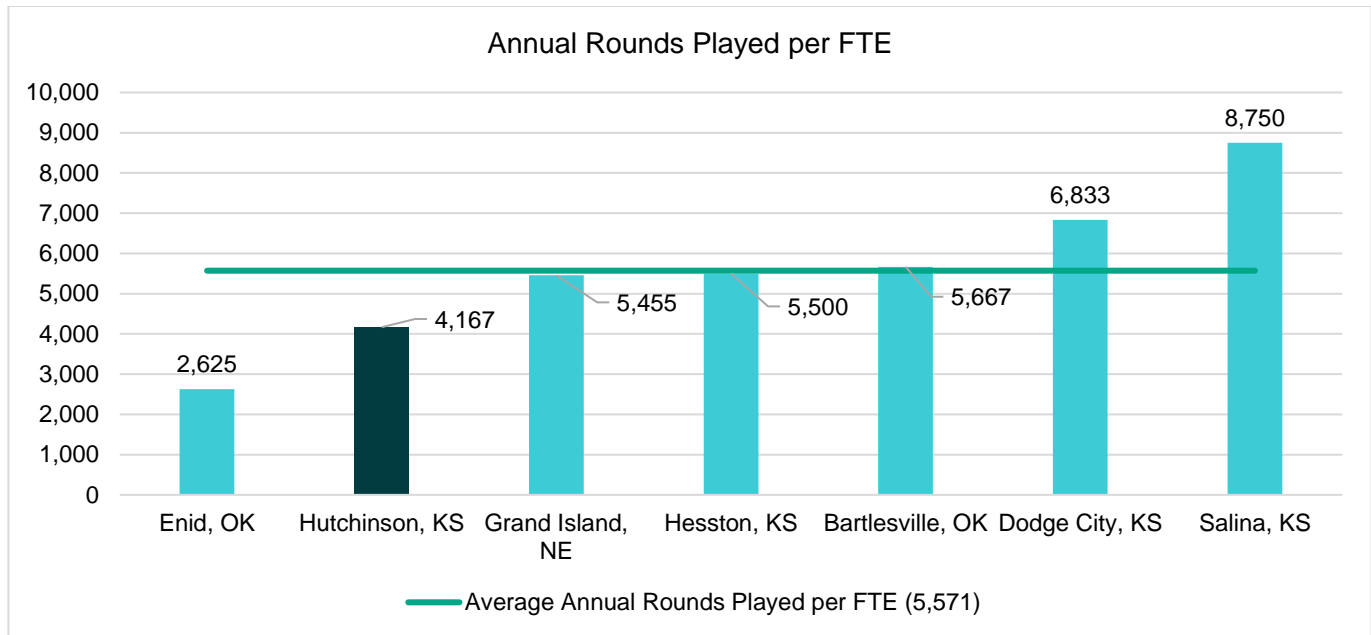
The City of Hutchinson's Golf Course is approximately 150 acres, which is larger than three benchmark communities and smaller than three benchmark communities. However, using the FY2021 budget, Hutchinson has the highest expenditures per Golf Course acre of the benchmark communities. The following figure shows the expenditures per Golf Course acre across the benchmark organizations.



**Figure 14: Benchmark Organization Golf Course Expenditures per Acre**

The annual rounds played and staffing information was used to calculate the number of annual rounds played per FTE, which shows the relative customer service burden across the different organizations. On average there were

5,571 annual rounds played per FTE across the benchmark organizations. The City of Hutchinson was below this average at 4,167 rounds played per FTE. The following chart shows annual rounds played per FTE across the benchmark communities.



**Figure 15: Benchmark Organization Golf Course Rounds Played per FTE**

Although Hutchinson is higher than the average of the benchmark communities for these three measures, they are not a significant outlier. These measures suggest that Hutchinson spends more per acre and round of golf played compared to peer organizations. These measures do not show the effectiveness of that spending or the quality of service being provided by each organization.

## AIRPORT

The Hutchinson Regional Airport is staffed by three full-time employees and hosts approximately 33,600 flight operations annually, which are the total number of aircraft take-offs and landings. In addition to the benchmark organizations discussed previously, the project team collected information on the Newton City-County Airport and the Lawrence Municipal Airport to add additional comparisons. The Hutchinson Regional Airport has the largest amount of paved surface to maintain and is unique among the peer organizations in terms of organizational placement; airports are standalone departments in all peer organizations except for Bartlesville, where the airport is part of the Public Works Department. The Enid Woodring Regional Airport is the only other airport with an FAA control tower and no commercial airline service. The following table summarizes budget, FTE, and airport operations for the benchmark organizations.

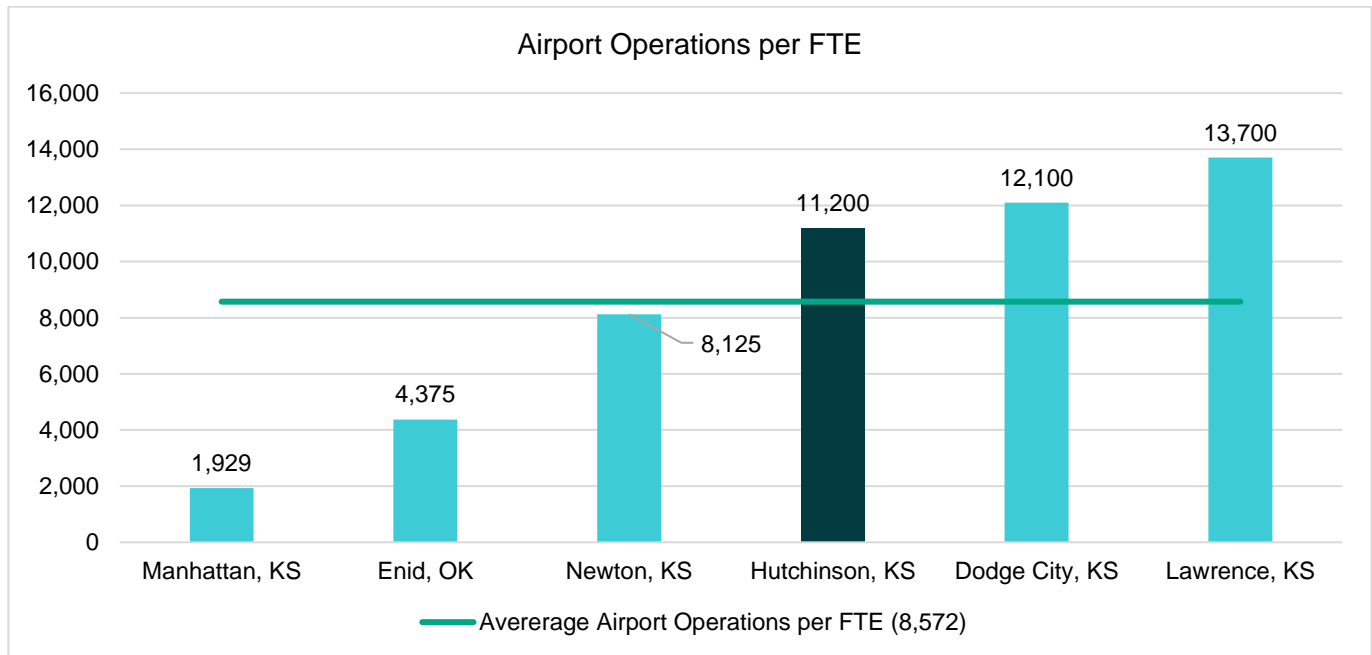
**Table 17: Benchmark Organization Airport Comparison**

Organization	Annual Airport Operations <sup>23</sup>	FY2021 Budget	FTEs	Runways	Aircraft on Field	FAA Control Tower	Commercial Airline Service
<b>Bartlesville Municipal Airport</b>	13,000	\$279,033	0.0	1	40	No	No

<sup>23</sup> Federal Aviation Administration (FAA), Airport Data and Information Portal, <https://adip.faa.gov/agis/public/#/public>

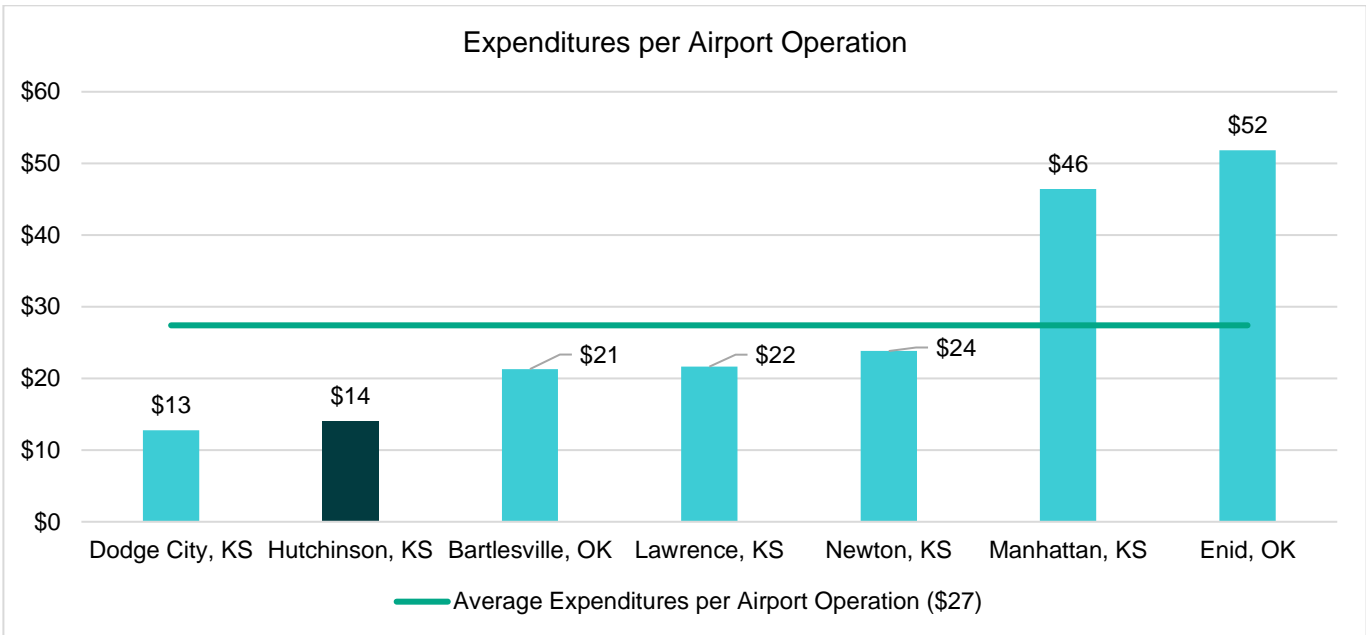
Organization	Annual Airport Operations <sup>23</sup>	FY2021 Budget	FTEs	Runways	Aircraft on Field	FAA Control Tower	Commercial Airline Service
Dodge City Regional Airport	24,200	\$308,580	3.0	2	38	No	Yes
Lawrence Municipal Airport	27,400	\$593,000	2.0	2	39	No	No
Manhattan Regional Airport	32,000	\$1,523,366	17.0	2	42	Yes	Yes
Hutchinson Municipal Airport	33,600	\$490,905	3.0	3	32	Yes	No
Enid Woodring Regional Airport	35,000	\$1,813,580	8.0	2	62	Yes	No
Newton City-County Airport	65,000	\$1,548,458	6.0	2	84	No	No

Using staffing and performance data, the project team calculated the number of airport operations per FTE in each of the benchmark organizations. In Hutchinson, the airport has 11,200 annual flight operations per employee. This level of operations per employee is higher than the median, however, it is important to note that the absence of commercial airline service reduces operational complexity and requires fewer staff. For example, the City of Manhattan’s airport, which is served by a commercial airline providing daily passenger service to two locations, hosts only 32,000 flight operations annually but is staffed by 17 full-time employees. The following figure shows the airport operations per airport FTE by benchmark organization. Bartlesville was excluded from this comparison because their airport operation is contracted out.



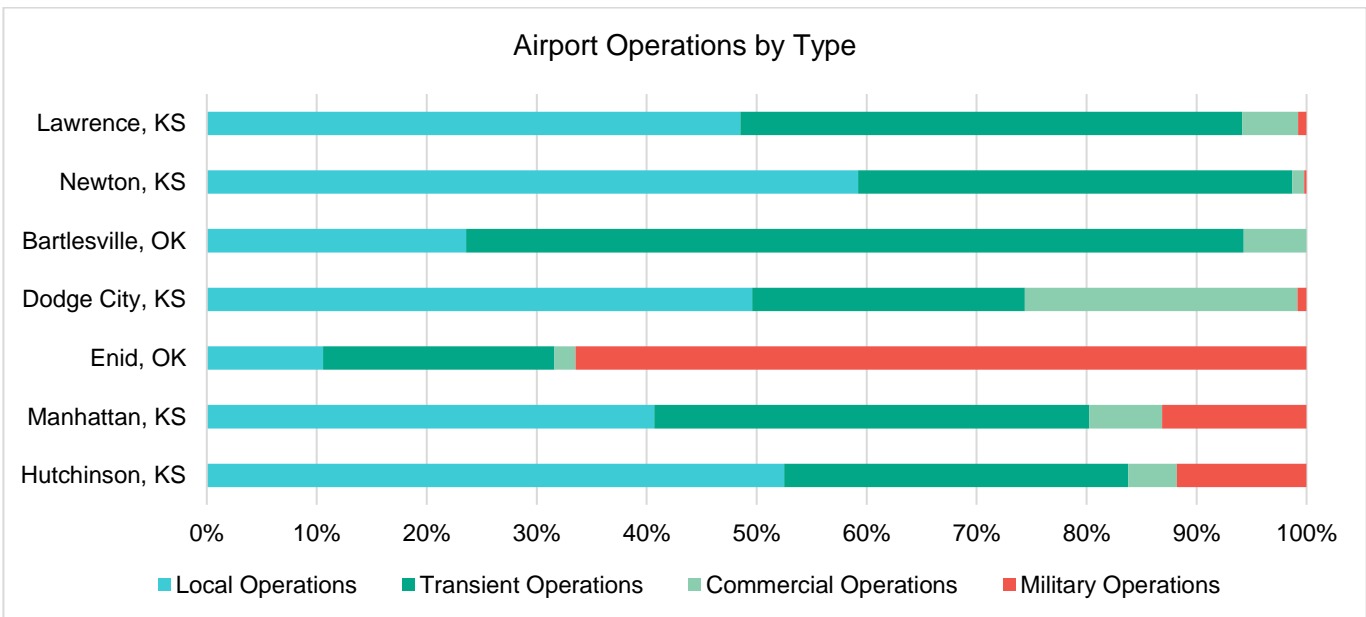
**Figure 16: Benchmark Organization Airport Operations per Airport FTE**

The project team also calculated expenditures per airport operation; Hutchinson compares favorably to benchmark organizations in this measure. However, this may also be influenced by the commercial airline service; for comparison, the Manhattan airport expends significantly more money per airport operation. The following figure shows the expenditures per operation by benchmark organization.



**Figure 17: Benchmark Organization Airport Expenditure per Flight Operation**

Using FAA data, the project team calculated the number of operations by type for the benchmark organizations. This shows the relative mix of users in each airport by local, transient, commercial, and military operations. The FAA counts chartered, private flights as commercial operations. About 52.5% of airport operations are local in Hutchinson, followed by 31.3% for transient, and 11.8% for military. This mix is most like Manhattan, but generally Hutchinson has more local and military operations than peer organizations. The following figure shows the percentage breakdown of airport operations by type for each benchmark organization.



**Figure 18: Benchmark Organization Airport Operations by Type<sup>24</sup>**

<sup>24</sup> FAA data for commercial operations includes private chartered flights. Federal Aviation Administration (FAA), Airport Data and Information Portal, <https://adip.faa.gov/agis/public/#/public>

Generally, the functions of Hutchinson's Public Works and Parks and Facilities Departments are in line with benchmark organizations. In some cases, such as water treatment or FTEs per park acre, the comparison shows that Hutchinson is relatively lean compared to benchmark organizations. This benchmarking information is useful in providing context and will help to inform the operational analysis and recommendations for improvement. However, benchmarking is not the sole basis for the recommendations included in this report. The unique operating environment of the City of Hutchinson and industry best practices drive the analysis and recommendations. The intention is to ensure that the City has the resources, structure, processes, and policies in place to meet the service level expectations of the community, not just be in alignment with benchmark organizations.



# Analysis and Recommendations

The Public Works Department and Parks and Facilities Department are collectively responsible for the City's core infrastructure and community amenities but are in different places when it comes to performance management, work planning, and strategy. Public Works is responsible for Hutchinson's streets, traffic safety, City vehicles, levees, and utilities infrastructure. Parks and Facilities is responsible for parks, open space, and City buildings as well as the Hutchinson Zoo, Carey Park Golf Course, and Hutchinson Municipal Airport.

Public Works has a Departmental strategic plan with goals such as being employee focused, communicating about the work being done, anticipating future community needs, and responding to emergencies.<sup>25</sup> The Department has identified strategies and action items associated with the strategic goals to help operationalize their strategic plan. Public Works has also generally done a good job with work planning, tracking work orders, and evaluating performance measures. However, there is still room for improvement in ensuring consistency across divisions and in meeting service level expectations around stormwater management, sign maintenance, and utilities infrastructure asset management.

The Parks and Facilities Department needs to establish a culture of data-driven decision-making and work planning. This includes understanding the inventory and maintenance needs of the assets under their purview and implementing methods to track workload and performance. There are also areas, like the Zoo or Airport, where identifying strategic goals and a shared vision with the community, policy makers, and staff will be important to making informed operational and capital investment decisions.

The analysis and recommendations detailed below define the staffing and resource needs required to equip the Public Works Department and Parks and Facilities Department to meet service level targets. These recommendations are organized by Department and maintenance area and the impact on the specific workgroup or division is identified within each recommendation.

## Public Works Department

The Public Works Department has generally done a good job of work planning and performance tracking, but there is a need to ensure that the Department is consistent in how it uses technology tools and that staff have the training and tools necessary to support data collection. Within the Streets Division, street maintenance and stormwater management have been relatively reactive. By improving the performance standards and maintenance approach to alleys, signs, and storm sewers the Department will be able to better meet performance expectations. The water and wastewater utilities are maintained and operated by the Water and Wastewater Treatment Division and the Water and Sewer Maintenance Division; adding additional executive leadership and improving asset management will ensure the City maximizes the useful life of infrastructure and is prepared for changing regulations. The Fleet Maintenance Division is meeting customer needs, but improving training opportunities and the vehicle replacement process can help the Division better maintain and extend the useful life of vehicles and equipment. The recommendations in this section are organized by management or maintenance area.

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<sup>25</sup> City of Hutchinson, Public Works Department, Mission Vision Values and Strategic Goals 2021-2025

## MANAGEMENT AND TRAINING

### Recommendation 1: Standardize training and data collection in Lucy™.

The Public Works Department has a track record of strong work planning and performance measurement. Supervisors and frontline staff have embraced regular data collection and reporting. Each Division has a software system to enter data, manage work orders, and track performance. A shared software program is used in the Streets Division, which is responsible for street, stormwater, and sign maintenance, and the Water and Sewer Maintenance Division, which is responsible for water distribution and wastewater collection infrastructure maintenance. Both Divisions use Lucy™, which is an enterprise asset management tool that helps organizations manage asset inventories, issue work orders, understand how assets are performing, and manage capital replacements.<sup>26</sup> Staff in both divisions are expected to enter data in Lucy about work completed, time spent, and parts used. Superintendents help manage the software system and supervisors are expected to perform quality assurance and quality control.

However, there is no formal training for staff on how to use Lucy. Staff learn "on the job" or are corrected after they make errors in data entry. There is also an inconsistent approach to entering information into the system between Streets and Water and Sewer Maintenance. In Water and Sewer Maintenance, one staff person per crew is tasked with entering data in Lucy; they have a tablet and are able to enter information after a work order is complete. In Streets, all staff are expected to enter data into the system. However, not every staff member has a tablet, so some use a shared desktop workstation at the Public Works Facility when their shift ends. Additionally, not all employees in the Streets Division can access the Lucy system at the same time, resulting in data entry delays and inconsistent reporting.

The current approaches to data entry in Lucy by the Streets Division and Water and Sewer Maintenance Division represent two common strategies for ensuring timely data entry. Assigning all staff the responsibility of entering data into the system, like the Streets Division does, can ensure that work order information is entered no matter how staff or crews are assigned. However, that approach generally requires additional training and technology resources to ensure all staff have the tools they need to enter data accurately. Alternatively, assigning data entry to crew leaders or other senior staff, like Water and Sewer Maintenance does, can help an organization ensure consistency and reduce the need for technology or software licenses. However, there may be instances when a Lead Maintenance Worker is not available or assigned to a workorder. Both approaches have their advantages but balancing the need for consistent data entry with budget constraints, the Department should assign the responsibility of data entry to crew leaders and other senior frontline staff. This would result in changing the approach in the Streets Division, through assigning crew leaders the responsibility for their crews' data entry.

The Department should also create a training program to ensure that staff have the same knowledge and ability to use the system. As part of this training program, Department leadership should standardize the approach to data collection and develop a process for quality control and assurance. The approach should be the same for each Division using Lucy. Creating a training program will reduce the amount of rework and duplicative data entry needed to track information in the system. This will provide additional capacity for Supervisors to be with their staff in the field. Establishing a quality assurance process will ensure that the data being entered into the system is accurate and consistent.

As part of creating a training program, the Department should establish a workgroup of Lucy users, supervisors, and Information Technology Department staff to identify issues and areas for improvement in using the Lucy system. This workgroup can identify areas to develop training courses around and document changes needed to the program to streamline the user experience. This group should work with Lucy to make changes to the software

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<sup>26</sup> CentralSquare, Enterprise Asset Management – Powered by Lucy, <https://www.centalsquare.com/public-administration/asset-management>

program and provide feedback on updates. Improving the usability of the system can further streamline training and data collection, as well as reduce duplicative data entry or correction. Data collection in Lucity should support performance measure tracking; sample Public Works performance measures are included in Appendix C.

The Department should provide tablets and access to Lucity for all Lead Maintenance Workers and above. If regular use of Lucity is an expectation of the job, then employees should have the tools to access the platform and enter data in a timely manner. As discussed, similar to the current approach in Water and Sewer Maintenance, crew leaders should be assigned the responsibility of updating Lucity as work orders are assigned and completed. Since there is only one Lead Maintenance Worker in the Streets Division, the Supervisors will need to identify the staff who will be leading crews and assigned the responsibility for data entry. The cost of tablets can vary based on features, brand, and age, but typically range between \$200 and \$500.<sup>27</sup> The Water and Sewer Maintenance Division has five Lead Maintenance Workers responsible for data entry, and, if an additional five tablets are needed for the Streets Division, then the one-time cost impact would be \$1,000 to \$2,500.

### **Recommendation 2: Ensure consistent application and use of GPS tracking software.**

The Department uses a GPS software program to monitor and track where vehicles are throughout the workday. According to staff, this program is installed in all Public Works fleet vehicles and was installed to inform fleet maintenance and protect staff in the event of a complaint or issue involving City vehicles. The software is also used by Supervisors and other management staff to monitor where vehicles are throughout the day, allowing the Department to document the location of crews and respond to issues or requests.

According to Government Fleet, a resource for best practices and case studies in managing fleet vehicles, GPS software or telematics can help manage fuel consumption, improve fleet utilization, and monitor vehicle performance.<sup>28</sup> Organizations are able to monitor for excessive idling, improve routing, and vindicate drivers against complaints about time issues or accident claims. GPS tracking is also helpful in managing staff time and tracking hours on tasks throughout the day.

In Hutchinson, GPS tracking is used by management staff who spend the majority of their time in an office. GPS provides a clear understanding of where staff and equipment are throughout the workday. This allows managers to redeploy staff based on proximity, making responses to calls from the public more efficient. The system also documents where crews were present, allowing the Department to know when a road was plowed or when staff were on site to respond to a water main break. Managers can gain an understanding of how operators are using fleet assets, creating opportunities for training and correction to ensure staff are acting in a safe manner and the assets are being used properly.

GPS data can also be used to monitor how staff are traveling and where staff are spending time. These types of programs can be set up with geofences to track when an operator has entered a specific area. Public Works leadership are using the GPS system in this way, as well as using it to enforce a straight eight-hour work schedule. According to the Department's guidelines regarding breaks, staff are expected to only take breaks in the mid-morning and mid-afternoon and any travel should be completed within the 15-minute time limit.<sup>29</sup> Staff in the Streets Division and Water and Sewer Maintenance Division work eight straight hours with no lunch break, so supervisors use the GPS system to ensure staff are not taking a lunch break.

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<sup>27</sup> Price It Here, Computer Tablet Buyers Guide and Prices 2021, <https://priceithere.com/computer-tablet-cost/>

<sup>28</sup> Government Fleet, How can telematics help your fleet?, <https://www.government-fleet.com/146171/how-can-telematics-help-your-fleet>

<sup>29</sup> City of Hutchinson, Public Works Department Breaks, Administrative Guidelines

This use of GPS is a considerable source of frustration for staff in the department. Staff noted that they feel micromanaged, and that Department leadership does not trust them. Supervisors often call staff regularly to ask about their location and the reason for why they stopped somewhere or went a specific route. This causes disruptions to work and delays in finishing tasks. This type of close monitoring of the GPS software also requires attention from Supervisors and reduces their capacity for other tasks. The Divisions and Supervisors also appear to have inconsistent approaches to using the GPS system.

Generally, it is not uncommon for drivers to be frustrated with or resistant to GPS tracking. Communication and engagement with employees are key to getting buy-in from drivers. According to Government Fleet, organizations should get employees involved in the conversation about GPS, and ensure drivers understand how GPS can benefit them, make their job easier, and improve the effectiveness of the organization.<sup>30</sup> This needs to be continuous communication, sharing examples of when GPS benefited the organization, how it can streamline work, and how it can protect employees.

The Public Works Department should improve their communication about how GPS is used and minimize the use of GPS as a punitive tool. Department leadership should engage with frontline staff around the use of the GPS system and how it is being used to enforce the current straight eight-hour work schedule. Staff may prefer a change in their work schedule to the current punitive use of GPS. Adding a lunch break would extend the workday by 30 minutes, changing the standard shift schedule to 8:00 am to 4:30 pm and summer schedule to 7:00 am to 3:30 pm.

As GPS is installed in more fleet vehicles and expanded to other departments in the City, the City should ensure that it is being used in a consistent and non-punitive manner. A clear policy should be established to inform how supervisors and other management positions use GPS to monitor staff. This will ensure that staff performing similar roles in different Departments or Divisions are being treated equally.

### **Recommendation 3: Implement practices to improve employee retention and reduce turnover.**

As discussed in the Public Works Department Overview section, the Department has experienced consistent annual turnover. On average the Public Works Department had a 13% annual turnover rate from 2016 to 2020. Each Division has experienced at least 10% annual turnover, with the Fleet Maintenance Division and Streets Division experiencing the highest at 20% and 14% respectively.<sup>31</sup> There is not a best practice benchmark for turnover rate, and the turnover experienced by Public Works is lower industry trends from the Bureau of Labor Statistics. Within the state and local government industry, total separations have averaged 20.3% annually from 2016 to 2020.<sup>32</sup> Although lower than national trends, a high level of turnover can negatively impact operations and employee engagement.

According to data provided by the City, the turnover is primarily driven by resignations for other employment and retirements. From 2016 to 2020, a total of 22 employees resigned citing other employment as the reason for leaving the City and 15 retired. In total, 13 employees left involuntarily and the remaining nine resigned for personal reasons. The following table summarizes the reasons for separations by year from 2016 to 2020.

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<sup>30</sup> Government Fleet, How to Defuse Driver Resistance to GPS, <https://www.government-fleet.com/145880/how-to-defuse-driver-resistance-to-gps>

<sup>31</sup> Turnover rates were calculated using annual separations divided by authorized, budgeted FTEs. Turnover by Division is available in the Public Works Department Overview – Staffing Section.

<sup>32</sup> Bureau of Labor Statistics (BLS), Job Openings and Labor Turnover Survey, State and Local Government excluding Education, Total US, Total Separations - Rate, <https://data.bls.gov/PDOWeb/jt>

**Table 18: Public Works Department Turnover by Separation Reason, 2016 to 2020**

Separation Reason	2016	2017	2018	2019	2020	Annual Average 2016 to 2020
Involuntary	2	1	5	2	3	2.6
Resign - Other Employment	2	3	4	10	3	4.4
Resign - Personal Reasons	2	3	0	3	1	1.8
Retirement	7	2	1	3	2	3.0
<b>Total</b>	<b>13</b>	<b>9</b>	<b>10</b>	<b>18</b>	<b>9</b>	<b>11.8</b>

High turnover has a cost for organizations in dealing with vacancies, spending time on recruitment, and in time spent training new staff. When employees leave the organization, there is also a loss of institutional knowledge and skills that are difficult to replace. Responding to resident requests and providing services with reduced staffing also puts additional strain on the staff that remain in the organization. Consistent turnover can impact the quality of service provided to the community and the ability to attract and retain talented staff.

The Society for Human Resource Management (SHRM) is an organization dedicated to human resources and provides best practices information for issues impacting workplaces.<sup>33</sup> According to SHRM, there are a number of causes for turnover. Low morale, compensation, an employee's relationship with their supervisor, and engagement with their job all impact retention. In Hutchinson, feedback from staff during interviews line up with the data provided in the previous table that employees are leaving the organization due to other employment opportunities. In addition, based on interviews with frontline staff and management, the frustration with GPS and perceived micromanagement seems to be negatively impacting morale. Low morale can contribute to turnover.

Addressing turnover and improving retention takes a variety of strategies and will require engagement with staff to understand the solutions to turnover in Hutchinson. SHRM has a number of resources related to turnover and improving retention. The following practices have been used by organizations as effective methods for improving employee retention:<sup>34</sup>

- **Recruitment**– Present applicants with realistic job preview during recruitment process
- **Socialization** – Ensure new employees become embedded in the organization using robust onboarding
- **Training and Development** – Ensure employees have opportunities to update skills and broaden experience
- **Compensation** – Align pay levels with the local or regional market
- **Supervision** – Ensure supervisors have the training they need and are treating employees fairly
- **Employee Engagement** – Employees are more likely to stay if they are satisfied with their jobs, enjoy the work, and take pride in the organization

The Public Works Department Director should work with the Human Resources Department and managers in Public Works to review the Department's current practices and identify areas of improvement. This process should include reviewing current recruitment and onboarding processes, training opportunities, and employee experience with supervisors, as well as reviewing and analyzing data from exit interviews performed by Human Resources with Public Works staff that have left the organization. According to staff, exit interview data is available and should provide helpful information about areas for improvement and methods for improving retention.

<sup>33</sup> Society for Human Resource Management (SHRM), About SHRM, <https://www.shrm.org/about-shrm/Pages/default.aspx>

<sup>34</sup> Society for Human Resource Management (SHRM), Managing for Employee Retention, <https://www.shrm.org/resourcesandtools/tools-and-samples/toolkits/pages/managingforemployee retention.aspx>



The City has worked to address compensation concerns over the last several years. In 2016, the City worked with a consultant to conduct a total compensation study that included recommendations to shift to a merit-based pay and market pricing system. In 2019, the City conducted a market study to evaluate the base pay rates of City jobs compared to the market.<sup>35</sup> This market study was implemented across the City in 2020, which cost approximately \$70,000 and impacted 16 job classes in Public Works including base pay adjustments for 36 employees.<sup>36</sup> The City has also implemented an annual merit increase for employees with an average increase of 2.0% in 2019, 3.5% in 2020, and 2.5% in 2021. These changes to base pay and continued investment in annual merit increases that meet market trends are designed to keep employee pay in line with the market.

Once current practices are reviewed, the City should implement changes to improve retention. This may take time and repeated engagement with staff to understand their needs and how changes are impacting morale and employee engagement. Ensuring exit interviews capture information about why employees leave the organization and their experience within the Department can also inform organizational changes. Improving retention of employees over time will improve the services provided by the Department, the experience of staff in the organization, and be more cost effective for residents than the current status of high annual turnover.

## STREET AND SIGN MAINTENANCE

### **Recommendation 4: Work with contract solid waste provider to begin curbside pickup in all neighborhoods and reduce the need for alley maintenance.**

The Streets Division is responsible for four service areas: street maintenance, levee maintenance and flood control, traffic signs and signal maintenance, and stormwater system maintenance. The Division has three supervisors: one over asphalt maintenance, one over stormwater and flood control, and one over alley maintenance, signs, and traffic signals. Although Supervisors develop workplans for their areas of responsibility, they often share staff based on needs, calls from the public, or vacancies. Staff are generally cross trained so they can be assigned to pothole repair one day and storm sewer repair or sign maintenance the next. In order to prioritize the different workload drivers for the Division, management staff developed a priority list for routine activities. Immediate safety issues, time sensitive tasks, requests from the public, and mandatory repairs can override the priority list; however, according to staff, this ranking generally drives day-to-day staffing decisions and work planning. The priority list:

1. Potholes – Requests and patching
2. Street Repairs – Concrete, asphalt, curb, and gutter
3. Storm Repairs
4. Alley Grading
5. Signs and Markings
6. Levee Maintenance
7. Street Sweeping
8. Special Tasks – Special events like Kansas State Fair hauling

The Division maintains 49 miles of dirt streets and alleyways.<sup>37</sup> Currently, alley maintenance is done by request from residents; this work requires filling in holes, grading surfaces, and at times rebuilding the dirt alleyways. According to data provided by the City, the Division has repaired or resurfaced 1,995 alleys using over 7,000 labor hours since 2016. This is approximately 1,265 labor hours per year, or the equivalent of 0.61 FTEs. The following table shows the number of labor hours and alleys graded from 2016 to 2021.

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<sup>35</sup> City of Hutchinson, 2020 Compensation Program Presentation

<sup>36</sup> City of Hutchinson, 2020 Grade Movement Changes – SEIU Covered Jobs, June 27, 2019. Number of employees with base pay adjustments based on active employees in adjusted job classes in 2020.

<sup>37</sup> City of Hutchinson, 2020 Annual Report Public Works – All Divisions

**Table 19: Street Division Dirt Alley Maintenance, 2016 to 2021<sup>38</sup>**

Dirt Alley Maintenance	Total 2016 to 2021	Annual Average 2016 to 2021
Labor Hours	7,159.25	1,264.89
Alleys Graded	1,995.00	352.47

This level of alley maintenance is reportedly necessary because solid waste haulers use the alleys for trash and recycling pickup in some neighborhoods. Frequent use of dirt alleys by large equipment like garbage and recycling trucks results in a faster deterioration of the alleys than if they were only used by residents. In 2020, the City graded 28.9 miles of alley or 59% of the total alley mileage. Reducing the heavy use of dirt alleys will result in less need for maintenance and, since staff are cross trained, will create capacity for other responsibilities.

Refuse collection in Hutchinson has been provided by a contractor since 2003. Stutzman Refuse Disposal, Inc. has a 10-year contract that goes through 2022 to provide weekly trash service and bi-weekly recycling service.<sup>39</sup> All residential and commercial customers use 95-gallon carts for both services, so locations with alley pickup could be shifted to curbside pickup without a reduction in service level. Since Stutzman already performs both alley and curbside pickup, there would not be a need for them to change their equipment or fleet to shift to entirely curbside pickup.

The Public Works Department should work with Stutzman Refuse Disposal, Inc. to eliminate the use of alleys from their trash and recycling routes. This will require a route redesign for the contractor and a public information campaign from the City to educate customers on the changes. The Department should monitor the need for dirt alley maintenance after the changes based on requests from residents, but reducing the use of dirt alleys by the solid waste contractor will result in additional capacity for the Division to focus on other maintenance tasks. Reducing the need for alley maintenance could result in additional capacity of up to 1,200 annual labor hours.

If a high level of alley maintenance is still required after shifting solid waste collection to curbside routes or if the switch to curbside is infeasible in certain neighborhoods, then the City should consider other methods to maintain dirt alleys. Using a mix of gravel and other materials or soil stabilization techniques can reduce annual maintenance needs but still be more affordable than full paving. For example, Adams County, Colorado uses a mix of manufactured material and polymers to create a surface that is more durable and requires less maintenance on their 1,700 miles of gravel roads.<sup>40</sup> Pursuing this kind of alley maintenance should be done through the CIP and programmed based on staff capacity.

**Recommendation 5: Improve preventative sign maintenance through annual work planning and training.**

The Streets Division is responsible for sign and signal maintenance for the City. This includes markings on streets and road signs as well as traffic signals, sirens, and some streetlights. The City has 11,859 street signs, 87 traffic signals, and 25 tornado sirens. Traffic signal maintenance was transferred to the Division in 2020 along with two positions from the Engineering Department. Sign maintenance is shared among the Streets Division employees and balanced against other services and maintenance needs.

<sup>38</sup> Data provided was total labor hours and alleys graded from January 1, 2016 through August 29, 2021. Annual average uses 5.66 years.

<sup>39</sup> City of Hutchinson, 2021 Adopted Budget, Page 186

<sup>40</sup> Adams County, Gravel Road Resurfacing Program, <https://www.adcogov.org/gravel-road-resurfacing-program>

Sign maintenance tends to be highly reactive with staff performing repairs or replacements based on requests from the public or after issues are discovered. According to staff there has been little capacity for proactive sign maintenance. Based on data provided by the City, staff have performed maintenance on an average of 548 signs annually from 2016 through 2021. Details about the type of repair needed, such as damaged or stolen signs, was not available. Data was reported as a total amount of labor hours and total number of signs maintained per year. At this rate it would take approximately 21 years to perform routine sign maintenance on all of the City's signs.

Traffic sign maintenance should include regular inspection and proactive maintenance to ensure safety and proper functioning of signs. Inspections should include both informal and proactive methods. Informal inspection includes City employees reporting deficiencies when they see them or engaging police patrols to look out for issues, as well as the practice of responding to resident calls. Formal inspection should include regularly scheduled inspection based on priority areas. Proactive inspection requires training for staff to ensure they understand what to look out for and that they have the ability to perform on-the-spot repairs. For more time-consuming repairs or replacements, work orders will be necessary so that Streets staff can perform the work. Generally, inspection should include review of sign position, visibility, condition, discoloration, reflectivity, and any damage or vandalism.<sup>41</sup>

Informal and proactive inspection should inform preventative sign and support maintenance. There are four components to proactive sign maintenance to ensure signs are fully functioning:<sup>42</sup>

- **Sign Cleaning** – Signs under trees, along routes with heavy traffic, in areas with infrequent rainfall, and in industrial areas require regular cleaning
- **Vegetation Control** – Signs can be partially or full blocked by vegetation and require regular trimming
- **Anti-theft Measures** – Signs are occasionally stolen so specific fasteners can be attached to make it more difficult to remove signs
- **Sign Support Adjustments** – Supports can move over time so maintenance is needed to ensure signs are vertical and the position of the sign is appropriate, so it is not frequently hit by vehicles or affected by soil erosion or vegetation

The Department should develop an annual work plan for proactive sign maintenance to improve the annual number of signs that receive inspection and maintenance. All staff in the Public Works Department should be trained to identify sign deficiencies and empowered to perform on-the-spot repairs or report issues when they occur. Lucity should be used for recordkeeping of when a sign has been inspected and the repair performed. The Department should aim to inspect and maintain all signs at least every 10 years, which would mean interacting with more than 1,186 signs annually. According to data provided by the City, an average of 3.13 labor hours were spent on each sign maintained from 2016 to 2021. This high amount of labor is likely due to the reactive nature of the current approach to sign maintenance; repairing broken signs or replacing missing signs is more labor intensive than preventative cleaning or maintenance. Labor hours per sign maintained should be reduced as more preventative maintenance is performed, but the Division will need to monitor staff capacity and ability to keep up with preventative maintenance schedules.

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<sup>41</sup> US Department of Transportation Federal Highway Administration, Maintenance of Signs and Sign Supports, Sign Inspection Checklist, Page 28, [https://safety.fhwa.dot.gov/local\\_rural/training/fhwasa09025/fhwasa09025.pdf](https://safety.fhwa.dot.gov/local_rural/training/fhwasa09025/fhwasa09025.pdf)

<sup>42</sup> US Department of Transportation, Federal Highway Administration, Maintenance of Signs and Sign Supports, Page 29-34, [https://safety.fhwa.dot.gov/local\\_rural/training/fhwasa09025/fhwasa09025.pdf](https://safety.fhwa.dot.gov/local_rural/training/fhwasa09025/fhwasa09025.pdf)



## **Recommendation 6: Update the winter weather procedure to assign the "snow boss" role to Streets Division Supervisors and Superintendent.**

The Streets Division is responsible for snow and ice removal as well as pre-treatment of roads ahead of winter weather. There are eight snow routes that cover 330 lane miles out of 680 total lane miles of street. According to staff, the goal of snow removal is to ensure residents do not have to travel more than four blocks to get to a plowed street. Streets staff are typically able to cover all routes, but Water and Sewer Maintenance staff provide backup as needed. Depending on the details of the storm and operational needs, a mechanic in Fleet Maintenance will also be available to assist with prepping vehicles and making repairs.

The response to winter weather is the responsibility of the "snow boss," which is a Heavy Equipment Operator or higher role. For storms occurring after hours, the on-call staff member is expected to monitor weather events and road conditions, calling staff in to respond if needed and handing over responsibility to the snow boss. The snow boss is expected to organize the response to the weather event including calling staff in, assigning staff to routes, and tracking the performance of staff.<sup>43</sup> This may also include calling in staff from other Divisions. The Department's standard operating procedure (SOP) for winter weather provides some guidance on the number of staff and equipment needed, but it is the responsibility of the on-call person or snow boss to make sure all employees are being utilized to their potential and any unneeded employees sent home.<sup>44</sup>

The Superintendent and Supervisors in the Streets Division do not have a formal role in winter weather response. The SOP instructs staff to notify Supervisors when salt or brine is applied to roads and when the on-call staff person is checking road conditions or going home for the evening. Supervisory responsibility is left to the snow boss. This results in staff supervising and managing their peers during winter weather events. In addition, there is no oversight or quality control on the performance tracking associated with snow and ice removal; frontline staff are expected to manage and track performance on their own.

The Department should update the Winter Weather Standard Operating Procedure to assign the role of snow boss to management staff in the Division. Rather than relying on a Heavy Equipment Operator to assume a supervisory role in the event of winter weather, Supervisors or the Superintendent should be expected to perform this duty. Management staff should have a better understanding of the skills of frontline staff, the equipment needed, and performance expectations than Heavy Equipment Operators. Management staff should have the responsibility of calling staff in to respond to winter weather, especially if there is a need for staff from other divisions. In addition, being more involved in the snow response process will allow the Superintendent and Supervisors to balance other work priorities with the resources necessary to respond to winter weather.

The role of snow boss should rotate between the three Supervisors and the Superintendent either on a set schedule, (e.g., weekly or monthly) or after each winter weather event. This will help share the responsibility and ensure that all management staff are involved in the process. Using management staff to organize the response to winter weather will also reduce the amount of overtime hours needed to respond to afterhours storms because those roles are salaried.

## **STORMWATER AND FLOOD CONTROL**

### **Recommendation 7: Enhance storm sewer inspections to better maintain stormwater infrastructure and plan capital investments.**

The Streets Division is responsible for both stormwater maintenance as well as levee maintenance and flood control. The Division took over these functions in 2019 after a reorganization that consolidated the formerly separate Public

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<sup>43</sup> City of Hutchinson, Winter Weather Standard Operating Procedure, Modified February 6, 2019.

<sup>44</sup> City of Hutchinson, Winter Weather Standard Operating Procedure, Modified February 6, 2019.

Works Maintenance Division and the Storm Sewer Maintenance Division. This approach to managing stormwater and flood control is similar to peer communities; six of the seven benchmark organizations have stormwater functions in their Public Works Department. Three organizations manage stormwater out of the same division that is responsible for street maintenance, two manage stormwater as part of their utilities operation, and one benchmark community has a standalone stormwater division. As discussed in Recommendation 4, stormwater activities are currently balanced against other recurring tasks in the Division.

Stormwater maintenance in Hutchinson is led by a Streets Supervisor and four FTEs support the work. Both maintenance and infrastructure investments are funded using a stormwater fee that was first implemented in 2006. The annual fee is currently \$4.75 for single family residential properties and for other properties the fee is based on impervious surface area.<sup>45</sup> This funding supports personnel costs as well as equipment and capital investments related to the 72-mile storm sewer system and other stormwater conduits. The Stormwater Fund brings in approximately \$2.2 million annually in revenue and has built up a projected fund balance of \$6.7 million based on the 2021 adopted budget; the following table shows total revenues and expenditures from 2017 to 2021.

**Table 20: Stormwater Fund Revenues and Expenditures, 2017 to 2021<sup>46</sup>**

Stormwater Fund	2017 Actual	2018 Actual	2019 Actual	2020 Budget	2021 Budget	Percent Change 2017 to 2021
<b>Total Revenues</b>	2,185,679	2,191,817	2,216,061	2,167,500	2,167,500	-1%
<b>Total Expenditures</b>	1,170,571	1,518,581	990,118	1,016,383	904,906	-23%
<b>Ending Fund Balance</b>	<b>2,399,007</b>	<b>3,072,242</b>	<b>4,298,186</b>	<b>5,312,804</b>	<b>6,724,119</b>	<b>180%</b>

The City is currently updating their Stormwater Master Plan to identify capital projects that will help reduce flooding and improve water quality. The most recent Master Plan was completed in 2000 by CDM (now CDM Smith), an engineering consulting company. To complement the update to the City's stormwater capital investments, the City should develop a stormwater management program to define operation and maintenance standards and align with best practices identified by the Environmental Protection Agency (EPA) and Kansas Department of Health & Environment (KDHE).

Cities in Kansas are subject to State and Federal stormwater regulations, which are governed by a Municipal Separate Storm Sewer System (MS4) permit issued by KDHE. As part of the MS4 permit, communities need to develop a stormwater management program. A program should be designed to reduce the discharge of pollutants to the maximum extent practicable, protect water quality, and satisfy the requirements of the MS4 permit, Clean Water Act, and Kansas surface water quality regulations.<sup>47</sup>

The City of Hutchinson has a Phase II MS4 permit, which only requires six minimum control measures be in place: public education, public involvement, illicit discharge detection, construction runoff control, pollution prevention, and post construction stormwater management.<sup>48</sup> The City's Stormwater Management Plan, adopted in 2020, addresses all six minimum control measures and specifies the best management practice that is being used in

<sup>45</sup> City of Hutchinson, 2021 Adopted Budget, Page 217

<sup>46</sup> City of Hutchinson, 2021 Adopted Budget, 2020 Adopted Budget.

<sup>47</sup> Kansas Department of Health and Environment (KDHE), Guidance for Completion of a Stormwater Management Program, [https://www.kdheks.gov/muni/download/SMP\\_Guidance\\_document.pdf](https://www.kdheks.gov/muni/download/SMP_Guidance_document.pdf)

<sup>48</sup> Kansas Department of Health and Environment (KDHE), Guidance for Completion of a Stormwater Management Program, [https://www.kdheks.gov/muni/download/SMP\\_Guidance\\_document.pdf](https://www.kdheks.gov/muni/download/SMP_Guidance_document.pdf)

Hutchinson.<sup>49</sup> Based on current stormwater maintenance in the City, there are two areas that should be enhanced: storm sewer system inspections and street sweeping.

Currently, Streets Division staff do not inspect storm sewer infrastructure on a regular cycle. The work tends to be reactive and televising of pipes only occurs after storm events or as issues arise. According to data provided by the City, staff televised 2,002 linear feet of storm sewer in 2020, or approximately 0.5% of the total system. According to the Stormwater Management Plan, staff aim to inspect 2% of storm sewer infrastructure annually. There is not an industry standard for inspections of storm sewer pipes, but they should be inspected regularly to monitor for maintenance needs and proactively address issues.

Televising provides the overall condition of the pipe, defects in the pipe, and the probability of failure. The frequency of inspections should be based on the condition of storm sewer infrastructure, but because the City has not regularly televised the storm sewer system, other information can inform the necessary cycle. The following data can inform the frequency of storm sewer inspections:

- **Service Request Call History:** Requests from the community for issues related to the stormwater system can indicate problem areas in the system.
- **Asset Age:** Older infrastructure is typically closer to failure and assets of a similar age to pipes that have failed in the past should also receive more frequent inspections.
- **Location:** Certain areas of the City may require more frequent inspections due to geography and runoff flow.
- **Maintenance History:** The history of repairs or required maintenance may reveal types of pipes that need more frequent inspections to inform preventative maintenance.

Televising the entire storm sewer system would provide the best information on the current condition of assets, but the data discussed above can serve as an adequate alternative. Typically, inspection cycles range from every five to 20 years. The City should work to televise the entire storm sewer system in the next 10 years to understand the current condition of their assets and then establish a regular inspection cycle based on the condition.

The Department has a truck with Closed Circuit Television Video (CCTV) capabilities and FTEs assigned to it, but it is dedicated to inspecting sanitary sewer infrastructure. Inspecting the storm sewer system could either be done by Sewer Maintenance staff or a contractor. Sewer Maintenance staff have a goal to televise the sanitary sewer system once every 10 years, which is approximately 24.5 miles annually. Inspecting 72 miles of storm sewer pipe would be an additional 7.2 miles per year. Over the last two years the City averaged 23.3 miles of sanitary sewer pipe inspected annually. Contracting the cost of televising the storm sewer system could help inform the Stormwater Master Plan and allow current CCTV staff to focus on the sanitary sewer system. Developing a stormwater management program with enhanced storm sewer inspection will improve the operations and maintenance of the City's stormwater infrastructure and inform capital investments.

### **Recommendation 8: Increase the frequency of street sweeping to improve stormwater management and water quality.**

Street Sweeping is an important component of stormwater management and addressing water quality. Sweeping streets reduces the debris and runoff that enters the stormwater system and improves the performance of the system during weather events. According to staff, the Streets Division has a goal to sweep each street in Hutchinson annually. According to the Stormwater Management Plan, the City's goal is to sweep at least 10% of streets

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<sup>49</sup> City of Hutchinson, Stormwater Management Plan 2020-2025, <https://content.civicplus.com/api/assets/56f68e50-571a-4a9b-8f7d-0a75f49fedb9>

annually.<sup>50</sup> Additional sweeping is performed to support the Kansas State Fair and as needed for other events at the State Fairgrounds. Street sweeping should be performed at least twice annually, in the spring and fall. However, the more frequent street sweeping occurs, the more pollutants can be redirected from the watershed.

Runoff in Hutchinson enters one of two watershed subbasins, Gar-Peace and Cow Creek. The Gar-Peace subbasin consists primarily of the Arkansas River between the Cities of Nickerson and Maize. The Cow Creek subbasin consists of the Cow Creek and its tributaries. The Clean Water Act requires that states identify all water bodies where state water quality standards are not being met. This process results in establishing a total maximum daily load (TMDL) to identify the amount of pollutant that a body of water can receive while meeting water quality standards. According to the list of impaired waters prepared by KDHE, in 2020 both the Gar-Peace and Cow Creek subbasins have segments that are impaired or threatened. The Arkansas River near Hutchinson has impairments of phosphorus, chloride, and selenium, and the Cow Creek near Hutchinson has impairments of E. coli, chloride, and selenium.<sup>51</sup> These impairments impact aquatic life as well as the use of the water bodies for recreation, food procurement, and water supply. TMDLs have been established for chlorides, phosphorus, and E. coli.

Street sweeping removes debris and pollutants from streets so that when runoff occurs fewer debris and pollutants enter the watershed allowing water bodies to stay within established TMDLs. Regular street sweeping reduces the reliance on catch basins or other stormwater assets to filter runoff, improving the effectiveness of stormwater infrastructure and reducing the needed cleaning frequency. The Center for Watershed Protection recommends sweeping streets after each runoff-producing rainfall event to maximize water quality. The City of Manhattan, Kansas sweeps neighborhoods and arterials monthly and business districts twice per month.<sup>52</sup> As part of the stormwater management program, the City of Hutchinson should increase the frequency of street sweeping to improve water quality and reduce debris entering the storm sewer system. Increasing street sweeping frequency should also include the following considerations:

- **Prioritize streets** – Identify streets in the community based on problem areas or those that drain to sensitive bodies of water. This assessment should be informed by types of land use and segments of the stormwater system that clog with debris.
- **Track performance** – Track the number of curb miles swept, frequency of sweepings, and proportion of streets swept. These measures can provide benchmarks for future goals.
- **Assess barriers to performance** – Identify any problems that affect the ability to sweep streets effectively, such as on street parking, distance to disposal facility training, equipment, or street sweeper fleet size. Explore solutions to those barriers.

Increasing the frequency of street sweeping will have a staffing impact on the Streets Division. There are several factors to consider when estimating labor hours: the travel speed of sweepers, distance covered, and any additional maintenance or labor needed as part of a street sweeping route. The City has two street sweepers, one of which is an Elgin Pelican model and has a travel speed of 20 miles per hour (MPH) and a capacity of 3.5 cubic yards.<sup>53</sup> The second street sweeper is an Isuzu model that can travel at highway speeds and has a capacity of 4 cubic yards.<sup>54</sup>

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<sup>50</sup> City of Hutchinson, Stormwater Management Plan 2020-2025, <https://content.civicplus.com/api/assets/56f68e50-571a-4a9b-8f7d-0a75f49fedb9>

<sup>51</sup> Kansas Department of Health and Environment (KDHE), 2020 303(d) List of All Impaired & Potentially Impaired Waters, <https://www.kdhe.ks.gov/DocumentCenter/View/11455/2020-303d-List-PDF>

<sup>52</sup> City of Manhattan, Street Sweeping, <https://cityofmhk.com/3075/Street-Sweeping>

<sup>53</sup> Elgin, Products – Pelican Specifications, <https://www.elginsweeper.com/products/mechanical/pelican>

<sup>54</sup> PowerStar Trucks, Isuzu Road Sweeper, [https://www.isuzutrucks.com/road-sweeper-truck-isuzu-garbage-vehicle\\_p575.html](https://www.isuzutrucks.com/road-sweeper-truck-isuzu-garbage-vehicle_p575.html)

The project team calculated labor hours using 548 curb miles (two times 274 centerline miles<sup>55</sup>) and four operating assumptions: the sweeper operational speed was assumed to be 4.5 MPH, transit speed to a sweeping zone was assumed to be 20 MPH, transit miles were assumed to be three times the number of swept miles, and for every hour of sweeping it was assumed that 20 minutes would be needed for related tasks. Using this analysis, the labor hour impact of different service levels can be calculated. The following table shows the staffing impact to increase street sweeping from once annually to twice annually, monthly, and bi-weekly.

**Table 21: Street Sweeping Scenarios and Labor Hour Impact**

Street Sweeping Scenario	Number of Street Sweepings	Additional Labor Hours	Additional FTEs
<b>Spring and Fall Sweepings</b>	Two times annually	244.57	<b>0.12</b>
<b>Monthly May to October</b>	Six times annually	1,222.85	<b>0.59</b>
<b>Bi-weekly May to October</b>	12 times annually	2,690.27	<b>1.29</b>

The City of Hutchinson should increase the frequency of street sweeping to two times annually; this represents an increase from the current practice, balanced with staffing resources. Although the additional labor hours represent approximately 0.12 FTEs, this work is seasonal and must be completed between May and October every year. Sweeping all streets twice between May and October will require approximately 41 hours a month; this enhanced level of service could be achieved with one employee dedicating one week a month for six months. Alternatively, two sweepers could be dedicated at the beginning and end of the season working to sweep all streets in May and then again in October. This approach would require each sweeper to be operated 123 hours in a month; a full-time employee is expected to work 40 hours a week, so two employees dedicated to street sweeping could sweep all streets in a little over three weeks. This approach would also ensure the street sweepers are available for use during the Kansas State Fair.

This enhanced street sweeping is not expected to require additional FTEs in the Streets Division, but it will require a different staffing deployment and approach. However, the City should monitor the impact of twice annual sweeping to determine whether further increases to street sweeping frequency are necessary and adjust staffing based on that determination.

Due to its relationship to stormwater management and water quality, routine street sweeping should be funded out of the Stormwater Fund. Once the Department develops a regular street sweeping schedule, the labor hours associated with street sweeping should be tracked and charged to the Stormwater Fund. However, special event-related street sweeping, such as the street sweeping that is performed for the State Fair, would not be appropriate to fund out of the Stormwater Fund. The costs associated with street sweeping related to special events should continue to be funded out of the General Fund.

**Recommendation 9: Relocate responsibility for ditch maintenance to the Streets Division and fund out of the Stormwater Fund.**

The City of Hutchinson has a network of ditches throughout the City that are used in conjunction with the stormwater system and levee system to control runoff and flooding. The ditches require regular maintenance to mow grass, trim other plant life, remove silt build up, and ensure culverts and storm pipes are not clogged or impeded. Maintenance used to be performed by the Public Works Maintenance Division as part of overall flood control management.

<sup>55</sup> All street center lane miles were used to estimate the number of curb miles because data regarding the miles of streets with curb and gutter was not available.



Currently, the approach to ditch maintenance is split between the Public Works Department and the Parks and Facilities Department. As part of the reorganization in 2019, the responsibility for 50 miles of ditch maintenance and two FTEs were transferred from Public Works to Parks and Facilities. This transfer was reportedly done as a budget savings strategy to consolidate ditch mowing with other staff performing mowing duties.

However, ditch maintenance requires a different skillset and equipment than mowing parks, grounds, or other public rights-of-way. Staff are often using specialized equipment to reach steep or uneven terrain and operating in tight spaces. In addition, ditch maintenance requires more than mowing. Staff need to understand how the system works, where pipes and drains are, and must keep that infrastructure clear of debris to ensure runoff and flood waters can flow through the system. As a result, the two positions transferred to Parks and Facilities have continued to only focus on ditch maintenance, but with fewer staff than were focused on it previously. The positions and workload have not been integrated into the other mowing responsibilities of the Department.

In addition, due to the importance of the ditches to flood control and stormwater management, the Streets Division has maintained some responsibility over key ditches. In 2020, the Division spent 371 labor hours on ditch related maintenance, including 153 hours on mowing.<sup>56</sup> These are reportedly ditches that directly support the levee system.

Rather than continuing to split the responsibility of ditch maintenance, the ditch system should be managed as part of the City's stormwater infrastructure. The two positions should be transferred back to the Public Works Department and funded out of the Stormwater Fund. The responsibility of ditch maintenance is directly related to stormwater management and runoff control. Funding for all stormwater tasks should come from the Stormwater Fund. These positions will also be able to assist with flood control and levee maintenance as appropriate. Transferring these positions is estimated to have a \$107,395 impact on the stormwater fund.<sup>57</sup> This would be a decrease to the General Fund in the same amount.

Transferring these positions and the labor cost of street sweeping as discussed in the previous recommendation to the Stormwater Fund will have a budgetary impact. Adding two positions to the fund is estimated to increase personnel costs by \$107,395 annually and sweeping City streets twice annually is expected to cost the fund approximately \$12,132 (0.24 FTE of an Equipment Operator position with salary and benefits cost of \$50,550). This represents an increase of 13% from the 2021 adopted budget of \$904,906. As discussed previously, the Stormwater Fund generates approximately \$2.1 million in revenue annually. The fund should be able to absorb the additional operating cost. However, unused revenue builds up as fund balance in the Stormwater Fund to support capital investments. After the City updates the Stormwater Master Plan, it may be appropriate to adjust the stormwater fee to ensure sufficient capacity for both stormwater maintenance and future capital investments.

### **Recommendation 10: Monitor staffing to ensure levee maintenance is performed according to operating and maintenance schedules.**

The City of Hutchinson maintains a 27.88-mile system of earthen levees that protects Hutchinson, the City of South Hutchinson, and portions of Reno County from flooding of the Arkansas River and Cow Creek. The system consists of five separate levees and was constructed by the Army Corps of Engineers in 1954; the City took over responsibility for maintenance in 1955. According to the Division's priority list for day-to-day staffing and work planning, levee maintenance is sixth out of eight priorities. This means that staff are often pulled from routine levee maintenance to

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<sup>56</sup> City of Hutchinson, 2020 Annual Report Public Works – All Divisions

<sup>57</sup> Cost estimate is based on data provided by the City for Maintenance Worker and Equipment Operator personnel costs. Uses \$34,919 annual salary for Equipment Operator, \$40,091 salary for Maintenance Worker, and benefits associated with a budgeted vacant position.

perform other tasks like pothole repair, alley grading, or sign maintenance. The following figure shows the Hutchinson levee system in red with the Arkansas River and Cow Creek labeled and flowing from left to right.



Figure 19: Hutchinson Levee System Map<sup>58</sup>

According to the Operations and Maintenance Manual developed by the Army Corps of Engineers, both regular inspections and proactive maintenance are required. The City is required to inspect the levee system four times a year, or at least every 90 days. The results of inspections prior to major flood seasons, generally considered spring and fall, need to be sent to the Tulsa Division of the Army Corps of Engineers.<sup>59</sup> Maintenance tasks for the levee system, which are all performed by Streets Division staff, include reconstruction of the levees, milling, proactive wildlife management, repair on floodgates and pipes, as well as mowing. The intention of the maintenance is to ensure:<sup>60</sup>

- A good growth of sod is maintained on the levee embankments
- All ruts, washes, slides, and subsidence that occur on levees are repaired in a timely manner
- Trees, brush, and other undesirable growth are removed from the levees
- That the levees are free of animal burrows
- Buildings, other structures, or refuse dumps do not encroach on the levees
- Access roads to and on the levees and roads that cross the levees are well maintained

<sup>58</sup> Wilson & Company, Inc., Detailed Operation Plan – Arkansas River and Cow Creek, Appendix B – Levee Sector Map

<sup>59</sup> US Army Corps of Engineers, Hutchinson, Kansas Local Flood Protection Project, Operation and Maintenance Manual Revised 2016

<sup>60</sup> US Army Corps of Engineers, Hutchinson, Kansas Local Flood Protection Project, Operation and Maintenance Manual Revised 2016

In practice, maintenance tasks include regular mowing, reconstruction, milling, and proactive gopher management. The City aims to mow the entire levee system at least twice annually. Regular visual inspections lead to reconstruction and repair work on the levees as needed. According to staff, the Division has not been able to proactively address animal burrows, which can lead to levee failures because of their impact on the structural integrity of the levee. In the past, staff have used traps to address animals, but this approach tends to be labor intensive. Alternative approaches to wildlife management, such as the use of poison, need to be coordinated and tested with the Army Corps of Engineers.

Despite these challenges, the City has been able to keep the levee system well maintained and should be commended for the high quality of work and expertise of staff. The Hutchinson Levee System is an Accredited Levee System, which is a system recognized as reducing flood hazards by the Army Corps of Engineers and Federal Emergency Management Agency (FEMA).<sup>61</sup> The levee system protects the community and the high quality of service has a direct impact on residents in both public safety and lower insurance costs.

In 2019, levee maintenance and flood control were consolidated into the Streets Division along with stormwater maintenance. This restructuring eliminated five FTEs and reduced the number of divisions in the Public Works Department, resulting in fewer Superintendents. This transition resulted in changes to operating and maintenance practices as well as a need for levee maintenance tasks to be balanced against the needs of other programs in the Division. Due to the cross training and collaborative nature of the Division, staff assigned to levee maintenance often assist with street maintenance, stormwater, and other tasks as needed.

Due to the importance of the levee system in terms of public safety for the City of Hutchinson, City of South Hutchinson, and Reno County, the Division should monitor staffing to ensure there is appropriate capacity to follow the operation and maintenance manual. It is appropriate to balance reactive workload in other service areas against routine levee maintenance. However, ensuring the levee system is well maintained and operational in the event of a flood should be a minimum standard of service and other workload drivers should not result in a lower level of service for levee maintenance. The addition of two FTEs from the Parks and Facilities Department to focus on ditch maintenance will be able to provide some capacity to the workgroup. However, it will be important to continue monitoring staffing as the Division works to expand stormwater maintenance activities, implements planned infrastructure upgrades, and continues to maintain the levee system.

Levee maintenance and flood control is currently funded out of the General Fund due to the system's role in public safety and protecting property for the City. However, due to the interconnected nature of the levee system with the City's stormwater infrastructure, it may be appropriate to fund levee maintenance out of the Stormwater Fund. The Department should work with the Finance Director to evaluate this shift and the necessary transfer of expenditures, capital investment, and revenues associated with levee maintenance.

## **WATER AND WASTEWATER UTILITIES**

### **Recommendation 11: Improve water and sewer system maintenance through additional valve turning and sanitary sewer televising.**

The Public Works Department organizes the water and wastewater utilities into two divisions. The Water and Wastewater Treatment Division operates and maintains the City's water treatment plant and wastewater treatment plant as well as 33 lift stations and 16 wells. The Water and Sewer Maintenance Division maintains and repairs the City's horizontal infrastructure. This includes 307 miles of water mains, 70 miles of service lines, and 5,020 valves in

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<sup>61</sup> US Army Corps of Engineers, Flood Insurance Rate Map Information (FIRM) Status, Information Glossary, <https://levees.sec.usace.army.mil/accreditationStatusGlossary.html>



the water distribution system, as well as 245.3 miles of gravity sewer main, 3.6 miles of sewer force main, and 5,140 manholes in the wastewater collection system.

According to staff, the Water and Sewer Maintenance Division tends to be reactive, especially on the water distribution system, due to the number of line breaks and service calls from the public to respond to leaks. Based on data provided by the City, the Division has repaired an average of 46.0 water main breaks and 65.7 leaks per year over the last three years. This equates to approximately 14.9 breaks per 100 miles of water main and 21.4 leaks per 100 miles of water main. This is significantly higher than AWWA benchmarks. AWWA is a nonprofit dedicated to effective management of water and is the largest organization of water supply professionals.<sup>62</sup> AWWA compiles benchmarking information for utilities and according to their 2021 Utility Benchmarking publication, the median for combined utilities is 8.8 breaks per 100 miles of water main and 8.9 leaks per 100 miles of water main.<sup>63</sup>

An outsized focus on reactive issues pulls staff away from preventative maintenance. Staff that typically work on the wastewater collection system are cross trained to provide backup on the water distribution system. Based on the number of service requests or line breaks in a given day or week, the Division will pull staff from sewer maintenance to assist with water maintenance.

The Water and Sewer Maintenance Division has established preventative maintenance programs and schedules to identify and maintain assets before issues occur. The Division has programs for valve turning, sanitary sewer cleaning, and sanitary sewer televising. The City's goal is to turn valves every three to five years, clean sewer mains every three to four years, and televise sewer mains every 10 years. According to data provided by the City, the Division has been able to consistently meet the goal for sanitary sewer cleaning but has been unable to meet the established preventative maintenance cycle for valve turning and sewer televising. The following table shows the Divisions performance for preventative maintenance, as well as labor hours required, for the last five years.

**Table 22: Water and Sewer Maintenance Performance Measures, 2016 to 2020<sup>64</sup>**

Water and Sewer Preventative Maintenance Performance Measures	2016	2017	2018	2019	2020	Percent Change 2016 to 2020
<b>Number of Valves Turned</b>	317.00	654.00	554.00	564.00	490.00	55%
<b>Average Labor Hours per Valve Turned</b>	0.77	0.63	0.54	0.75	0.77	0%
<b>Miles of Sanitary Sewer Pipe Cleaned</b>	85.23	95.43	94.76	104.93	85.29	0%
<b>Average Labor Hours per Mile of Sewer Pipe Cleaned</b>	46.56	46.03	47.57	45.52	47.06	1%
<b>Miles of Sanitary Sewer Pipe Televised</b>	8.73	2.15	4.65	19.05	27.61	216%
<b>Average Labor Hours per Mile of Sewer Pipe Televised</b>	128.78	160.98	152.60	120.00	115.79	-10%

The miles of sanitary sewer pipe cleaned have been above the 83 miles needed annually to clean the system every three years. The Division has improved the number of valves turned and miles of sanitary sewer pipe televised considerably in the last five years. The number of valves turned have increased 55% and miles of sewer pipe televised have increased 216% since 2016, while improving or keeping labor hour efficiency the same. However, these gains still fall short of the level needed to meet the performance goals for the valve turning and sewer televising programs, which are 1,004 valves turned annually and 24.9 miles televised annually.

<sup>62</sup> American Water Works Association (AWWA), About Us, <https://www.awwa.org/About-Us>

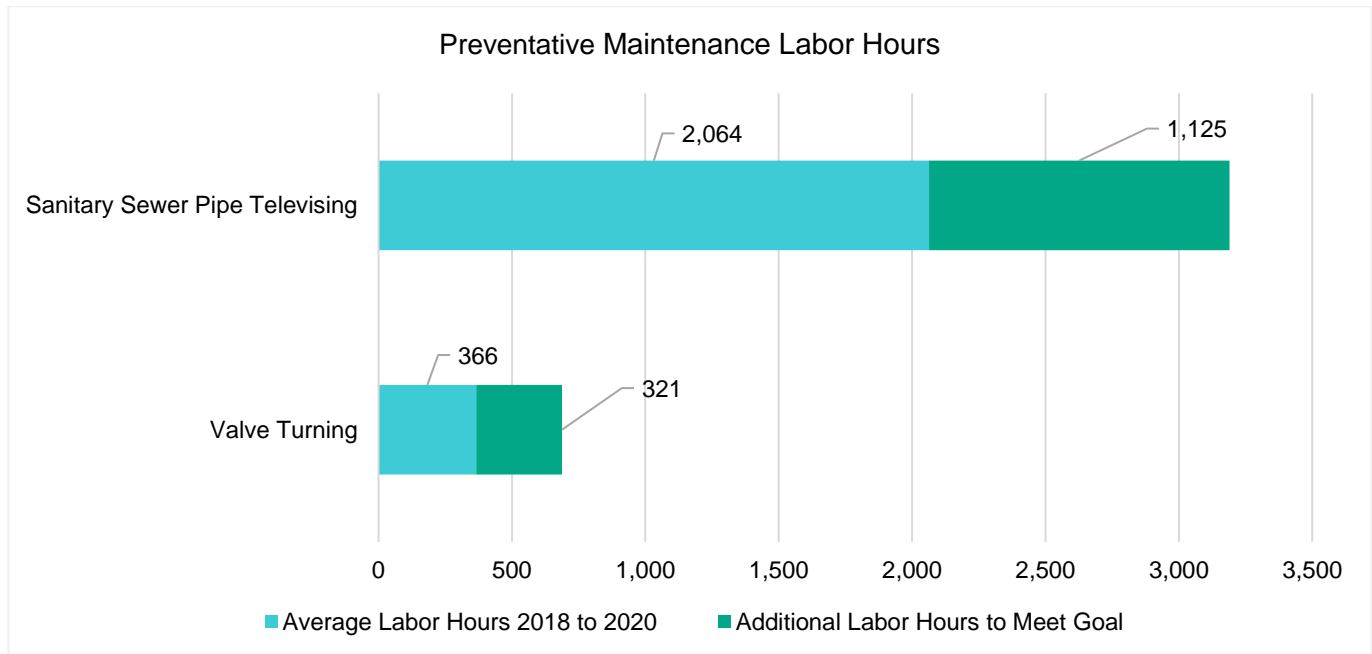
<sup>63</sup> American Water Works Association (AWWA), 2021 AWWA Utility Benchmarking: Performance Management for Water and Wastewater

<sup>64</sup> City of Hutchinson, 2020 Annual Report Public Works – All Divisions

The Water and Sewer Maintenance Division will need capacity to respond to reactive service requests as issues occur in the distribution and collection system, but will also need capacity to adequately perform preventative maintenance. AWWA provides best practices research and benchmarking information for water and wastewater utilities; their best management practices include a valve exercising program and regular televising of wastewater infrastructure, as well as a flushing program which will be discussed in the following recommendation. AWWA recommends that valves be exercised regularly and that 100% of valves be tested at least every five years, but critical valves should be exercised more frequently.<sup>65</sup> Inoperable valves identified during an exercising program should be replaced or repaired.

These preventative maintenance practices help to maintain systems and improve the service provided to the public. Consistent preventative maintenance can extend the life of assets and identify issues before they affect customers. Over time utilities with robust preventative maintenance programs should see a reduction of reactive issues like water main breaks and sewer blockages because issues in the systems are being addressed before critical failure. Although proactive maintenance can extend the useful life of assets, the City will still need to plan to rehab and replace water and sewer system infrastructure, as will be discussed Recommendation 13. In addition, making improvements to the Lucity software system and training for employees, as discussed in Recommendation 1, will help staff be more effective and efficient in addressing preventative maintenance tasks.

Using labor hour data provided by the City, the additional capacity needed to meet performance standards for valve turning and sewer televising can be calculated. Approximately 2,430 labor hours were spent annually on sewer pipe televising and valve turning between 2018 and 2020. To meet the performance standards for both programs, an additional 1,446 labor hours are needed in the Water and Sewer Maintenance Division. The following figure shows the average labor hours for the last three years and labor hour gap for the two preventative maintenance programs.



**Figure 20: Water and Sewer Maintenance Labor Hour Gap**

The City should add a position to the Water and Sewer Maintenance Division to provide additional capacity for preventative maintenance. This position should be dedicated to the valve turning program, and the Division should

<sup>65</sup> American Water Works Association (AWWA), AWWA G200-15 Distribution Systems Operation and Management, 2015

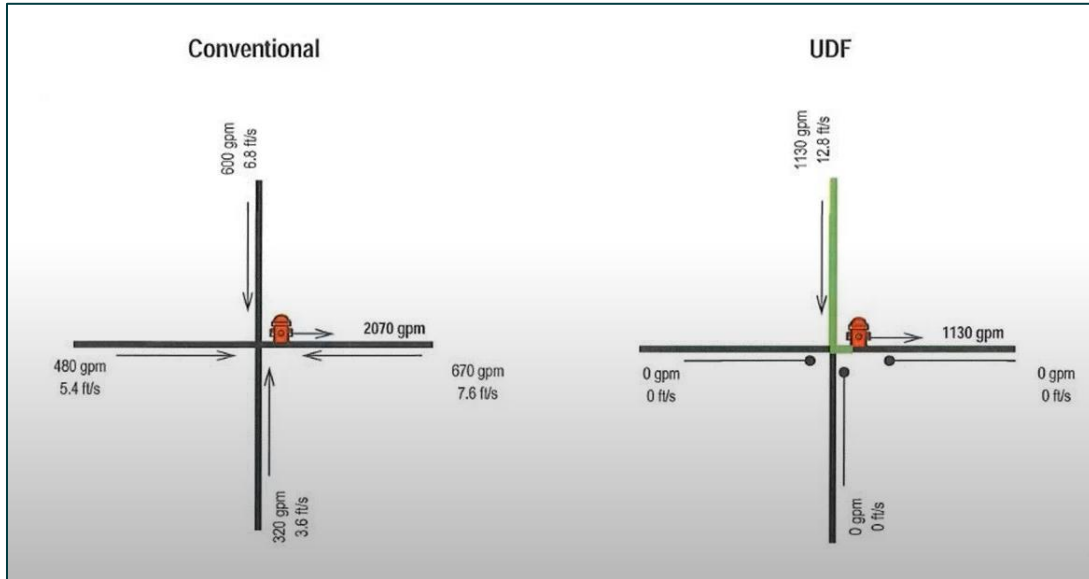
work with the Engineering Department to identify critical valves for more frequent turning. This will provide enough capacity to meet the performance standard of turning valves every three to five years and add capacity for responding to water main breaks or other water infrastructure maintenance needs. Providing additional capacity for water maintenance will also reduce the need for sewer maintenance staff to assist with reactive water maintenance work. The cost of an additional Water Maintenance Worker is estimated to be \$49,550 annually inclusive of salary and benefits.<sup>66</sup>

**Recommendation 12: Establish a unidirectional flushing program to enhance water system maintenance.**

The Water and Sewer Maintenance Division does not have a regular water system flushing program. Flushing is performed as needed when issues or complaints arise. Hydrant flushing was being done annually by the Fire Department, but the Division took over responsibility for the City's 2,300 fire hydrants in 2021.

One of AWWA's best management practices is regular flushing of the water distribution system. This practice improves the quality of water for customers and is part of a regular hydrant maintenance program. Flushing is a best practice because it cleans any buildup that has developed on the inside of water pipes and reduces turbidity in drinking water. This is especially important for utilities with well water sources due to the increased prevalence of mineral deposits, as well as utilities that have compliance issues with lead and copper standards.

However, there are different types of water system flushing. The conventional flushing method uses fire hydrants to circulate the water in the distribution system without a focus on how the water flows through the system. The best practices method for water system flushing is called unidirectional flushing (UDF); this type of flushing isolates sections of the distribution system through valve closures and increases the flow of water through the pipes, allowing far more buildup to be scoured from the pipes. The following figure shows how conventional flushing compares to UDF.



**Figure 21: Conventional versus Unidirectional Flushing<sup>67</sup>**

<sup>66</sup> Cost estimate is based on data provided by the City using \$34,874 annual salary and benefits associated with a budgeted vacant position.

<sup>67</sup> Water Research Foundation, Green Bay Utilizes Unidirectional Flushing Presentation, <https://www.youtube.com/watch?v=vrBACFuQ8tc>

UDF uses less water and can take less staff time compared to traditional flushing methods. Importantly, UDF significantly lowers turbidity levels, typically to less than 1.0 Nephelometric Turbidity Units (NTU). In 2014, the Green Bay Water Utility successfully implemented a UDF program and currently flushes their entire distribution system on a three-year cycle.<sup>68</sup> The staffing impact has been minimal, with a typical crew consisting of two staff and additional staff used based on the number of hydrants in operation. The average flush using UDF takes about 23 minutes, compared to the traditional flushing approach that can take hours.

Implementing a UDF program is also complementary to a preventative valve exercising program. As discussed in the previous recommendation, AWWA recommends that valves be exercised regularly and that 100% of valves be tested at least every five years.

The City of Hutchinson should implement a UDF program to complement its valve exercising program. This will align the City with industry best practices and improve service to customers. The work planning associated with establishing a UDF program will require time and close coordination with the Engineering Department. However, the operations staffing impact should be minimal because of the relatively low amount of time needed to perform UDF. The additional Water Maintenance Worker position discussed in the previous recommendation should provide some capacity for flushing. The Department should incorporate a flushing program into the Division's workplan and monitor the impact of UDF on staffing needs.

### **Recommendation 13: Improve asset management of distribution and collection infrastructure.**

Effective asset management is a cornerstone of Public Works operations. Broadly defined, asset management is the practice of inventorying infrastructure and capital assets, assessing the condition of each asset, and prioritizing preventive and reactive maintenance to maximize asset life. The goal of asset management is to increase the lifespan of infrastructure through regular maintenance and capital investments. Deferred maintenance and a lack of dedicated resources often result in premature asset failure and reduce the effectiveness of investments in infrastructure.

The Water Research Foundation (WRF) is a non-profit organization that supports research in the technology, operation, and management of water and wastewater systems.<sup>69</sup> WRF defines asset management as a "way of thinking," or seeing infrastructure from an asset-centered perspective as opposed to operations-centered.<sup>70</sup> Asset management allows utilities to direct limited resources to where they are most needed and informs both day-to-day maintenance and long-term capital investments. One of the key concepts in asset management is to consider not only service level and financial investment, but also risk. Risk is the probability of an asset failing (represented by an asset's condition) and the consequence of failure. The following figure is an illustration of how asset management sits at the center of service-level, funding, and risk, as well as the other influences and pressures on Public Works Departments.

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<sup>68</sup> Water Research Foundation, Green Bay Utilizes Unidirectional Flushing Presentation, <https://www.youtube.com/watch?v=vrBACFuQ8tc>

<sup>69</sup> Water Research Foundation (WRF), About Us, <https://www.waterrf.org/about-foundation>

<sup>70</sup> Water Research Foundation (WRF), Asset Management, <https://www.waterrf.org/sites/default/files/file/2020-07/4949-AssetManagement.pdf>

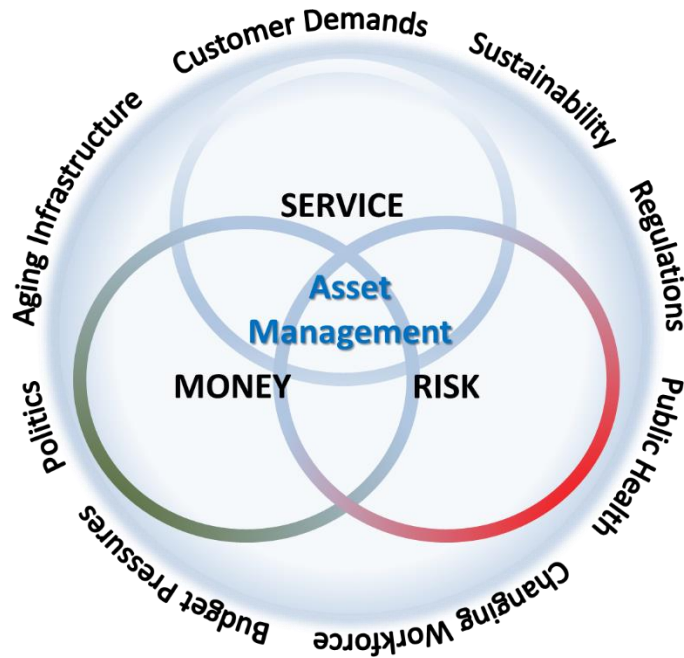


Figure 22: Asset Management as a "Way of Doing Business"

The City of Hutchinson has engaged in asset management planning for water and wastewater treatment. After groundwater contamination was discovered in Hutchinson in 1982 and progressed to affect part of the City, the City created a plan that led to the construction of a Reverse Osmosis Water Treatment Plant which was opened in 2009, as well as deep disposal wells to manage the contamination.<sup>71</sup> According to staff, the City also developed a master plan for the Wastewater Treatment Plant and the Department has been working that plan. Recent investments include upgrades to pumps, installation of an ultraviolet system for disinfecting effluent, and upgrades to the channel that carries effluent to the Arkansas River. The Department has also embraced work planning, performance measurement, and the use of the Lucity software program. These practices and the Lucity software tool are foundational to building an effective asset management program.

However, while the Department has begun some of the practices of asset management, this approach needs to be expanded to include the water distribution and wastewater collection systems. As discussed previously, the Department has established preventative maintenance programs for water and wastewater infrastructure, but the City also needs to develop a plan for proactive rehabilitation and replacement of water mains, service lines, wastewater mains, valves, lift stations, and wells. This plan should be informed by the following components of asset management:<sup>72</sup>

- **Current State** – Assess the current inventory, performance, remaining life, and replacement costs for assets
- **Level of Service** – Establish target levels of service
- **Service Risk** – Determine assets that are critical to sustained performance and service level
- **Maintenance and Capital Investment** – Evaluate strategies to optimize operations and maintenance activities and capital investment
- **Long-term Funding** – Determine long-term funding strategy

<sup>71</sup> City of Hutchinson, 4th and Carey Groundwater Remediation Project and Reverse Osmosis Water Treatment System, [https://www.kdheks.gov/water/download/2010\\_ANNUAL\\_SCHOOL\\_REVERSE\\_OSMOSIS.pdf](https://www.kdheks.gov/water/download/2010_ANNUAL_SCHOOL_REVERSE_OSMOSIS.pdf)

<sup>72</sup> Water Research Foundation (WRF), Asset Management, <https://www.waterrf.org/sites/default/files/file/2020-07/4949-AssetManagement.pdf>



The City should pursue these steps and create an asset management plan for the water distribution and wastewater collection systems. Understanding the current state of assets, including age and expected remaining life, is critical to creating an asset management plan and planning capital investments. Generally, older infrastructure is closer to the end of its useful life and more likely to fail, requiring reactive repair and rehabilitation – increasing the demands on maintenance staff. Proactively investing in infrastructure before it reaches the point of failure can reduce the reactive workload for staff and ensure consistent, reliable service to customers.

Asset management plans should inform the operations and maintenance performed by Water and Sewer Maintenance Division staff, including their annual work planning process. This may require engaging an engineering consultant to determine the cost of replacing assets and criticality of specific parts of each system. Alternatively, the Department should utilize standardized, quantitative assessment criteria to evaluate the condition of infrastructure. This information should be collected whenever the asset is first inventoried and regularly re-assessed to evaluate asset lifespan over time.

All asset and condition assessment information should be incorporated into the City's Lucity platform. This will allow Department staff to identify and map infrastructure assets that are in critical need of repair, more readily locate assets in the field, and organize preventive maintenance activities. Asset management can help organizations maximize the lifecycle of assets but eventually all assets require capital investment to replace or rehabilitate. The City should begin planning for regular capital investment for the water distribution and wastewater collection systems into the CIP and adjust rates as needed to ensure the investments are properly funded.

#### **Recommendation 14: Monitor and adjust lab staffing to comply with the new Lead and Copper Rule.**

Water quality and regulatory compliance for both drinking water and wastewater treatment is managed by the Water Quality Coordinator and two Lab Technician positions. Staff conduct sampling and testing to report to the State of Kansas Department of Health and Environment (KDHE). Lab staff also manage the City's pre-treatment program, which includes seven industries. The City has labs at both the water treatment plant and the wastewater treatment plant, but staff primarily work out of the water treatment plant.

Lab workload is driven by State and Federal regulations. The City must conduct routine sampling and testing at the two treatment plants, as well as the distribution and collection systems, to comply with clean water standards. Changes to regulations or to the size of the City's water and wastewater infrastructure would impact workload and staffing demand for this workgroup. Five benchmark organizations also perform lab testing with City staff; only Dodge City does not perform this work in house, instead sending it to the Kansas Department of Health and Environment Labs. However, Dodge City does not operate a treatment plant with City staff; they contract operation of a wastewater treatment plant and do not have a water treatment plant.

Lead and copper are rarely found in source water and usually enters drinking water through corrosion of household plumbing and service lines.<sup>73</sup> Exposure to both contaminants can be dangerous especially for young children and pregnant women. As a result, the Environmental Protection Agency has been working on a revision to their Lead and Copper Rule to help utilities reduce exposure for customers; the final rule was issued in December 2020. The following summarizes the key changes to the final rule:<sup>74</sup>

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<sup>73</sup> Water Research Foundation (WRF), Lead & Copper, <https://www.waterrf.org/research/topics/lead-copper>

<sup>74</sup> American Water Works Association (AWWA), EPA Announces Final Lead and Copper Rule, <https://www.awwa.org/AWWA-Articles/epa-announces-final-lead-and-copper-rule>

- New action levels established at 0.015 milligrams per liter for Lead and 1.3 milligrams per liter for Copper
- Utilities are required to develop lead service line inventories regardless of service line ownership
- Utilities must replace lead service lines and galvanized iron pipes which have or had lead pipe installed upstream
- Utilities are required to test elementary schools and childcare facilities
- Required public notification within 24 hours if a system exceeds the lead action level of 0.015 milligrams per liter
- Systems with corrosion control treatment have a lower action level of 10 micrograms per liter and utilities without corrosion control will be required to conduct a corrosion control study

The details of implementation for compliance with the new Lead and Copper Rule are still being worked out by KDHE. However, developing an inventory of lead service lines will take staff time and resources for both lab staff and water maintenance staff who manage service line repairs and replacements. Additional testing will also need to be incorporated into the Department's workplan.

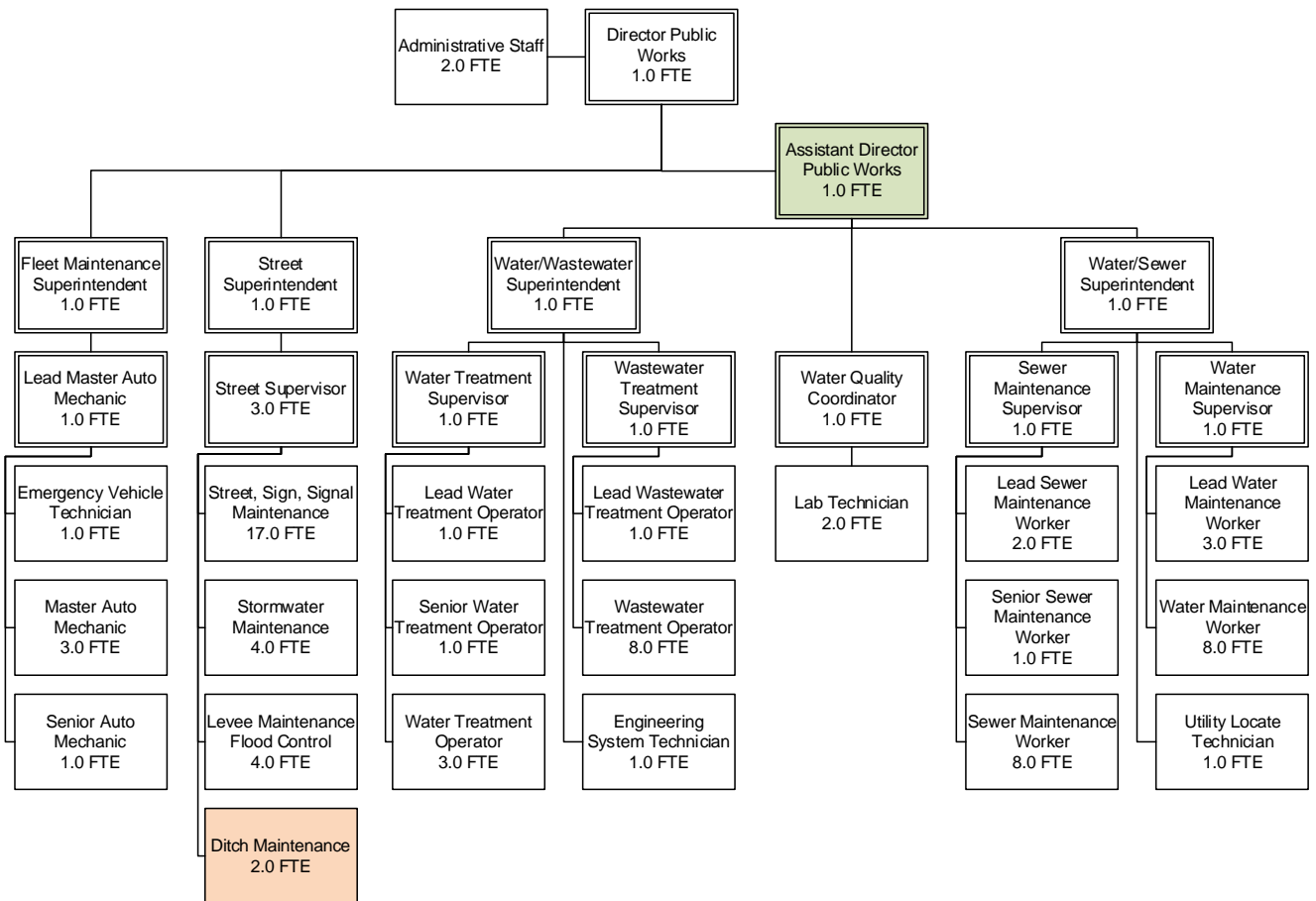
The City should monitor the impact of the new Lead and Copper Rule and adjust staffing to ensure sufficient capacity to comply with the testing, monitoring, and reporting required by KDHE and EPA. Additional staff may be necessary to manage the current workload and the additional testing required by the new rule. The impact of the new rules may extend to the Water and Sewer Maintenance Division as customers request testing of their water or begin replacing service lines.

**Recommendation 15: Create an Assistant Director of Public Works position to manage the water and wastewater utilities.**

The Department's four Superintendents currently all report to the Public Works Director. Superintendents over the water and wastewater utilities manage work planning, performance tracking and reporting, and special projects for their divisions. This often includes managing capital projects and reporting to the State of Kansas Department of Health and Environment.

This structure has been successful for the Department, but as the City has increased capital investments in the water and wastewater utilities, the structure has created issues for the Water and Wastewater Treatment Division. Staff at both water and wastewater treatment plants as well as the lab report to the same Superintendent, who has also been managing the implementation and execution of CIP projects in collaboration with the Public Works Director. The Superintendent often spends part of the day at each facility, but this is considerable responsibility for one position. As the Department works to expand preventative maintenance programs, enhance asset management, and manage changes to water quality regulations, additional executive leadership capacity will be needed.

In order to provide sufficient executive leadership and to better manage capital project implementation and changes to regulations, the City should create an Assistant Director position. The Assistant Director should supervise the Water and Wastewater Treatment Division and the Water and Sewer Maintenance Division. In addition, lab staff should be restructured to report to this new position. The following figure shows the recommended structure with the new Assistant Director position highlighted in green and the transfer of ditch maintenance (discussed in Recommendation 9) highlighted in orange.



**Figure 23: Recommended Public Works Department Structure**

The new Assistant Director position should manage regulatory compliance and reporting to the State for all water and wastewater activities. They should also work with the Superintendents and the Public Works Director to manage capital project planning and implementation. Restructuring lab staff to report to the Assistant Director will support the regulatory compliance work and create capacity for the Water and Wastewater Treatment Superintendent. Superintendents should still be expected to manage work planning, performance measurement, and special projects for their divisions but the Assistant Director can assist as needed to support this work and ensure consistency across the two divisions. An additional Assistant Director position is expected to cost approximately \$110,336 inclusive of salary and benefits and should be split between the Water Fund and Sewer Fund.<sup>75</sup> This reorganization is intended to provide additional management capacity within the Public Works Department to better support the City's utilities operations, but other organizational changes that create similar capacity may also be considered.

## FLEET MAINTENANCE

### Recommendation 16: Maintain current Fleet Maintenance staffing.

The Fleet Maintenance Division has seven FTEs led by a Superintendent, three Master Auto Mechanics, one Senior Auto Mechanic, one Emergency Vehicle Technician, and a Lead Master Auto Mechanic. The Lead Master Auto Mechanic acts as a shop foreman and handles much of the customer interaction as vehicles are brought in for service. This allows the other mechanics to focus their time on direct maintenance. According to data provided by the City,

<sup>75</sup> Cost estimate is based on data provided by the City using \$86,698 annual salary and benefits associated with a budgeted vacant position.



there are 798 active assets maintained by the Division. The largest category is light equipment and tools such as weed eaters, saws, and attachments for large equipment, which account for 38% of all assets. The largest vehicle category is pickup trucks and SUVs with 105 assets. Mechanics manage their own parts, but the inventory is managed by the Superintendent who ensures necessary parts are in stock and inventory is accurate. The Division maintains all vehicles and equipment owned by the City except for those used at the Carey Park Golf Course.

The Fleet Maintenance Division performs routine maintenance and repair on fleet assets, but in an effort to streamline operations the Division contracts out some aspects of the fleet operation. Larger or specialized repairs such as body work, alignment, and tire work are sent to local contractors. Maintenance and repair on vehicles under warranty is completed by dealerships and upfitting public safety vehicles is done through a contractor. This outsourcing helps with staff capacity, allowing Mechanics to avoid working on time consuming repairs and instead focus on maintenance of more fleet assets. The Division has worked to outsource parts of its operation that make good business and customer service sense, but further outsourcing may impact customer service and vehicle availability. The City should continue evaluating contracting opportunities as they are identified, but all contract relationship should be monitored to ensure service level needs are being met.

To evaluate the necessary staffing level to maintain this inventory, it is important to understand the number of labor hours necessary to maintain the current fleet. This is typically accomplished using a Maintenance and Repair Unit (MRU) analysis, which is also known as a Vehicle Equivalent Unit (VEU) analysis.<sup>76</sup> This technique compares the maintenance needs across the different types of assets maintained by a fleet operation like in Hutchinson. An MRU analysis indexes the amount of maintenance and repair needs for different asset types compared to a base unit, like a standard passenger car.<sup>77</sup> Because different asset classes require different levels of preventative maintenance and experience failures at varying rates, it is important to index all assets to a base class to make more accurate comparisons across asset types. For example, the amount of maintenance needed on a heavy truck used by the Water and Sewer Maintenance Division is different than a passenger car used by inspections staff, so the assets cannot be compared one to one.

The goal of an MRU analysis is to compare the number of labor hours required to maintain each asset class to the labor hours required to maintain a passenger car. The resulting ratios, or maintenance and repair units, provide an indicator of relative labor intensity. For example, if a fleet's average passenger car requires 10 hours of annual maintenance, 1 MRU is equivalent to 10 hours. If dump trucks in the same fleet require 40 annual labor hours each, this is equivalent to 4 MRUs per dump truck, which is about the same amount of work as four passenger cars.

The number of labor hours per MRU can vary significantly based on the unique features of an organization's fleet, such as age, climate, and facilities. The most effective way to perform an MRU analysis is to calculate the number of labor hours spent on each asset class and to index these hours to passenger cars. Fleet Maintenance staff provided detailed data on the number of labor hours spent on each asset for the 2019 and 2020 calendar years. 2020 labor hours were lower than 2019 likely due to the COVID-19 pandemic, but both years included over 6,500 hours spent directly on fleet asset maintenance and repair. The average annual labor hours spent per asset type was calculated to define the MRU ratio of each asset. Standard passenger vehicles such as sedans were used as the base comparison for this analysis.

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<sup>76</sup> Government Fleet, Calculating Mechanic Staffing Requirements, <https://www.government-fleet.com/146344/calculating-mechanic-staffing-requirements>

<sup>77</sup> Government Fleet, Technician to Vehicle Ratios, <https://www.government-fleet.com/146908/how-to-calculate-technician-to-vehicle-ratios>

The following table summarizes MRUs by asset class as well as the labor hours and Mechanics needed to maintain the City’s current assets.

**Table 23: Maintenance and Repair Unit (MRU) Fleet Staffing Calculation**

Asset Class	Number in Service	MRUs per Asset	Total MRUs	Total MRUs as Labor Hours	Estimated Mechanics Needed
Passenger Car	22	1.00	22.00	210.32	0.14
Boat	1	0.24	0.24	2.25	0.00
Fire Truck	23	6.01	138.31	1,322.26	0.85
Forklifts and other lifts	3	0.16	0.47	4.50	0.00
Generator	34	0.07	2.33	22.25	0.01
Golf Carts and Utility Vehicles	16	0.59	9.50	90.82	0.06
Heavy Equipment	56	1.68	94.03	898.90	0.58
Heavy Truck	99	1.59	157.04	1,501.26	0.96
Light Equipment and Tools	303	0.10	29.27	279.82	0.18
Motorcycle	2	0.99	1.99	19.00	0.01
Mower	54	0.76	41.03	392.24	0.25
Pickup Truck and SUV	102	1.31	134.07	1,281.71	0.82
Pumps and Compressors	30	0.21	6.28	60.00	0.04
Trailer	53	0.37	19.62	187.56	0.12
<b>Total</b>	<b>798</b>	<b>-</b>	<b>656.18</b>	<b>6,272.89</b>	<b>4.02</b>

The assets currently maintained by the Division represent approximately 656 MRUs. Per data provided by the City, it was determined that one MRU requires a total of 9.56 labor hours per year per unit. To calculate the total number of labor hours required to maintain the existing assets, the total number of MRUs is multiplied by 9.56 labor hours, which results in approximately 6,273 labor hours per year.

Fleet Maintenance Division staff currently work a standard eight-hour, five-day schedule, resulting in a total of 2,080 scheduled annual hours per staff. As staff cannot dedicate all of these hours to direct maintenance work due to administrative responsibilities, paid time off (PTO), and training and personal development, the number of available labor hours per staff member is less than 2,080. Industry best practices calls for a utilization rate (also known as "wrench time") of 75%, or 1,560 labor hours per year. However, other factors can impact the staff utilization rate. The physical layout of a facility and its equipment can influence the productivity of staff, potentially decreasing their ability to focus on maintenance activities or adding setup time to perform a task.<sup>78</sup> The age of the fleet can also impact productivity, requiring specialized parts or research that would otherwise not be needed. The Division should set a target for 75% utilization, but that target should be monitored and adjusted based on the impact of the County's facilities and fleet age on staff wrench time. A lower utilization rate will impact the number of FTEs needed to perform the estimated annual work hours.

To calculate the total number of Mechanic positions needed to maintain the fleet, the total number of labor hours required (6,273 per year) is divided by the number of labor hours a Mechanic is typically available to work (1,560 per year). This results in an overall staffing requirement of 4.02 Mechanics.

<sup>78</sup> Government Fleet, Technician to Vehicle Ratios, <https://www.government-fleet.com/146908/how-to-calculate-technician-to-vehicle-ratios>

The MRU analysis does not capture all of the demands on Fleet Maintenance staff. According to data provided by the City, staff also perform maintenance on plant equipment, assist other departments with tasks, and spend time cleaning the shop. In 2020, these tasks accounted for 794.25 labor hours.<sup>79</sup> Adding that additional labor to the MRU analysis results in a demand of 7,067 annual labor hours, or 4.53 FTEs based on a 75% utilization rate.

The Division currently has 5 FTEs that perform maintenance and repairs. Based on the MRU analysis and specific specialty needs performed by staff, such as highly specialized fire apparatus maintenance, the Division's current staffing level is appropriate. However, this analysis also assumes that the Division will benefit from a fully staffed complement of trained mechanics. Consistently maintaining fully authorized staffing levels can be complicated in industries like fleet maintenance, where high demand for skilled labor can create significant turnover and position vacancies. As discussed in the Public Works Department Overview section, the Fleet Maintenance Division has experienced an average annual turnover rate of 20% over the last five years. If Fleet Maintenance continues to experience high turnover and associated vacancies among Mechanic positions, it may be appropriate to increase the Division's authorized staffing level to account for these shortages.

It is not recommended that the City separate maintenance and repair of Fire Department fleet assets from the Fleet Maintenance Division. Although there can be improvements in convenience and customer service to separating the Emergency Vehicle Technician from the rest of the Division, there are three operational and safety challenges to this approach that outweigh any potential benefit. First, creating a second fleet shop will require that the Technician manage all administrative tasks such as answering phone calls, inventory checks, and managing customers. This will reduce their productivity compared to Mechanics operating in the central garage. Second, some repairs performed by Mechanics are unable to be accomplished alone and relying on Fire Department staff without fleet maintenance training poses a safety and liability risk. Finally, the MRU analysis does not show that Fire apparatus require 100% of an employee's time. The expertise is important to have due to the specialized nature of the equipment, but the workload is estimated to be 0.85 FTE. Working in a central fleet shop, the Emergency Vehicle Technician can remain productive by working on other types of vehicles. This would not be possible if they were separated from the Division. If there are customer service concerns, the Public Works Director should work with the Fleet Maintenance Superintendent and Fire Chief to identify clear service level expectations and regular methods of communication to ensure any issues are addressed.

As will be discussed in Recommendation 34, the City should consider transferring responsibility for Golf Course equipment maintenance to the Fleet Maintenance Division as employees leave the organization through retirement. It may be appropriate to continue some amount of equipment repair onsite, but a one-person equipment shop presents efficiency and safety concerns. The City should evaluate whether a portion of the equipment maintenance and repair workload can be better performed by Fleet Maintenance and develop a method for tracking the cost to perform golf related maintenance and repairs to ensure that cost is captured in the Golf Course Fund.

### **Recommendation 17: Improve training opportunities for Fleet Mechanics.**

The National Institute for Automotive Service Excellence (ASE) is a non-profit organization that works to improve the quality of vehicle repair and service by testing and certifying automotive professionals.<sup>80</sup> ASE mechanic certification is one of the most significant certification and continuing education programs available to mechanics. To become ASE certified, an automotive technician must demonstrate expertise in a target area (e.g., automobile and light truck) and maintain that expertise through ongoing training and retesting every five years. ASE also has a Blue Seal of Excellence Recognition Program that is awarded to organizations that have at least 75% of their

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<sup>79</sup> City of Hutchinson, 2020 Annual Report Public Works – All Divisions

<sup>80</sup> National Institute for Automotive Service Excellence (ASE), About ASE, <https://www.ase.com/about-ase/>

technicians ASE certified.<sup>81</sup> Of the seven peer organizations identified, five require ASE certification either as a job requirement or to be completed within the first two years of employment.

In Hutchinson, Fleet Maintenance staff are assigned work based on their past experience in automotive repair and maintenance. One Master Auto Mechanic works primarily on heavy trucks as well as some small engine work. One Master Auto Mechanic works primarily on heavy equipment such as street sweepers, as well as hydraulics. The Senior Auto Mechanic position primarily performs preventative maintenance on light duty vehicles and assists other positions as needed. The Division currently has one vacant Master Auto Mechanic role. The Emergency Vehicle Technician primarily works on Fire Department vehicles and specifically their trucks and apparatus. Based on the MRU analysis discussed in the previous Recommendation, there is a need for skillset in three areas: emergency vehicles, heavy trucks and equipment, and standard automobiles and light equipment.

Currently, each fleet employee has varying levels of certification and training that they received prior to joining the City. According to staff, employees are expected to pass tests from ASE, but it is not a job requirement and staff are expected to pursue training on their own time. Five benchmark organizations include ASE certification as at least a preferred job expectation or something that should be completed after joining the organization. Manhattan, Salina, and Grand Island have 100% of mechanics ASE certified. To become ASE certified, mechanics must pass a series of tests in specific topic areas. The following table shows the required tests needed to earn certification for Automobile & Light Truck as well as Medium-Heavy Truck.

**Table 24: ASE Certification Requirements<sup>82</sup>**

Certification	Required Tests
<b>Automobile &amp; Light Truck Certification</b>	<ul style="list-style-type: none"> <li>• A1 – Engine Repair</li> <li>• A2 – Automatic Transmission/Transaxle</li> <li>• A3 – Manual Drive Train &amp; Axles</li> <li>• A4 – Suspension &amp; Steering</li> <li>• A5 – Brakes</li> <li>• A6 – Electrical/Electronic Systems</li> <li>• A7 – Heating &amp; Air Conditioning</li> <li>• A8 – Engine Performance</li> </ul>
<b>Medium-Heavy Truck Certification</b>	<ul style="list-style-type: none"> <li>• T2 – Diesel Engines</li> <li>• T3 – Drive Train</li> <li>• T4 – Brakes</li> <li>• T5 – Suspension &amp; Steering</li> <li>• T6 – Electrical/ Electronic Systems</li> <li>• T7 – Heating, Ventilation &amp; Air Conditioning (HVAC)</li> <li>• T8 – Preventive Maintenance Inspection</li> </ul>

Emergency vehicles also require special certification for Mechanics. Currently, the Division has one employee assigned to those assets and, according to staff, they have recently received some emergency vehicle-specific training and are working toward certification. The Lead Master Auto Mechanic has certification in emergency vehicle maintenance, which provides backup for the Division in the event of turnover or paid time off. The Emergency Vehicle Technician Certification Commission (EVT) is a non-profit organization dedicated to improving the quality of emergency vehicle service through a certification program.<sup>83</sup> These certification programs provide the specialized training needed to work on ambulances, fire apparatus, and law enforcement vehicles. To achieve these EVT

<sup>81</sup> National Institute for Automotive Service Excellence (ASE), Blue Seal Program, <https://www.ase.com/blue-seal-program>

<sup>82</sup> National Institute for Automotive Service Excellence (ASE), Test Series, <https://www.ase.com/test-series>

<sup>83</sup> Emergency Vehicle Technician Certification Commission, <http://www.evtcc.org/>

certifications, Mechanics also need to complete certain ASE certifications that complement the specialized training. The following table shows the different levels of certification offered through EVT for fire apparatus.

**Table 25: Fire Apparatus Technician Certification Levels<sup>84</sup>**

Level	EVT Exam	ASE Exam
<b>Level I</b>	<ul style="list-style-type: none"> <li>F1 - Maintenance, Inspection, and Testing of Fire Apparatus</li> <li>F2 - Design &amp; Performance Standards of Fire Apparatus</li> </ul>	<ul style="list-style-type: none"> <li>T4 - Brakes</li> <li>T5 - Suspension &amp; Steering</li> </ul>
<b>Level II</b>	<ul style="list-style-type: none"> <li>F3 Fire Pumps &amp; Accessories</li> <li>F4 Fire Apparatus Electrical Systems</li> </ul>	<ul style="list-style-type: none"> <li>T2 - Diesel Engines</li> <li>T3 - Drive Train</li> <li>T6 - Electrical/ Electronic Systems</li> </ul>
<b>Level III</b>	<ul style="list-style-type: none"> <li>F5 Aerial Fire Apparatus</li> <li>F6 Allison Automatic Transmissions</li> </ul>	<ul style="list-style-type: none"> <li>T1 - Gasoline Engines</li> <li>T7 - Heating, Ventilation &amp; Air Conditioning (HVAC)</li> </ul>

The City should begin offering training opportunities and support for mechanics to receive certification based on the needs of the City's fleet. To best meet the demands of the City's fleet assets there is need for two positions to have expertise in light vehicles and trucks, two positions in heavy truck and equipment, and two positions in emergency vehicles. The following table shows the specialty, certification, FTEs needed based on MRU analysis, and recommended number of FTEs with each certification.

**Table 26: Mechanic Certification Targets**

Specialty	Certification	Workload Profile FTEs	Recommended FTEs
<b>Light Vehicle/Truck</b>	ASE Automobile & Light Truck	1.38	2.00
<b>Heavy Truck/Equipment</b>	ASE Medium & Heavy Truck	1.79	2.00
<b>Emergency Vehicle</b>	EVT Fire Apparatus	0.85	2.00 <sup>85</sup>
<b>Other tasks</b>	-	0.51	0.00
<b>Total</b>	-	<b>4.53</b>	<b>6.00</b>

The Department should work with staff to offer these trainings over time. Staff indicated both a desire for additional training opportunities and concern over the applicability of all ASE tests to their day-to-day work. Recruitment in industries like fleet maintenance is often difficult and the turnover experienced by the Division shows that retention has been an issue. Providing opportunities for training can be a method to encourage employees to stay with the organization and help them grow within their role. ASE only requires retesting every five years, so employees could spread testing out to best meet their needs and availability. Department leadership should work with individual employees to identify a training plan to achieve appropriate certification and meet the needs of the organization's fleet inventory. It should be noted that the tools required to perform maintenance and repair are different depending on the mechanic specialty. For example, switching from a focus on light vehicles to heavy trucks may require a new set of tools for the mechanic. Mechanics get an annual tool allowance to build up their tool set over time but switching specialties may require additional support for the proper tools.

<sup>84</sup> Emergency Vehicle Technician Certification Commission, EVT Certification Tracks, <http://www.evtcc.org/tracks>

<sup>85</sup> The second FTE with emergency vehicle training can be a supervisor, intended to provide backup in the event of PTO or vacancies.



## Recommendation 18: Incorporate Fleet Maintenance at the beginning of the vehicle replacement process.

The City of Hutchinson budgets and plans for vehicle and equipment purchases out of the Municipal Equipment Replacement Fund. The MERF is a special revenue fund that receives transfers from the General Fund and enterprise funds to program equipment replacements with an estimated cost greater than \$10,000 for the next five years.<sup>86</sup> In 2021, spending on replacement equipment in vehicles was budgeted at \$1.72 million across all departments and the MERF had a projected fund balance of \$3.04 million.<sup>87</sup>

Each year as part of the annual budgeting process, the Finance Department works with other departments to update the MERF and identify the vehicles and equipment that will be replaced in the next year as well as planned replacements for later years. According to staff, departments submit requests for what vehicles need to be replaced and those requests are prioritized based on need and available resources to develop the annual replacement list. After this initial list is developed, Fleet Maintenance staff will review and provide feedback.

Establishing a regular vehicle replacement cycle and process is a best practice for asset management. However, due to the variety of types of vehicles and equipment used by local government fleets, it is difficult to establish a standard replacement cycle across the whole fleet. Some vehicles, like police patrol cars, require more frequent replacement due to the demands placed on them and the heavy use compared to a similar vehicle. Other vehicles might be able to last beyond their projected life because of low maintenance costs or proper upkeep by operators. According to the American Public Works Association, in order to evaluate whether a vehicle is in need of replacement, organizations need to consider a variety of factors:<sup>88</sup>

- **Age** – How long the vehicle has been in service
- **Miles or Hours** – For on-road equipment, the number of miles driven; for off-road equipment or assets that spend most of their time idling, the number of hours operated
- **Type of Service** – What the vehicle is being used for, administrative sedan versus patrol car
- **Reliability** – How frequently an asset is in need of repair
- **Maintenance and Repair Cost** – How much the cost of maintenance is relative to the purchase price of a new asset
- **Condition** – Body condition, rust, accident history, or anticipated repairs
- **Operational Efficiency** – If replacing a piece of equipment improves the level of service or efficiency of staff

These factors can allow for a data-driven assessment of the overall fleet and individual fleet assets to determine the appropriate time to replace a vehicle or piece of equipment. The City's fleet management system, Computerized Fleet Analysis (CFA), tracks this data associated with each. The Public Works Department has used data from CFA to identify the vehicles in need of replacement and to help prioritize internally between needs in different divisions. According to staff, this has helped them better utilize vehicles that were being underutilized, extend the life of some assets, and identify when the cost of retaining a vehicle is higher than the cost to replace it. This model of asset management and vehicle replacement should be extended to other City departments.

In order to best utilize fleet assets, the Finance Department should work with Fleet Maintenance staff to develop the initial list of MERF replacements at the beginning of the annual budget process. Data tracked in CFA should be used to develop a replacement list that is based on the performance of each fleet asset as well as the ideal replacement time

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<sup>86</sup> City of Hutchinson, 2021 Adopted Budget, Page 228

<sup>87</sup> City of Hutchinson, 2021 Adopted Budget, Page 229

<sup>88</sup> Government Fleet, Catching Up on Vehicle Replacements, <https://www.government-fleet.com/157815/catching-up-on-vehicle-replacements>

to maximize the useful life of the asset and minimize the cost to the City. This data-driven approach can help to better utilize fleet assets and reduce maintenance costs across the fleet. This data can also inform a fix versus replace criteria for evaluating an expensive repair on an asset. Using CFA data can help the City evaluate if it is appropriate to continue repairing a vehicle or if it should be replaced in the next MERF process.

After this initial list is developed, Fleet Maintenance and Finance staff should present it to the departments and then department staff should be given the opportunity to provide feedback and input on the replacement list. The qualitative information that department staff can provide is essential to the replacement process and should be encouraged. The departments using the assets are the ones that will be able to explain operational impacts of replacing vehicles, which is an important factor in the replacement process. Ultimately the final list of replacement vehicles included in the MERF should have buy in from all City departments and balance the operational needs of departments with the data-driven optimization of assets that Fleet Maintenance can provide.

**Recommendation 19: Work with Public Works Superintendents and other City staff to ensure operators are performing required pre- and post-trip inspections.**

Regular vehicle inspections can improve safety for vehicle operators and other road users as well as to help identify needed maintenance or repairs in a timely fashion.<sup>89</sup> Inspections are a best practice in fleet management and a requirement for operators with a Commercial Driver's License (CDL). Inspections should occur both before an operator begins using the vehicle and after they are done for the day. Pre-trip inspections typically include a short visual inspection of the outside of the vehicle, under the hood to assess fluid levels and components, and inside the vehicle to assess equipment and supplies.<sup>90</sup> Post-trip inspections typically include a review of tires, lights, windows, interior systems, brakes, gauges, and other issues, noises, or smells.<sup>91</sup>

In the City of Hutchinson, operators have been inconsistent in performing pre- and post-trip inspections, especially in the Public Works Department. According to staff, there is a form that operators are supposed to fill out, but this information is not provided to the Fleet Maintenance Division. The information collected on inspection forms is important to Fleet Maintenance because it can help identify issues with a vehicle before they become major repairs or require the vehicle to be out of service for an extended period of time. In addition, they can be valuable management tools for supervisors when multiple operators use the same vehicle, because forms can help to identify when issues occur and can help supervisors correct issues with individual operators. The following table shows the common items that are included in the pre- and post-trip inspection forms.

**Table 27: Inspection Items for Pre- and Post-Trip Inspections**

Frequency	Pre-Trip Inspection	Post Trip Inspection
Daily	<ul style="list-style-type: none"> <li>• Lights and Reflectors (Headlights, Brake Lights, Turning Signals)</li> <li>• Tires (Check Inflation and Tread Wear)</li> <li>• Windshield, Windows, Mirrors, and Windshield Wipers</li> <li>• Body Damage</li> <li>• Seats, Seatbelts, and Safety Restraints</li> <li>• Emergency Equipment and Medical Kits</li> <li>• Climate Control System</li> </ul>	

<sup>89</sup> Kansas Department of Revenue, Kansas Commercial Driver's License Manual, Page 37, <https://www.ksrevenue.org/pdf/cdlhandbook.pdf>

<sup>90</sup> Kansas Department of Transportation (KDOT), Pre-Trip Inspection Form, [http://www.ksdot.org/Assets/wwwksdotorg/bureaus/burTransPlan/pubtrans/word/Daily Pre-Trip Inspection Form - 0807 Updated 2012.doc](http://www.ksdot.org/Assets/wwwksdotorg/bureaus/burTransPlan/pubtrans/word/Daily%20Pre-Trip%20Inspection%20Form%20-%200807%20Updated%202012.doc)

<sup>91</sup> Kansas Department of Transportation (KDOT), Post-Trip Inspection Form, [http://www.ksdot.org/Assets/wwwksdotorg/bureaus/burTransPlan/pubtrans/word/Daily Post-Trip Inspection Form.doc](http://www.ksdot.org/Assets/wwwksdotorg/bureaus/burTransPlan/pubtrans/word/Daily%20Post-Trip%20Inspection%20Form.doc)

Frequency	Pre-Trip Inspection	Post Trip Inspection
	<ul style="list-style-type: none"> <li>• Radio or Communication System</li> <li>• Gauges and Warning Lights</li> <li>• Overall Cleanliness (Interior and Exterior)</li> </ul>	<ul style="list-style-type: none"> <li>• Brake Defects</li> <li>• Steering Issues</li> <li>• Unusual Noise or Smell</li> </ul>
<b>Weekly</b>	<ul style="list-style-type: none"> <li>• Fluids (Check Level of Oil, Radiator Fluid, Windshield Washer Fluid, Power Steering Fluid, Brake Fluid, and Transmission Fluid)</li> <li>• Battery (Check fluid level, Cables, and Connections)</li> <li>• Belts (Check for Cracks or Wear)</li> <li>• Exhaust System (Check for Leaks or Damage)</li> <li>• Hoses (Check for Leaks)</li> </ul>	

The Fleet Maintenance Superintendent should work with Public Works Superintendents and other City staff to improve the pre- and post-trip inspection process and ensure the data is being shared with the Fleet Maintenance Division. This should begin with operators of heavy trucks and equipment and expand based on the needs of the fleet. Fleet Maintenance will need to develop forms to collect information from the inspections; these can be set up as daily or weekly forms, but certain information will need to be collected daily even if the form is not submitted until the end of the work week. Completed forms should be provided to Fleet Maintenance or kept with the vehicle so mechanics can reference the inspection information.



## Parks and Facilities Department

The Parks and Facilities Department supports a wide array of services and amenities. However, there is a need to better establish performance management practices and work planning across the Department. As part of this, the Department should establish a formal facilities management function and restructure park maintenance staff to create a general labor pool that is cross trained to perform a variety of maintenance tasks. Across the Department there is also an opportunity to pursue cost recovery, ensuring that staff and City Council have a shared understanding of service level and revenue expectations. Similarly, there is a need to establish a shared vision and strategic direction for some of the services managed by the Department. The recommendations in this section are organized by management or maintenance area.

### MANAGEMENT AND STRUCTURE

#### Recommendation 20: Improve data-driven decision-making in the Parks and Facilities Department.

The most effective way to understand workload and to make service level decisions is to evaluate the performance of staff and workgroups using clear, quantifiable measures. Some Divisions within the Parks and Facilities Department, such as the Airport Division, use a data-based approach to inform operations, but there is a need to expand this practice to the entire Department. Expanding this practice will mean creating a culture of data-driven decision-making that can better inform staffing decisions and the service provided to the public. The Department will need to increase the awareness among staff of the importance of data collection and use clearly defined performance measures to evaluate programs.

According to the Society for Human Resource Management, successful organizations have a strong culture based on a shared set of beliefs, which are supported by strategy and structure. This allows employees to know what leadership expects of them, how they should respond to situations, and that they will be rewarded for embodying organizational values.<sup>92</sup> Creating a culture of data-driven decision-making will require the Department Director and other supervisory positions to discuss the importance of data with staff and use data to inform decisions.

The Department should develop a comprehensive approach to data collection by defining a series of performance measures for each Division that provide a clear sense of service delivery. Performance measurement allows an organization to demonstrate its efficiency and effectiveness in delivering programs or services. This data should also be used to improve performance and make changes in the day-to-day management of a service. Successful performance measurement should involve measures that are meaningful, accurate, reliable, and relevant. It should allow managers and supervisors to make real-time course corrections and adjustments. To enable successful performance measurement, accurate and reliable data must be collected and reviewed by the Department. In general, three types of measures should be developed:

- **Workload Measures** – Workload measures represent the completed activity or effort of a program. These may also be referred to as an output measure since they indicate the amount of output produced by a program or service. Workload measures are expressed as numbers or counts; for example, the number of plumbing repairs made or acres mowed. However, workload measures do not provide an understanding of how well a service is provided because they lack the context of things like demand, quality, or the ability of staff.

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<sup>92</sup> Society for Human Resource Management (SHRM), Understanding and Developing Organizational Culture, <https://www.shrm.org/resourcesandtools/tools-and-samples/toolkits/pages/understandinganddevelopingorganizationalculture.aspx>

- **Efficiency Measures** – Efficiency measures reveal how well a service is using its budget or staff resources. These measures are often expressed as a ratio between the amount of input and the amount of output; for example, labor hours per acre mowed or the number of work orders completed per Technician. These types of measures help show the performance of an operation over time or in comparison to other organizations.
- **Effectiveness or Outcome Measures** – Effectiveness measures demonstrate how well a service is accomplishing its objectives and fulfilling the purpose for which it exists. These measures describe the quality, impact, and outcome of a service. As such, they are generally the most difficult to measure. Parks effectiveness measures include the percentage visitors rating the parks as good or excellent or time to perform preventative facilities maintenance.

Each Division should be expected to collect relevant data to understand the workload, efficiency, and effectiveness of their programs. The Director and other Department leadership should commit to making decisions using that data, which shows the importance of data and performance when it comes to resource decisions. Data will need to be collected and stored in a centralized place to ensure consistency and to better analyze and act on data in a timely manner. For the Parks and Facilities Department this will mean investing in a shared program that can store data related to parks as well as the detailed information for buildings and facilities.

Improving data-driven decision-making and work planning will require full support and close management from the Director of Parks and Facilities as well as accountability from the City Manager. It is critical for both Department and City leadership to regularly review and analyze performance data to ensure service level expectations are being met and that resources are being used effectively. The Department reports on some measures as part of the annual budget process including park expenditure per capita, park expenditure per acre, trees planted, and cemetery plots sold. However, it is appropriate to expand this to incorporate additional data or develop annual reports like the Public Works Department. The following table shows examples of performance measures for each of the Department's program areas; more sample measures are provided in Appendix C.

**Table 28: Sample Parks and Facilities Performance Measures**

Program Area	Sample Performance Measure
<b>Facility Management</b>	Number of facilities maintenance work orders completed by trade
	Work orders completed by facilities maintenance staff
	Percentage of asset management plan tasks completed on time
<b>Park Maintenance</b>	Number of acres mowed
	Trees and plants planted per park maintenance staff
	Community survey rating of quality of parks and open space
<b>Cemetery</b>	Percentage of plots available
	Average cost to inter
<b>Zoo</b>	Number of visitors
	Cost per animal treated in the rehabilitation center
	Community survey rating of quality of Hutchinson Zoo
<b>Golf Course</b>	Number of rounds played
	Revenue per playable day
<b>Airport</b>	Number of airport operations
	Work orders completed by airport operations staff
	Cost recovery rate for airport operations

By collecting data, regularly analyzing trends, and reporting information to decision-makers, the Department can better determine whether service levels are appropriate, whether staffing adjustments are necessary, or if different program offerings are necessary.

### **Recommendation 21: Enhance work planning for park maintenance and facilities management.**

The Department should also improve the annual work planning process. Each Division within Parks and Facilities has a different approach to work planning. Some Divisions, like the Golf Course or Zoo, have detailed maintenance cycles and performance expectations while others do not have the same detailed approach. Improving work planning will ensure that staff are efficient and effective. The performance measurement data discussed in the previous recommendation should inform work planning and changes to how staff are deployed, or resources used.

Work planning generally has five components: service level targets, tasks to be accomplished, a schedule, estimated labor hours, and assigned personnel. For parks maintenance it is also appropriate to incorporate condition and weather into work planning, for example, mowing frequency varies seasonally based on rainfall and planting must also be completed based on weather conditions.

Service level targets should be based on the specific maintenance and operational needs of individual assets, grounds, or programs. For example, irrigation systems need to be flushed annually in the fall to prevent burst pipes and ensure proper functioning for the following spring.

Maintenance and operational tasks should describe the specific assets that need to be maintained throughout the year as well as the general workload associated with directly serving customers and visitors. This can include recurring tasks like mowing greens at the Golf Course or annual tasks like cleaning the otter exhibit. The intention of documenting these tasks is to clarify staff expectations for what it takes to provide the desired service level. For major equipment such as HVAC systems, the manufacturer guidelines can be used to inform preventative maintenance schedules and standard operating procedures.

Using the list of maintenance and operational tasks, the Department should develop a schedule for when tasks will occur. It is important to proactively schedule when preventative maintenance will occur to balance workload throughout the year or to ensure tasks are being accomplished as other service demands, like summer camps at the Zoo or baseball and softball league seasons, put pressure on staff capacity.

Superintendents and Supervisors should also estimate the labor hours required to accomplish the tasks laid out in the Department's work plan. These estimates are critical to informing scheduling and how to allocate staff throughout the year. One of the best ways to estimate future labor hour requirements is to measure how long staff take to perform existing assignments. This is best accomplished by implementing a work order system, as will be discussed in a later recommendation.

Finally, the Department should understand who will perform the assigned maintenance or operational tasks, including whether contractors or seasonal staff will be necessary. Parks and Facilities currently relies on contracting and seasonal staff for some functions, such as mowing, which can help manage seasonal workload demands or specialized functions. Understanding the time commitment and scheduling should inform who is responsible for maintenance tasks and what services should be performed by contractors or seasonal staff. Assigning tasks as part of an annual work planning process can also help improve cross-training, skill building, and collaboration among crews.

## Recommendation 22: Create a formal facility management function under the leadership of the Assistant Director of Parks and Facilities.

The Department's Park Operations Division is responsible for maintenance and facility management at all City-owned buildings and structures. This work includes electrical work such as wiring and panel repair, plumbing fixture and pipe replacement, general carpentry tasks, concrete work, and general maintenance and repair for features like picnic shelters, zoo exhibits, and basketball courts. In addition to facility management, staff complete construction projects that would otherwise be funded through the City's CIP; recent examples include the installation of a pickleball court and the remodel of the kitchen at the Hutchinson Municipal Airport. According to data provided by the City, Parks and Facilities is responsible for facility maintenance at 59 City-owned facilities including the Hutchinson Zoo, City Hall, Fire Administration and Command Training Center, and Memorial Hall. A complete list of facilities is included in Appendix B. In addition to these facilities, the Department is responsible for restrooms, gazebos, picnic shelters, storage buildings, tennis courts, splash pads, and other structures located in the City's 26 park sites.

The Division is staffed with 12 FTEs, who have specializations and expertise in a variety of facilities functions. The Superintendent manages requests from other City staff, preventative maintenance scheduling, and execution of construction projects. Four positions report to the Construction and Maintenance Foreman, who acts as a jobsite lead for construction or remodel projects. The Master Electrician, Master Plumber, and Master Mechanic HVAC positions are tasked with both maintenance of current systems as well as assisting with remodel and installation of new mechanical, electrical, and plumbing infrastructure in facilities. According to staff, as part of capital projects the City will often work with contractors to allow City staff to install these systems during construction rather than paying a contractor to do so. The Facilities Worker manages Memorial Hall and maintenance of the City's splash pads. The Park Janitorial Worker is responsible for custodial duties in park facilities and the Park Operations Superintendent also manages part time staff who perform custodial duties in other buildings. The following figure shows the structure of the Park Operations Division.

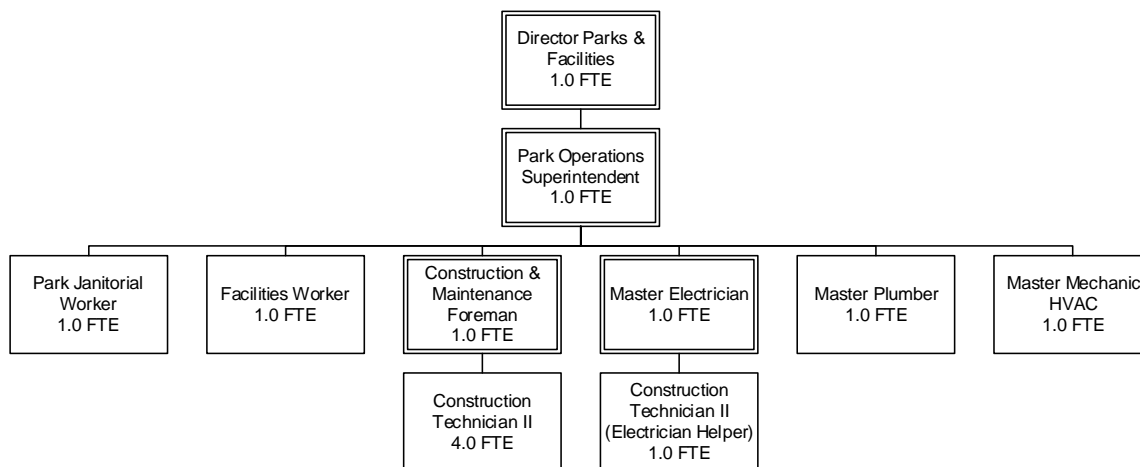


Figure 24: Park Operations Division Structure, 2021

Currently, the Department is highly reactive to facility maintenance needs, workload is driven by requests from other departments and construction projects, with little capacity for preventative maintenance. There are also no clear inventories of facility maintenance needs or facility information. For example, the Division does not have a readily available summary of the square footage at the facilities for which they are responsible. Facilities also have deferred maintenance needs; staff noted that the roof, HVAC system, and floor at Memorial Hall is in need of repair but there is not a clear plan to address those repairs.

As discussed in Recommendation 13 asset management is the practice of inventorying, assessing, and prioritizing maintenance to maximize the life of capital assets. Properly managed assets can increase their lifespan through regular maintenance and investments. Deferred maintenance and a lack of dedicated resources often result in premature asset failure and reduce the effectiveness of investments in assets like buildings. This practice of asset management needs to be extended to City-owned buildings and facilities.

The Department should inventory all City-owned buildings and facilities, capturing information such as square footage and age of systems like HVAC and roofs. Creating a comprehensive inventory of facility assets is an important first step in asset management. In addition, the City should assess the condition of each facility to understand needed repairs and preventative maintenance. This initial facilities assessment may need to be completed by a contractor to collect the information in a reasonable timeframe and to ensure consistent data collection. Data should be captured in a single software system and available to all facilities management staff.

Once this inventory and an assessment of the current condition of facilities is completed, the City should create an asset management plan for all City-owned facilities. This should inform annual work planning for the Division and preventative maintenance schedules. The City will need to create clear preventative maintenance schedules and standards for all buildings and mechanical, electrical, and plumbing infrastructure.

The International Facility Management Association (IFMA) is a professional association that aims to advance the profession of facility management through education, research, and industry leading publications.<sup>93</sup> The IFMA best practices target for preventative maintenance is to spend 65% to 85% of all maintenance costs on preventative maintenance.<sup>94</sup> Some agencies translate this approach into a labor hour ratio of proactive work hours versus reactive work hours, and aim to have a ratio greater than 100%.<sup>95</sup> A ratio of more than 100% would mean that more time is being spent on preventative maintenance than reactive repairs. The most effective approach to extending the life of assets is to ensure that adequate time is committed to preventive maintenance activities, while ensuring that facility failures and condition issues are still addressed in a timely manner.

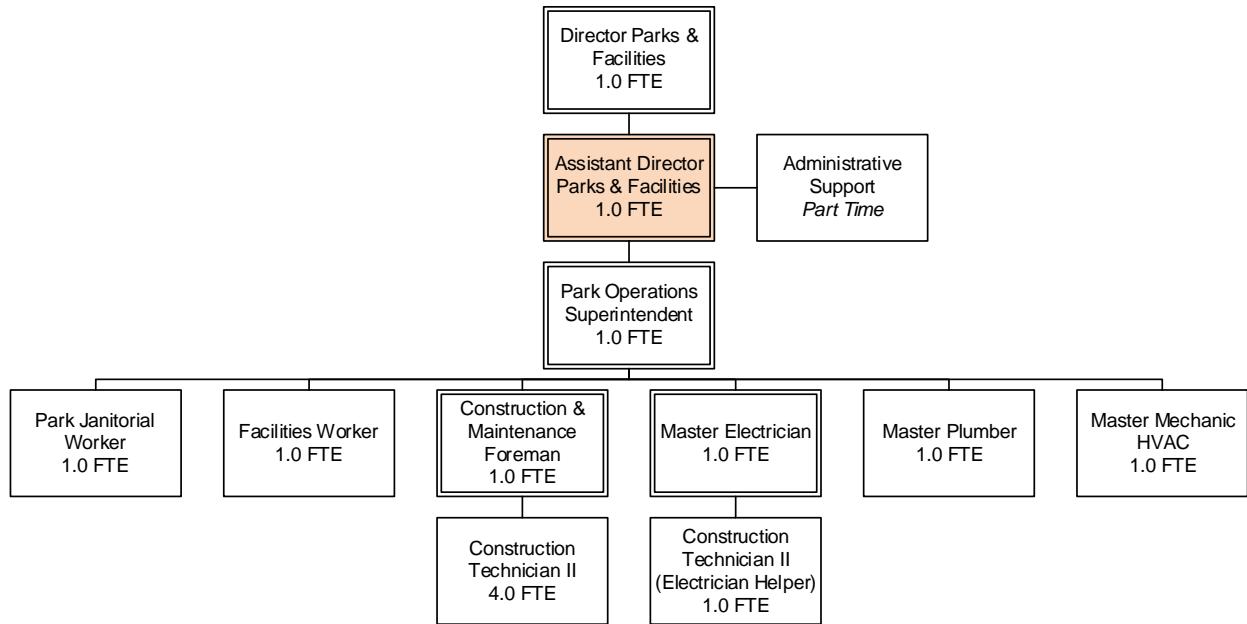
In order to create capacity for asset management and improved preventative maintenance work planning, the City should restructure the Park Operations Division to report to the Assistant Director of Parks and Facilities. This will provide the capacity necessary to support developing asset management plans for City facilities and the position can work with other departments as needed to understand the inventory and condition of the City's facility assets. The Division should also shift its focus to prioritize maintenance, including the Foreman and Technicians primarily focused on construction projects. These positions should devote more time toward preventative maintenance and assist with the inventorying and condition assessment of City facilities. The following figure shows the recommended structure with restructured positions highlighted in orange.

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<sup>93</sup> International Facility Management Association (IFMA), About Us, <https://www.ifma.org/about/about-ifma>

<sup>94</sup> International Facilities Management Association (IFMA) Foundation, Benchmarking for Facility Professionals, Page 94.

<sup>95</sup> Fairfax County, Virginia, FY2021 Advertised Budget Plan: Facilities Management Department Performance Measures, <https://www.fairfaxcounty.gov/budget/sites/budget/files/assets/documents/fy2021/advertised/pm/08.pdf>



**Figure 25: Recommended Park Operations Division Structure**

This restructuring should create a formal facilities management function with a primary focus on maintenance and repair of City-owned buildings. The use of staff for capital construction projects should be limited as will be discussed in Recommendation 26. Developing formal asset management plans for the City's facilities may require engaging a contractor to develop condition assessments for City buildings but this will help inform preventative maintenance and capital investments to maximize the useful life of these facilities. This restructuring is not expected to have a financial cost to the City; the Assistant Director currently supervises two part-time administrative assistant positions and this additional responsibility is within their skillset and job expectations.

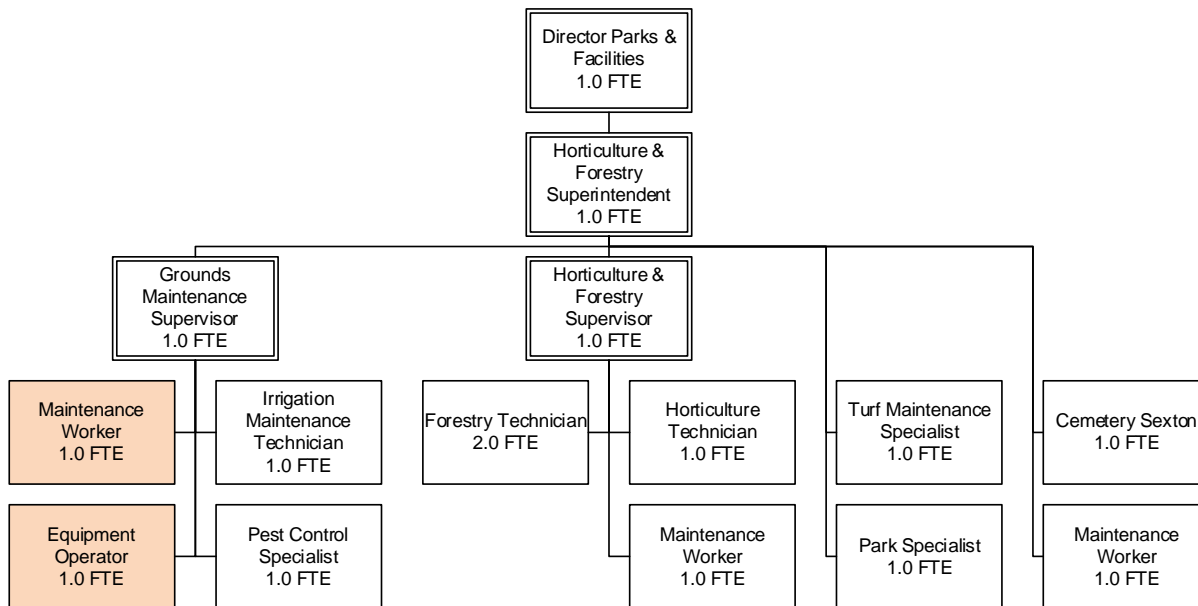
To create further capacity within the Division, the City should consider contracting custodial services. Contracting this work would allow the Division to redeploy the FTE currently assigned to park custodial work and reduce the supervisory demands on the Superintendent who currently manages part-time custodial staff.

**Recommendation 23: Establish a general labor pool for park maintenance tasks and restructure the Horticulture and Forestry Division.**

The Horticulture and Forestry Division is responsible for the maintenance of grounds at City parks and facilities as well as maintenance and preparation of athletic fields. This includes responsibility for mowing, irrigation system maintenance, and maintenance of trees on City-owned property. Athletic field maintenance involves two primary facilities, the Fun Valley Athletic Complex and the Hobart-Detter Baseball Field in Carey Park as well as fields at four other City parks. The Division is also responsible for the operation and maintenance of the City-owned Eastside Cemetery as well as ditch maintenance, which they took over from Public Works in 2019.

The Division is separated into two work groups, grounds maintenance and horticulture and forestry. The Grounds Maintenance Supervisor manages mowing at all parks and facilities, which involves a group of seasonal staff as well as contractors for some parks. The two positions responsible for ditch maintenance are part of the grounds maintenance workgroup as well as the irrigation technician and the pest control specialist, who sprays to prevent weeds and invasive species. The horticulture and forestry workgroup is responsible for tree maintenance, as well as the landscaped beds at facilities around the City. They also operate a greenhouse to grow plants for the spring planting season. Four positions who are responsible for athletic field maintenance and the City-owned cemetery report directly to the Superintendent. The following figure shows the current structure of the Division.





**Figure 26: Horticulture and Forestry Division Structure, 2021**

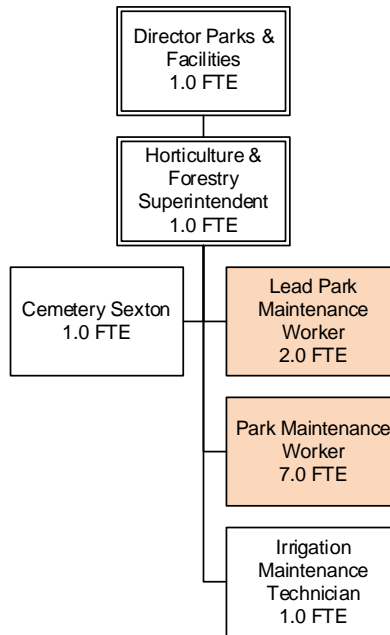
As discussed in Recommendation 7 the two positions responsible for ditch maintenance, highlighted in orange, should be relocated to the Streets Division of the Public Works Department to allow for a comprehensive approach to stormwater management. These positions should also be funded out of the Stormwater Fund because of their important role in maintaining a key piece of stormwater infrastructure. These positions were Equipment Operators when they were transferred to Parks and Facilities, but one position was reclassified to a Maintenance Worker in the 2021 budget.

The current staffing approach to horticulture and grounds maintenance has resulted in staff being siloed into specialized responsibilities. This reduces the amount of collaboration, cross training, and resource sharing that occurs within the Division. A small span of control may be necessary on the jobsite as work is being completed or projects executed but formal supervisory authority should not be artificially limited to a set number of reports.

In order to maximize the available resources in the Division, the Department should establish a general labor pool of Park Maintenance Workers who can perform all the various tasks involved in grounds, athletic field, and landscape maintenance. These specific maintenance tasks may vary but consolidating these responsibilities into a single labor pool and investing in cross-training efforts will result in a work unit that can capably adapt to most maintenance needs. Due to the specialized nature of the work and the need to be stationed at the Eastside Cemetery, the Cemetery Sexton position should remain separate from the general labor pool. However, the general labor pool should support cemetery operations as will be discussed in Recommendation 28.

The two Supervisor positions should be reclassified to Lead Park Maintenance Workers who lead crews at worksites, manage projects and seasonal staff, and execute work plans. This will create more capacity for the Division by shifting these roles from being primarily office based to primarily based at worksites. All staff in the Division should report to the Horticulture and Forestry Superintendent, who will be responsible for annual work planning and performance tracking. Below is the recommended structure for the Horticulture and Forestry Division; restructured positions are highlighted in orange.





**Figure 27: Recommended Horticulture and Forestry Division Structure**

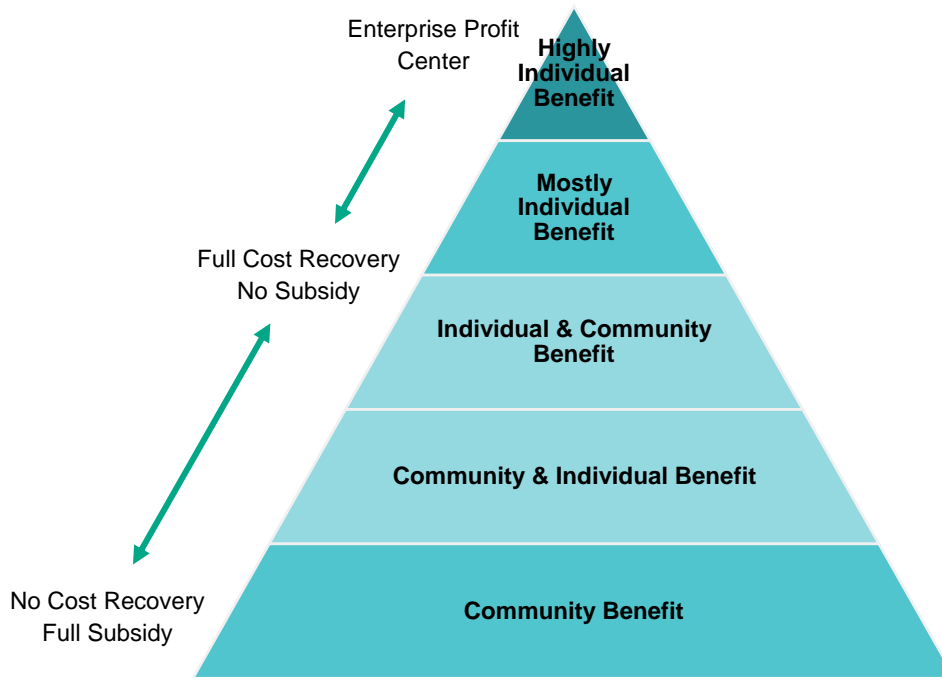
As part of creating a general labor pool, the Department will need to invest in cross-training and encourage resource sharing among the formerly separated workgroups. This should be done with a focus on creating cross functional teams to allow the Department to better address mowing, horticulture, and field maintenance. Each Lead Park Maintenance Worker and Park Maintenance Worker should understand the tasks and responsibilities associated with horticulture and grounds maintenance. Athletic field maintenance may be appropriate to assign to a staff member with experience in that area until other staff can be trained. The restructuring is not expected to have a budget impact but may reduce the need for future staff.

**Recommendation 24: Adopt a cost recovery policy for Parks and Facilities services.**

The City of Hutchinson does not have a formal cost recovery or revenue target for Parks and Facilities services. Fees are established for facility rentals, golf course usage, airport usage, and to purchase plots at the City-owned cemetery but these fees are not based on a target revenue levels or a percentage of the cost to provide these services. Some services like admission to the Hutchinson Zoo are free. Revenue levels are established during the annual budgeting process based on previous years, but not based on the cost of providing services.

Cost recovery policies are common methods for organizations to establish the amount of General Fund support for a program or service compared to user fees. It is a way for organizations to clarify at what level certain services are subsidized by all members of the community versus something that should be funded by the customers or users of a service. This can help to clarify the service levels for organizations and even establish additional revenue sources to support growth or enhanced service levels.

Cost recovery operates based on who derives a benefit from a particular service. Services are located on a continuum from full community benefit, meaning the service benefits the entire City, to full individual benefit, where benefits only accrue to the individual user of the service. In local governments, a way to conceptualize this is using a pyramid, where most services provide benefits to the whole community and very few, if any, services are entirely for individual benefit. The following figure shows the cost recovery pyramid and how benefit relates to subsidy.



**Figure 28: Cost Recovery Pyramid<sup>96</sup>**

The City of Salina, Kansas uses the cost recovery pyramid to define target cost recovery levels for different parks and recreation services.<sup>97</sup> Programs like community-wide special events, trails, or open space have no cost recovery target because they are community benefits. Shelter reservations, recreation classes, and camps or workshops have a 26% to 50% cost recovery target because they are a community benefit but have some individual benefit. Youth athletic leagues, fitness classes, or recreation trips have more of an individual benefit and the City targets a 51% to 75% cost recovery. Programs with a mostly individual benefit, like adult athletic leagues or special interest classes aim to have a 76% to 100% cost recovery. Finally, for highly individual programs like tournaments, party rentals, or golf course operations, the City aims to have 100% or higher cost recovery. Using these policy guidelines, the City establishes a fee schedule to capture the associated revenue for each program.

This methodology can be used on the program basis like in the City of Salina or at the facility level. In the City of Mission, Kansas, the Parks and Recreation Department established cost recovery targets for specific community centers and the City's aquatic center.<sup>98</sup> This allows each facility to adjust fees based on the unique demographics of their visitors and customers as well as the specific mix of services offered at each facility.

The City of Hutchinson should adopt a cost recovery policy for services offered by the Parks and Facilities Department. Parks and Facilities staff should work with the City Manager and Finance Director to inventory current services, evaluate each based on the cost recovery pyramid methodology, and engage the City Council to understand expectations and adopt the final policy. It may be appropriate to establish cost recovery targets at the facility or division level rather than for each service offered but all services will need to be inventoried and evaluated as part of the process.

<sup>96</sup> GreenPlay LLC, The Cost Recovery Pyramid, <https://greenplayllc.com/wp-content/uploads/2020/04/Cost-Recovery.pdf>

<sup>97</sup> City of Salina, Parks and Recreation Revenue and Pricing Policy, [http://www.salina-ks.gov/filestorage/18394/18534/Parks\\_and\\_Recreation\\_Revenue\\_and\\_Pricing\\_Policy\\_-\\_Final\\_plus\\_Program\\_List.pdf](http://www.salina-ks.gov/filestorage/18394/18534/Parks_and_Recreation_Revenue_and_Pricing_Policy_-_Final_plus_Program_List.pdf)

<sup>98</sup> City of Mission, Parks and Recreation Master Plan, <https://www.missionks.org/wp-content/uploads/2020/12/ParksandRecreationMasterPlan1573055423072916PM.pdf>

## FACILITIES MANAGEMENT AND PARK MAINTENANCE

### **Recommendation 25: Implement a work order management software system to support facilities management and park maintenance.**

The Parks and Facilities Department does not have a work order management software system to track work performed and labor hours spent on tasks. The Park Operations and Horticulture and Forestry Divisions use "green sheets" to track their time spent on specific jobs. These are paper timesheets that staff fill out at the end of their shift documenting the approximate time spent at different locations or performing different tasks. The data entered on these sheets is not compiled or regularly analyzed by supervisors or Department leadership.

The only software system being used to support facilities management or park maintenance is to support forestry management and tree inventory. The Horticulture and Forestry Division uses TreePlotter™, a software program that is used to inventory, map, and manage urban forestry canopies.<sup>99</sup> According to staff, the inventory of trees is limited to the trees on City-owned property that they have either planted or performed maintenance on. The system is being used to manage forestry work orders from trimming to removal. The Department has been evaluating software systems to manage work orders for other services and is interested in pursuing a version of TreePlotter built for park asset management. The City does not have an organization-wide asset management system, the Public Works Streets Division and Water and Sewer Maintenance Division use Lucity, the Fire Department has their own system, and the Airport Division uses their own system.

The Department should pursue implementation of a software program to manage work orders and performance tracking. However, it will be important that the software chosen is compatible with facility management needs. The detailed system and facility information associated with each City-owned building needs to be stored in a centralized place in order to inform work planning, track activity, and understand maintenance needs. This will be more important than integrations with the current TreePlotter program.

Ultimately, the software program used by the Department is not as important as the features offered by it to the facilities management function. Division staff need to be able to have a complete and comprehensive inventory of City-owned buildings including square footage and the types of space, use, accessibility, and condition. The program should be able to integrate with the City's GIS program in order to spatially map assets and understand where components are in each facility. The program should be able to offer workflow management including assigning work orders, data collection, and asset condition tracking. This should include the ability to auto generate work orders based on maintenance schedules and reminders if work orders are not completed.

The cost to implement a software program appropriate for facilities management may exceed the cost budgeted for the Department or for the current TreePlotter program. The Department should work with the Public Works Department to evaluate Lucity as a solution. Alternatively, if Lucity is not meeting the needs of Public Works, the Department could partner with Public Works to pursue a shared software solution. Partnering will be more cost effective for the City than having separate systems.

### **Recommendation 26: Establish a methodology for determining when construction projects are done with City staff versus contracted out.**

Park Operations Division staff are currently used to perform large construction and remodel projects as a cost savings method for the City. Examples of these projects include the installation of a pickleball court and remodeling the kitchen at the Hutchinson Municipal Airport. In addition, the City will work with contractors to adjust contracts so

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<sup>99</sup> Planit Geo, TreePlotter Software Suite, <https://planitgeo.com/treeplotter/>

that Park Operations staff perform trades work like installing plumbing and electrical systems on larger construction projects, as was done for the education center at the Hutchinson Zoo.

Park Operations staff are highly skilled and able to execute on these complex projects. This is a strength for the Division and organization. It is therefore understandable that the City would insource some of these capital projects and assign them to City staff rather than working with an outside contractor. According to staff this is often a way to get approval for projects in a tight budget environment, where the cost comparison of contracting is compared to the cost of parts and materials needed for Park Operations staff to perform the work internally.

However, this approach to deploying Park Operations Division staff has two major deficiencies. First, capacity within the Division is limited, so adding large projects takes staff away from performing preventive maintenance or responding to requests from other departments. There is an opportunity cost associated with deploying staff to work on construction projects when there is not sufficient capacity to complete both the projects and other assignments. Second, because of the other demands placed on Park Operations staff, the length of time to complete large construction projects is often delayed. According to staff, the City has received complaints about the delays associated with installing the new pickleball court at Rice Park. Compared to working with a contractor, there is a cost in delays and time for performing this work with City staff.

The City should develop a more detailed methodology for evaluating construction projects performed by City staff. This evaluation should include the estimated labor hours required by City staff as well as the cost of administrative overhead, equipment required, and materials. The labor hour estimate and administrative overhead can be used to calculate the personnel cost of completing a construction project with City staff and allow for a better comparison with using a contractor to complete the project. The timing of the project should also be considered; Park Operations may have more capacity to perform construction projects or remodels in the winter when there are less maintenance demands.

The choice to use City staff for construction should also involve a discussion of the tradeoffs associated with prioritizing the construction projects over other responsibilities and the estimated project length. Under the Park Operations Division's current staffing capacity there is a tradeoff between performing preventative maintenance on other assets, completing a new construction project or remodel, and the length of the project. Without assessing these tradeoffs, the full cost of insourcing cannot be compared to working with an outside contractor.

### **Recommendation 27: Explore contracting opportunities for forestry management.**

The Horticulture and Forestry Division currently has two Forestry Technician FTEs dedicated to forestry maintenance tasks. These positions manage all tree planting, trimming, and removal of trees on City-owned property. Staff also enforce the City's tree ordinance, which includes contracting for tree services on private property. Tree maintenance on private property is the responsibility of the property owner but the City uses the tree ordinance to enforce trimming for safety reasons or removal of diseased trees; if the property owner does not take care of the issue, staff will work with a contractor to perform the work and assess the cost to the property owner. Diseased tree inspection and management is also the responsibility of Forestry Technicians and the Horticulture and Forestry Superintendent.<sup>100</sup>

Tree maintenance tasks tend to be reactive, performing trimming or removal as staff notice issues with trees in City parks or as residents report issues with street trees or in other public areas. Regular inspection and enforcement of the removal of diseased trees is not occurring, instead staff rely upon residents to report issues with trees to the City.

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<sup>100</sup> City of Hutchinson, City Code Chapter 11 Trees and Shrubs, <https://content.civicplus.com/api/assets/eb3a3664-fc76-49fa-8662-18d1ceb91039?cache=1800>

The Division has had issues with recruiting and retaining Forestry Technicians. One of the two positions is currently vacant and has been since 2018. This results in reduced capacity and according to staff they are unable to address all the tree maintenance and planting tasks that they would like to.

This lack of capacity for tree maintenance work has led some Divisions to pursue contract tree maintenance support. According to staff, contractors have performed tree trimming and removal at both the Cary Park Golf Course and the Hutchinson Municipal Airport in the last two years.

Rather than continuing to perform forestry maintenance work with City staff, the Department should pursue a contract for all tree maintenance and forestry work on City-owned property. This will eliminate the need for other Divisions or Departments to contract with tree service contractors separately and, by contracting the function out, the City should be able to get a more competitive rate than contracting for one property at a time. The contract should include a periodic inspection of the City's tree inventory to inform annual work plans for the contractor, including the identification of diseased trees and trees in need of trimming or removal.

After contracting out forestry management, the two Forestry Technician positions can be reclassified to Park Maintenance Workers and added to the general labor pool discussed in Recommendation 23. Redeploying these positions to other horticulture and park maintenance tasks will create additional capacity for the Division without adding new staff. These positions should be cross trained to perform park maintenance tasks like mowing, athletic field maintenance, and landscaping. Tree planting may still be appropriate to perform with City staff depending on workload and equipment.

**Recommendation 28: Improve cemetery operations by documenting procedures and ensuring adequate coverage.**

The Horticulture and Forestry Division is responsible for the operation and maintenance of the Eastside Cemetery, which is owned by the City. The Cemetery Sexton is assigned to this work and interacts directly with the public, sells plots, and works with the mortuary to assist with services. This work includes digging graves using heavy equipment and routine maintenance around the markers in the cemetery. The Cemetery Sexton is currently the only position with knowledge of cemetery operations and is often working individually, even when digging graves or operating machinery. There is also no coverage for this position when they are out of the office on vacation or sick leave, or when services are needed outside of normally scheduled hours.

This approach to cemetery operations is an issue for several reasons. First, it creates safety concerns for the Cemetery Sexton because they are often working by themselves; if an accident or injury occurred no one is there to assist. Second, the process and documentation for the cemetery is paper driven or not documented. This means that if the Cemetery Sexton were to leave the organization it will be difficult for someone to fill in and take over. Lastly, the current staffing approach leads to delays in maintenance on cemetery grounds. This represents a decrease in service level for visitors to the cemetery.

The Department should improve cemetery operations by documenting procedures, ensuring adequate backup or coverage for the Cemetery Sexton, and exploring technology solutions to update processes. The Cemetery Sexton should create standard operating procedures for the duties associated with managing the cemetery and working with the public. These should be shared with the Superintendent and Department leadership to ensure that the knowledge is being captured.

The Cemetery Sexton should work with the Horticulture and Forestry Superintendent to use the general labor pool of Park Maintenance Workers discussed in Recommendation 23 to assist with regular maintenance at the Eastside Cemetery. This should include mowing, tree trimming, spraying for weeds, and maintenance of markers. Coverage

should include providing backup when the Cemetery Sexton takes paid time off or if additional assistance is needed on the weekends or holidays. Routine cemetery maintenance should be incorporated into work planning for the Division.

Improvements to the cemetery services should be funded through the revenue collected by cemetery operations. Over the last five years the revenues collected have increased by 68%. According to data provided by the City, revenues through September 2021 have averaged over \$26,000 annually. The following table shows the revenues collected by the City for 2017 to 2021.

**Table 29: Eastside Cemetery Revenues, 2017 to 2021**

Cemetery Revenues	2017 Actual	2018 Actual	2019 Actual	2020 Actual	2021 Year to Date	Percent Change 2017 to 2021
Eastside Cemetery Charges	21,407	15,988	16,691	42,095	35,960	68%

This revenue should be adequate to support pursuing technology solutions for documenting cemetery operations. Alternatively, revenue could support a temporary employee to help with digitizing records and capturing current processes.

**Recommendation 29: Explore contracting and staffing opportunities to consolidate mowing at Public Works sites and Parks and Facilities sites.**

Responsibility for mowing open space and grounds at City-owned facilities is performed by the Horticulture and Forestry Division as well as staff in the Public Works Department, Golf Course Division, and Airport Division. The Water and Wastewater Treatment Division mows grounds at the City's water treatment plant, wastewater treatment plant, 16 wellhouses, 33 lift stations, and water towers. The Airport Division mows the grounds at the Hutchinson Municipal Airport and Golf Course Division staff perform various mowing duties to maintain the different features of the golf course. Mowing is also performed as part of levee and ditch maintenance but, as discussed in Recommendations 9 and 10, other maintenance is performed as part of that work and should be managed in conjunction with overall flood control and stormwater management activities.

The Parks and Facilities Department is responsible for mowing grounds at the remaining City facilities as well as parks and athletic fields. According to data provided by the City, this includes 105 distinct mowing sites totaling approximately 226 acres. The largest of the locations is Carey Park which encompasses 67.4 acres and is split into 30 distinct mowing sites. The inventory data for mowing responsibilities is incomplete; acreage was not available for 12 of the mowing sites maintained by the Parks and Facilities Department and 10 sites maintained by other Departments or contractors.

The Department uses a mix of full-time staff and seasonal staff to support mowing operations. According to staff, the goal is to mow non-irrigated sites every 14 days and irrigated sites every seven days during the growing season. Full time staff in grounds maintenance currently perform ditch maintenance and assist with mowing responsibilities as needed. Other staff in the Horticulture and Forestry Division either do not perform mowing duties regularly or perform mowing as needed for athletic field maintenance. The Department works with contractors to perform mowing at nine sites. According to staff, this was done for outlying sites that are more difficult to incorporate into a regular route. The following park sites are mowed by contractors:

- Bernard White Park
- Countryside Park
- Crescent Park



- Garden Grove Park
- Green Street Park
- Herman Bunte
- Hyde Park
- Kisiwa Park
- SW Bricktown Park

The City's current approach to mowing presents a number of challenges. The current staffing approach spreads the responsibility for mowing across several workgroups in multiple departments. This results in duplicative equipment needs and in staff, like Water Treatment Operators, performing mowing rather than their core job responsibilities. Diverting skilled staff to perform mowing also means that the City is paying more for those staff to perform that service than they would otherwise.

The current staffing approach is not able to keep up with the performance expectation for mowing. According to staff, the Horticulture and Forestry Division is able to meet performance standards for the irrigated mowing sites due to the high priority placed on these sites, but they are unable to meet the 14-day mowing cycle for non-irrigated sites. In addition, staff have been unable to perform the edging and weed eating tasks associated with proper grounds maintenance.

The City should work to further consolidate mowing responsibilities and explore contracting options to meet service level expectations. Specifically, the mowing responsibility at Public Works facilities should be the responsibility of the Parks and Facilities Department and the City should work to identify a contractor to perform that service. Increasing the number of park sites mowed by contractors and coupling those contracts with Public Works sites like wellhouses and treatment plants may be a more cost-effective contract and allow City staff to focus on other maintenance responsibilities. Staff in the Golf Course Division should continue to perform mowing for the Golf Course due to the specialized nature and high service level needed for that site. Mowing at the Hutchinson Municipal Airport should continue to be performed by Airport Division staff until a business development plan is completed as will be discussed in Recommendation 37.

## ZOO

### **Recommendation 30: Ensure adequate Zoo Keeper coverage at all five exhibit areas.**

Zoo Keepers provide animal care to 152 animals in five exhibit areas at the Hutchinson Zoo. In addition, they perform regular exhibit maintenance and cleaning, interact with visitors, and execute special projects like grooming, deep cleanings, and animal enrichment planning. Animal care is the most time intensive part of a Zoo Keeper's job duties, requiring regular feeding, enrichment activities, medication, monitoring, and documentation. Animals require care every day, regardless of whether the Zoo is open or closed, and each species of animal has a specific feeding and care plan. The maintenance of exhibits involves everything from cleaning and painting to minor repair, except for larger remodel or construction projects. Zoo Keepers are expected to perform all exhibit maintenance.

The project team reviewed protocols for animal care in each area of the Zoo as well as general expectations for Zoo Keepers. Although the details vary by exhibit area and animal species, the following is a list of standard daily tasks expected to be performed by all Zoo Keepers in each exhibit area:

- **Health Status** – Check animal health status and observe welfare throughout the day. Record and document observations for each animal
- **Food and Water** – Feed and water each animal based on specialized diets and schedules for each species and individual animal health status. Wash and sanitize dishes from previous day's feeding and water



- **Enrichment** – Provide enrichment items and training for each animal based on their specific schedule
- **Medication** – Give medication as needed for each animal
- **Exhibit Cleaning** – Sweep, mop, and disinfect exhibit floors or building floors. Remove all feces and debris from each exhibit. Monitor for rodents and address as needed
- **Exhibit Maintenance** – Ensure proper functioning of enclosures and exhibit areas, including maintenance on special features like aquariums or pools
- **Visitor Area Cleaning** – Clean exhibit windows, benches, and check for cobwebs, dust, or tripping hazards
- **Special Projects** – Perform scheduled deep cleanings and projects, including helping other keepers with larger projects
- **Guest Services** – Interact with guests as time allows and participate in education programs as requested

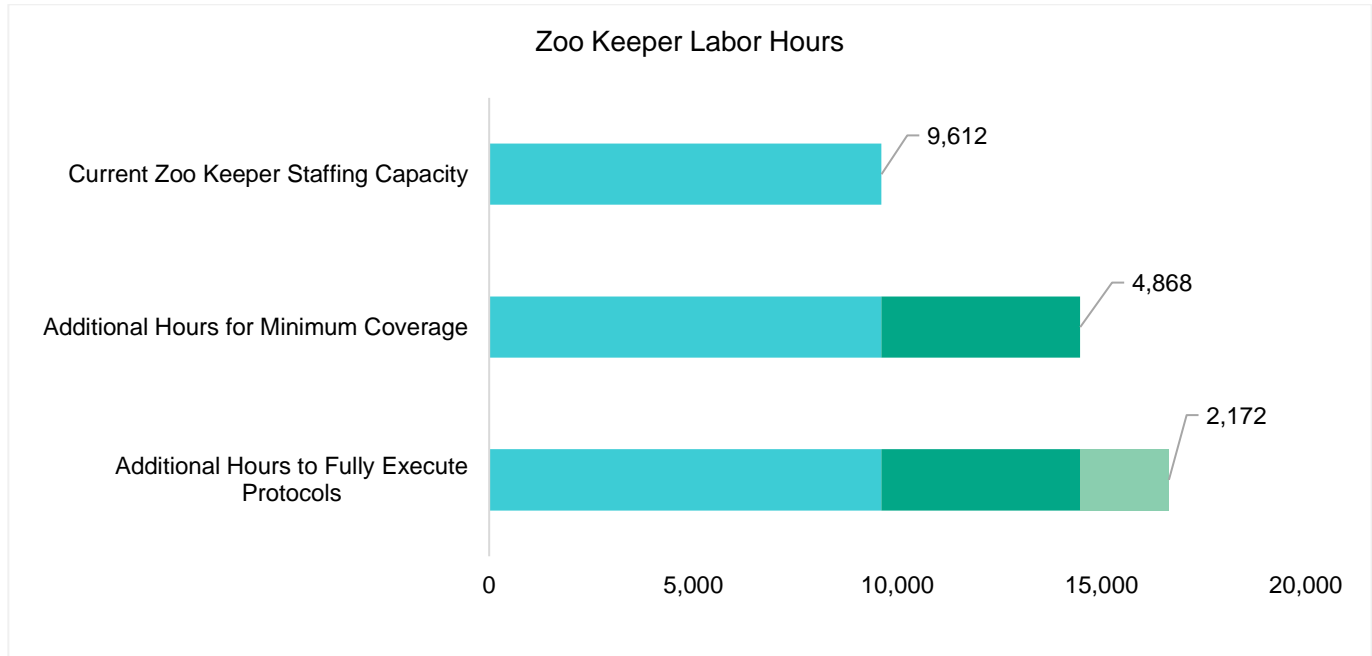
Zoo Keepers are assigned to one of five exhibit areas, each with a different group of animals. Generally, each species has its own enclosure within an exhibit area, but in some cases, like the Bird Exhibit, several species share the same enclosure. The Reptile Exhibit has 68 individual animals. The Large Mammal Exhibit includes six bison, two porcupines, one badger, twelve prairie dogs, and five other species. The Small Mammal and Otter Exhibit has three river otters, five beavers, two bobcats, four foxes, six waterfowl, and three shorebirds. The Mini-Farm Exhibit includes donkeys, mini horses, goats, and llamas. The Bird Exhibit has three eagles, five owls, three hawks, one crane, one merlin, and three vultures. The Otter Exhibit is the newest structure at the Zoo with construction completed in 2020.

The Zoo is open to the public from 10:00 AM to 4:45 PM every day except for New Year's Day, Thanksgiving Day, and Christmas Day. Due to animal care and maintenance needs, staff work an eight-hour shift schedule, typically arriving at 8:00 AM and working until 5:00 PM. In order to cover the full week, staff have a staggered schedule with each Zoo Keeper working a different schedule. The current staffing approach is to have a Zoo Keeper assigned to each exhibit every day. This approach creates enough capacity to provide high level animal care specific to the various species in each exhibit. However, due to staffing constraints, the Zoo often operates with fewer than five Zoo Keepers, requiring staff to cover more than one exhibit area during a shift. According to staff, current staffing levels support keeping a minimum number of three Zoo Keepers per shift but there have been times they have operated with two due to vacancies and leave.

The current staffing level impacts the Division in several ways. First, Zoo Keeper staffing does not account for the seven day a week operation of the Hutchinson Zoo. Five Zoo Keepers can cover the five exhibit areas for a five day work schedule, but animals require care every day of the week. In addition, the department is ill equipped to provide coverage for employee leave, such as vacation, training, personal time, and sick leave. Therefore, when a staff member takes time off, Zoo Keeper staffing goes below the adjusted minimum of three Zoo Keepers. This approach also requires staff to cover more than one exhibit area, meaning there is less capacity to perform all the animal care and maintenance tasks for each exhibit area. Appropriately, staff focus their time on animal care, but this reduces the frequency of maintenance tasks. Over time this results in more reactive work with staff responding to issues after they occur rather than performing preventative maintenance. Reduced maintenance can also impact animal care over time because the features of each enclosure allow for the safe handling, movement, and care of animals. Well maintained exhibits and enclosures ensure the safety of both staff and animals.

To determine the staffing levels required to meet both the Zoo protocols for animal care and exhibit maintenance, the project team completed a site visit to the Hutchinson Zoo, interviews with each member of the Division, and worked with staff to identify the number of hours needed to meet their protocols in each exhibit area. Each staff member was asked to estimate the time it would take to complete the tasks outlined in each protocol and ensure sufficient coverage for animal care. The project team also calculated the labor hours necessary to achieve the

minimum coverage of a Zoo Keeper assigned to each exhibit area. This allowed the project team to determine a gap between available labor hours and the number of labor hours required to meet minimum coverage and to execute protocols. Currently, 2021 budgeted staffing provides for approximately 9,612 hours of Zoo Keeper labor capacity if fully staffed. The following figure summarizes the additional labor hours needed for minimum coverage and to fully execute protocols.



**Figure 29: Zoo Keeper Labor Hour Capacity Summary**

Having identified the number of labor hours necessary to meet minimum exhibit coverage and to fully execute protocols, it is necessary to determine the appropriate staffing to account for normally occurring leave and minimize disruption to animal care and maintenance. The project team developed a staffing factor to identify the number of additional Zoo Keeper FTEs needed to account for leave. A staffing factor is an inflator that identifies the number of total FTEs that must be hired to staff a fixed position while allowing time for vacation or sick leave. For example, a typical full-time employee is scheduled to work 2,080 hours per year, but due to vacation and sick leave, that employee may only work 1,700 hours. Therefore, to staff a position for the full 2,080 hours per year, 1.22 FTEs would be needed (2,080 hours divided by 1,700 available hours).

To determine the applicable staffing factor for the Hutchinson Zoo, the project team analyzed the leave used by full time staff for calendar years 2019 and 2020 to determine average annual paid time off usage. Based on this analysis 1.08 FTEs are required to fully staff one fixed Zoo Keeper position for a one year period. This calculation is summarized in the table below.

**Table 30: Calculating the Zoo Division Staffing Factor, 2019 and 2020 Paid Time Off**

Scheduled Hours	Average PTO Hours Used	Employee Hours Available	FTEs Needed to Fill One Position
2,080.00	157.69	1,922.31	1.08

By applying this methodology, the project team identified the total number of Zoo Keeper positions necessary to consistently achieve service level goals and account for leave. In total, nine Zoo Keepers are needed to achieve the

minimum coverage required for the five exhibit areas and to execute the protocols expected of Zoo Keepers. The following table summarizes the Division's staffing needs.

**Table 31: Zoo Keeper Staffing Need**

Hutchinson Zoo	Current Zoo Keeper FTEs	Additional FTE to Meet Minimum Coverage	Additional FTE to Execute Protocols	Additional FTE for Staffing Factor	Total Additional FTE
<b>Zoo Keeper Staffing</b>	5.00	2.34	1.04	0.67	<b>4.00</b>

The City should add Zoo Keeper positions to account for the minimum coverage, executing animal care and maintenance protocols, as well as to account for PTO. This will ensure the capacity to meet service level expectations and care for animals. However, adding four positions may be cost prohibitive in a single fiscal year. Therefore, the City should develop a plan to increase staffing over time in conjunction with pursuing additional revenue sources to support Zoo operations. At minimum, the City should increase staffing by two Zoo Keeper FTEs in order to account for the minimum coverage needed to operate a Zoo for 362 days a year. This will provide immediate relief on the Division's staffing constraints and better account for the operating schedule of the Zoo. The two positions are expected to cost \$47,145 each or \$94,290 total including salary and benefits.<sup>101</sup>

**Recommendation 31: Increase capacity at rehabilitation center to address injured and abandoned animal volume.**

The Hutchinson Zoo operates a Rehabilitation Center that helps orphaned and injured animals. People from throughout South-Central Kansas bring wildlife into the Center for treatment and care. According to data provided by the City, the Center cares for over 700 animals annually, with most of these concentrated in the spring and summer months. Staff indicated that during the peak season of May through September they intake well over 100 animals a month. Staff must triage these animals upon intake, establish a medical care plan, and then administer medications, therapies, and treat injuries. For orphaned infant or fledgling animals, staff have to feed them frequently every 15 minutes to four hours depending on the species and age.

The Rehabilitation Center is a unique operation compared to benchmark zoos. Of the five peer zoo organizations, only the Great Bend Zoo has an animal rehabilitation service, but it specializes in raptors (native birds of prey), while the Hutchinson Zoo will take any wild animal from the State of Kansas.<sup>102</sup>

The Association of Zoos and Aquariums (AZA) is a nonprofit dedicated to the advancement of zoos and public aquariums in the areas of conservation, education, science, and recreation.<sup>103</sup> AZA provides resources and best practices for zoo operations and has an accreditation program. The accreditation program evaluates zoos to ensure they meet AZA's standards for animal welfare including living environment, health, and nutrition.<sup>104</sup> Zoos must go through the accreditation process every five years to align with evolving standards. The Hutchinson Zoo is AZA accredited through September 2024. Staff should be commended for this accomplishment.

One of the components of accreditation is conservation. AZA accredited zoos must be involved in conservation activities. For the Hutchinson Zoo the Rehabilitation Center is the Zoo's primary conservation program. The Zoo also has a permit from the State of Kansas Department of Wildlife, Parks, and Tourism allowing them to rehabilitate

<sup>101</sup> Position cost estimate based on data provided by the City, includes \$32,716 salary and benefits associated with a vacant budgeted position.

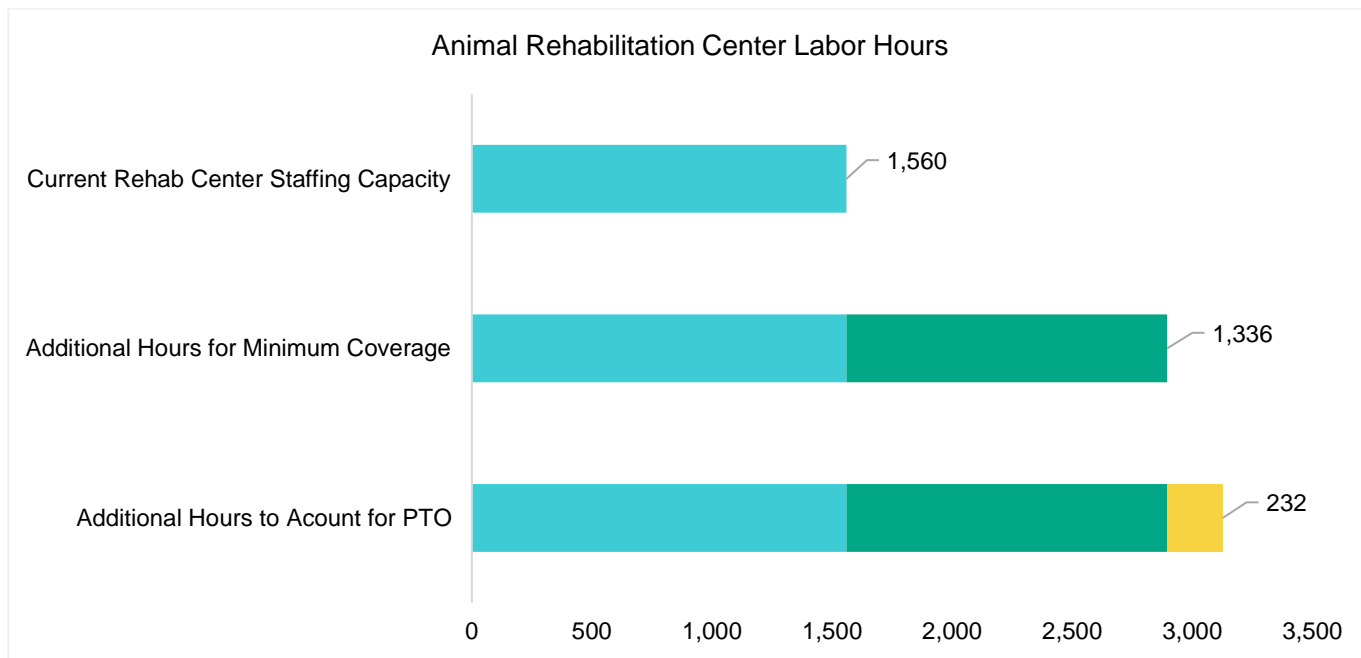
<sup>102</sup> City of Great Bend, Zoo and Raptor Center, The Rehabilitation Process, <https://www.greatbendks.net/442/The-Rehabilitation-Process>

<sup>103</sup> Association of Zoos and Aquariums (AZA), About Us, <https://www.aza.org/>

<sup>104</sup> Association of Zoos and Aquariums (AZA), Accreditation Basics, <https://www.aza.org/becoming-accredited>

native species from anywhere in the state, specifically mammals, birds, reptiles, and amphibians.<sup>105</sup> The Rehabilitation Center is a unique operation compared to peer organizations. Out of the five comparable zoos discussed in the Benchmarking section of this report, only the Great Bend Zoo also has a rehabilitation center, but it specializes in treatment for raptors rather than accepting all native wildlife.

The Rehabilitation Center is staffed by one part-time 30-hour a week employee, or approximately 0.75 FTE. This employee does work year-round but operations are supplemented by volunteers and coverage from full-time Zoo Keepers. The Center will accept animals every day of the year and even after hours if necessary. Like care for the animals in the Zoo's exhibits, care for animals in the Rehabilitation Center is required every day regardless of whether the Zoo is open. In order to evaluate the necessary staffing, the project team used a similar methodology as was used for Zoo Keeper positions. The following figure shows the labor hours necessary to operate the Rehabilitation Center as well as the coverage to account for PTO.



**Figure 30: Animal Rehabilitation Center Labor Hour Capacity Summary**

Using this methodology, there is a need for 3,128 labor hours or approximately 1.5 FTEs to adequately cover the Rehabilitation Center and provide appropriate animal care. This represents an increase in staffing of approximately 0.75 FTE. The City should convert the current part-time Rehabilitation Keeper to full time and pursue hiring a seasonal position to assist with the peak season of May through September. The additional Zoo Keeper staff identified in the previous recommendation should be able to provide backup and coverage as needed for the Rehabilitation Center as they are doing currently. Creating an FTE to support the Rehabilitation Center is expected to have an annual cost of \$47,145 inclusive of both salary and benefits. There should be a cost savings associated with reducing the part time support from 0.75 FTE to 0.50 FTE.

**Recommendation 32: Update the Hutchinson Zoo strategic plan.**

The Hutchinson Zoo does not have an updated strategic plan to guide operations, investments, and approach to guest experience, conservation, and education. The most recent strategic plan was a five-year plan created in 2012

<sup>105</sup> Kansas Department of Wildlife, Parks, and Tourism, 2021 Rehabilitation Permits, <https://ksoutdoors.com/content/download/45601/466676/version/13/file/2021+Rehab+list.pdf>

and last updated in 2017 to show progress on initiatives.<sup>106</sup> The 2012 strategic plan identified values for Zoo staff, enhancements to exhibits and facilities, changes to the guest experience, and plans for education programming and conservation efforts.

Strategic plans are important to identifying and communicating a shared vision for the future of an organization. A strategic planning process allows local governments to engage staff, residents, customers, and policy makers to identify that vision and what changes are necessary to achieve that vision. Strategic planning processes generally ask three questions:

- **What do we know to be true today?** – Identifying the current operating context, environment, and approach
- **Where do we want to go?** – Establishing a vision for the future of the organization
- **How do we get there?** – Creating a roadmap for achieving the vision including specific activities and actions

A strategic plan for the Hutchinson Zoo should inform capital investments, staffing decisions, and programs offered. Without a clear direction it is difficult for staff to understand expectations and for policy makers to meet the expectations of the public.

The Zoo Director and Parks and Facilities Director should work with the City Manager to conduct a strategic planning process for the Hutchinson Zoo. This should include engagement with residents, visitors to the Zoo, the Friends of the Zoo, staff, and elected officials. As part of this exercise the City should identify service level expectations for the Zoo and whether the Zoo should plan for growth. The strategic plan should ultimately be adopted by Hutchinson City Council and implemented by Zoo Division staff. It may be appropriate to engage a contractor to facilitate strategic planning sessions with various stakeholders and to survey residents and Zoo visitors.

### **Recommendation 33: Explore revenue options to support Zoo operations and growth.**

The Hutchinson Zoo does not currently charge an admission fee. Staff advertise a preferred donation amount and have recently made it easier to donate to the Zoo electronically, but admission is currently free. According to staff, the Zoo has never charged an admission fee and this approach is reportedly to ensure that all members of the Hutchinson community have access and ability to visit the Zoo.

Without an admission fee, the revenue sources for the Zoo are limited to donations or fees for camps or facility rentals. The Friends of the Zoo perform some fundraising and donate annually to the City's General Fund to support the cost of the part time position in the Gift Shop as well as general operations. This support is similar to peer organizations - all five benchmark organizations have an associated "Friends of the Zoo" non-profit that assists with fundraising. Three of the five contribute to support recurring operating expenses like at the Hutchinson Zoo, while two organizations contribute to support capital improvements. However, according to data provided by the City, this is limited, actual revenue was \$37,965 in 2020 and averaged approximately 5% of annual expenditures from 2017 to 2020.

As discussed in the Benchmarking section, out of the five peer organizations identified, only two Zoos charge an admission fee, the Sunset Zoo in Manhattan, Kansas and the Lee Richardson Zoo in Garden City, Kansas. Both of those zoos are accredited through AZA. The only other accredited zoo in the identified peer organizations is the David Traylor Zoo in Emporia, Kansas, which does not charge an admission fee. The following table summarizes the program revenue, admission fee, and annual budget for the zoo comparisons.

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<sup>106</sup> City of Hutchinson, Hutchinson Zoo 2012-2017 Strategic Plan, Modified January 2017.

**Table 32: Benchmark Organization Zoo Revenue Comparison**

Organization	AZA Accredited	FY2021 Budget	Program Revenue	Revenue as a Percent of Annual Budget	Admission Fee
Wright Park Zoo (Dodge City)	No	\$229,812	N/A	0%	Free
David Traylor Zoo (Emporia)	Yes	\$531,293	\$0	0%	Free
Great Bend Zoo	No	\$631,000	\$500	0%	Free
Hutchinson Zoo	Yes	\$739,721	\$43,000	6%	Free
Sunset Zoo (Manhattan)	Yes	\$1,244,700	\$422,500	34%	Children 12 and under \$3.50; All others \$5.50
Lee Richardson Zoo (Garden City)	Yes	\$2,402,150	\$22,950	1%	Walking Free; Drive-through \$10

Beginning to charge an admission fee could help generate additional revenue to support Zoo operations or future capital investments. For example, according to data provided by the City, approximately 65,000 visitors go to the Hutchinson Zoo annually and charging a \$2.00 admission fee could generate \$130,000 annually. This funding could be invested back into the Zoo in the form of exhibit expansions that might attract additional visitors or to support staff to ensure animal care and maintenance protocols are being followed.

As discussed in Recommendation 24, the City should evaluate the services offered by the Hutchinson Zoo and identify a cost recovery target by service or for the Division as a whole. This should be a discussion with City Council and Zoo Division staff to ensure the impacts on operations and strategic direction are fully understood. Based on that cost recovery target, Zoo staff should identify an appropriate fee structure to collect the target level of revenue.

## GOLF COURSE

### **Recommendation 34: Maintain current Golf Course maintenance staffing and begin documenting standard operating procedures to support succession planning.**

The Golf Course Division manages the operation and maintenance of the City-owned Carey Park Golf Course, which is an 18-hole course with over 6,500 yards of playing space.<sup>107</sup> The course is open to the public year-round and customers are able to play from dawn to dusk Tuesday through Sunday and from Noon to Dusk on Mondays. The course also includes a driving range, clubhouse, and a short game area. According to data provided by the City, in 2019 there were 21,783 rounds played and over 25,000 rounds played in 2020.<sup>108</sup> In addition to individual rounds played, the Division hosts 40 to 50 events which range from corporate group play events to high school or collegiate tournaments. Golf Course Division staff perform all grounds and facility maintenance at the golf course, but Park Operations Division staff are available to provide technical assistance on facility repairs or maintenance as needed.

Staff are grouped into two workgroups: maintenance and operations. Maintenance staff include three FTEs and the Golf Course Superintendent. A full time Maintenance Worker and the Superintendent perform maintenance tasks like mowing, hole relocation, and raking sand traps. There are two specialized positions that focus on maintaining the irrigation system and all the equipment and carts used at the Golf Course. The Golf Course is the only workgroup in the City that does not rely on the Fleet Maintenance Division to perform maintenance and repair on equipment. The Mechanic performs repairs on specialized golf equipment for the City and in the off season reportedly performs repairs for nearby golf courses.

<sup>107</sup> City of Hutchinson, Carey Park Golf Course, <https://www.careyparkgolf.com/>

<sup>108</sup> City of Hutchinson, 2021 Adopted Budget, Page 191



The operations workgroup includes the Golf Clubhouse Manager and Golf Shop Assistant who serve as the primary customer service contacts for customers, are trained golf professionals, and organize events throughout the year. The division relies heavily on seasonal and part time staff to perform routine maintenance tasks and staff the clubhouse during the peak season of May to October.

The Golf Course Division developed a Master Plan in 2003 that outlines recommendations related to playing surfaces, proposed features, and specific changes to holes.<sup>109</sup> This plan informs capital investments at the Golf Course. According to staff, the City began implementing the plan in 2009 and projects have been spread out over a number of years to reduce the impact on Golf Course customers, manage annual budget expenditures, and ensure that changes are implemented successfully. Staff indicated that five of eight recommended changes have been implemented.

The Division has strong work planning and a clear understanding of frequency and labor hour intensity for different maintenance tasks. The division has specific schedules for different parts of the course as well as clear standards for irrigation and fertilizer duties. For example, the department developed the following mowing schedule for the golf course:

- **Greens** – Mow six times per week in season depending on needs of play and weather (2.75 labor hours)
- **Collars** – Mow minimum of three times per week (1.0 hour)
- **Approaches** – Mow minimum of three times per week (3.0hours)
- **Tees** – Mow three times per week (4.25 hours)
- **Fairways** –Mow three times per week (8.0 hours)
- **Range** – Mow once per week, twice during peak growth times (4.0 hours)
- **Rough** – Mow wide area five days per week, complete coverage once per week (12 hours)

The maintenance tasks vary considerably by season. During the peak season of May to October, staff must perform maintenance tasks more frequently to ensure a high-quality playing surface and to account for the heavy use of the course. During the off season, staff can focus on special projects or more intensive maintenance tasks. This is also when the Division works with contractors to complete capital projects.

The Division provided detailed labor hour estimates for how long specific tasks take during peak season and off season. The project team reviewed these estimates, grouped them by type, and calculated the annual labor hours necessary to accomplish these tasks. Peak season accounts for approximately 69% of annual labor hours, driven primarily by mowing duties. The next largest workload driver is for grounds maintenance tasks, which vary from hole relocation and sand trap raking to spraying for weeds and tee box maintenance. The following table summarizes the required labor hours by season to maintain the Golf Course.

**Table 33: Golf Course Tasks Labor Hour Summary**

Task Type	Peak Season Labor Hours	Off Season Labor Hours	Annual Labor Hours
<b>Administration</b>	715	819	<b>1,534</b>
<b>Custodial</b>	312	156	<b>468</b>
<b>Equipment Maintenance and Repair</b>	1,040	1,755	<b>2,795</b>
<b>Grounds Maintenance</b>	3,107	923	<b>4,030</b>
<b>Irrigation Maintenance and Repair</b>	1,040	390	<b>1,430</b>

<sup>109</sup> Jacobsen Hardy Golf Course Design, Master Plan report for Hutchinson, Kansas, June 2003



Task Type	Peak Season Labor Hours	Off Season Labor Hours	Annual Labor Hours
Mowing	4,212	735	4,947
Total	10,426	4,778	15,204

The variance in labor hours needed between peak season and off season explains the Division's reliance on seasonal staff. These staff supplement full-time maintenance personnel and assist with mowing and grounds maintenance during the spring and summer months. This practice should be continued. According to staff, the Division has had difficulty filling seasonal positions recently. This is likely due to the impacts of the ongoing COVID-19 pandemic, but the Division should work with the Human Resources Department to identify changes to job descriptions, hourly pay, or employment requirements to ensure the Golf Course can fill seasonal roles.

Based on a review of the estimated labor hours needed to maintain the Golf Course, the Division should maintain the current maintenance staffing level. However, several full-time employees in the maintenance work group are long tenured at the City and are approaching retirement. These employees have valuable institutional knowledge and experience that the City should work to capture and document before they leave the organization. The Golf Course Superintendent should work with maintenance staff to document tasks and establish standard operating procedures for Golf Course maintenance. These procedures should be stored in a central location and used for onboarding both seasonal staff and new full-time staff. Creating standard operating procedures and capturing knowledge of current staff will help the Division in succession planning as employees retire and new staff are hired in the future.

As employees leave the organization, it may be appropriate to reevaluate how the Division manages equipment maintenance and repair. This is currently a significant workload driver, with an estimated 2,795 annual labor hours. Some amount of equipment repair will be necessary to perform onsite, such as sharpening lawn mower blades, simple golf cart repairs, or oil changes. However, the Division should evaluate whether a portion of the equipment maintenance and repair workload can be better performed by the Fleet Maintenance Division of Public Works. Performing repairs onsite at the golf course is convenient for staff and customers; and makes it simple to track all golf related expenses. However, a one-person equipment shop presents efficiency and safety concerns because they must coordinate repairs and parts purchasing on their own and they do not have backup compared to working out of a shop with multiple mechanics. The Golf Course Superintendent should work with the Fleet Maintenance Superintendent to evaluate the types of repairs that can be shifted to Fleet Maintenance in the future. If the decision is made to shift repair work to Fleet Maintenance, the City will need to develop a method for tracking the cost to perform golf related maintenance and repairs to ensure that cost is captured in the Golf Course Fund.

**Recommendation 35: Explore contracting opportunities for operation of the Golf Course pro shop and café.**

The Golf Course clubhouse is open to the public during the operating hours of the golf course and includes a pro shop and café. The pro shop has golf equipment and apparel for sale. The café offers food and beverages for visitors. In addition to the retail operations, the clubhouse serves as the primary customer service contact point for Golf Course customers including members. Customers call the clubhouse to reserve tee times and work with staff to organize events at the Golf Course.

Two full-time employees, the Golf Clubhouse Manager and Golf Shop Assistant, support clubhouse operations but also provide golf lessons, customer service, and interact with users as they play the course. These direct customer service tasks rely on their golf expertise and serve as an amenity and resource for customers and members. The operation of the pro shop and café are reliant on part-time and seasonal personnel. In addition to part time staff, the Division has utilized volunteers to perform certain tasks, such as preparing golf carts for use at the beginning of the day, that would otherwise be the responsibility of part-time staff.

This current staffing approach is deficient for two reasons. First, a reliance on volunteers is not sustainable because volunteers often have limited availability and interest in the demands of the clubhouse. Second, full-time staff spend substantial time managing part-time staff and filling gaps in schedules that results in them having less capacity for direct customer service. For example, a best practice in golf course operations is to assist players in navigating the course and ensuring people to not start at a hole where they shouldn't; there is not currently capacity to do this direct interaction with customers regularly. In addition, part-time staffing may be sufficient during the week when members or individual customers use the course, but it is reportedly insufficient on weekends when there is peak demand in the early morning or when tournaments are being played.

The Division should explore contracting opportunities to operate the pro shop and café at the clubhouse. This would allow the Golf Clubhouse Manager and Golf Shop Assistant to focus on customer service, organizing events, and monitoring players on the course throughout the day. Contractors may have more flexibility in bringing on additional staff to support special events and peak times of week. If contracting opportunities are unsuccessful, it may be appropriate to reduce the operating hours of the pro shop and café to ensure capacity for the customer service demands. Direct customer service, especially from golf pros, helps to attract and retain members at the Golf Course, which is a primary source of revenue for the Division.

**Recommendation 36: Establish cost recovery targets to support Golf Course operations and capital improvements.**

Golf Course operations are supported by several revenue sources. On average, the Division has brought in \$621,349 annually in revenue over the last five years. This equates to approximately 70% of operating expenditures. The remaining cost to operate the Golf Course comes from the City's General Fund and has been approximately \$269,100 annually from 2017 to 2021.

Golf Course revenue increased significantly over the last two years. According to staff, this is due to an increase in use of the course driven by the ongoing COVID-19 pandemic. Across the industry, golf courses have seen an increase in use as people look for outdoor activities. The largest source of revenue for the Golf Course is green fees, which is the cost to play a round of golf at the course. Green fees have increased 11% from 2017 to 2021. Revenue from golf cart rentals has increased the most of any revenue source, increasing 29% or \$28,389 over the last five years. The following table shows the detailed revenue sources for the Golf Course Division from 2017 to 2021.

**Table 34: Golf Course Division Detailed Revenues, 2017 to 2021**

Golf Course Revenues	2017 Actual	2018 Actual	2019 Actual	2020 Actual	2021 Adopted	Percent Change 2017 to 2021
Green Fees	160,384	149,417	153,821	185,583	178,201	11%
City Cart Rental	98,736	102,228	123,552	150,006	127,125	29%
Season Passes	81,886	119,160	78,655	101,855	98,505	20%
Concessions	63,830	58,270	59,099	49,423	72,000	13%
Shop Sales	52,922	61,313	65,683	53,878	72,000	36%
Driving Range	30,088	31,683	30,957	31,384	34,500	15%
Miscellaneous (includes overage in FY17)	19,124	19,751	19,744	17,008	20,350	6%
Private Cart Fee	15,506	11,421	14,268	14,299	18,062	16%
Cart Shed Rental	15,230	11,860	12,945	12,595	14,505	-5%
Sales Tax Charged	11,216	11,604	11,774	8,862	12,814	14%
Golf Special Orders	9,572	12,135	15,211	2,696	10,000	4%

Golf Course Revenues	2017 Actual	2018 Actual	2019 Actual	2020 Actual	2021 Adopted	Percent Change 2017 to 2021
School Fees	7,598	11,468	10,300	4,950	7,500	-1%
Advertising	500	0	0	1,000	2,250	350%
Locker Rental	2,294	1,825	2,240	1,734	1,770	-23%
Gift Certificates	1,897	2,685	1,138	272	1,700	-10%
Pepsi Commissions	656	948	1,598	624	1,000	53%
Golf Carey Park League	0	0	0	0	1,000	100%
Federal Grants	0	0	0	19,104	0	0%
<b>Total Revenues</b>	<b>571,439</b>	<b>605,768</b>	<b>600,985</b>	<b>655,273</b>	<b>673,282</b>	<b>18%</b>

As discussed in Recommendation 24, the City should evaluate the services offered by the Carey Park Golf Course and identify a cost recovery target by service or for the Division as a whole. This should be a discussion with City Council and Golf Course Division staff to ensure the impacts on operations and strategic direction are fully understood. Based on that cost recovery target, Golf Course staff should identify an appropriate fee structure to collect the target level of revenue. These changes may include establishing resident versus non-resident rates and changing the approach for private golf cart usage at the course.

It may be appropriate to set an overall cost recovery goal for the Division but also establish cost recovery targets for specific services such as concessions stand operations, golf cart rentals, locker rental, or season passes for adult users. Reviewing revenue sources and updating fee schedules to better support Golf Course operations can also help the Division make service level, staffing, and capital investment decisions.

## AIRPORT

### Recommendation 37: Complete an airport business development plan and establish clear service level expectations.

The Hutchinson Municipal Airport has three runways and is located approximately three miles from downtown Hutchinson; it is a Class IV airport according to the Federal Aviation Administration.<sup>110</sup> The airport primarily handles corporate aircraft and chartered flights. Approximately 33,600 operations take place at the airport annually on the 7,000 foot all weather runway and two cross-wind runways. According to staff, the multiple runways and approaches make the airport a useful training location for pilots.

Currently the Division has three full time staff. The Airport Manager oversees day-to-day operations and manages reporting to the FAA. Two Maintenance Technicians perform facility and grounds maintenance at the various buildings at the airport as well as mowing during the growing season. Due to the security necessary at an FAA airport, staff receive specialized training in communicating with the airport control tower and the specific maintenance needs around runways, signs, and signals.

The airport operation involves several contract relationships. The control tower is staffed by the FAA through a contract relationship. The fixed base operator at the airport, who provides maintenance, fueling, and other aeronautical services for planes, is a contractor. The Division has contracted wildlife control for the airport grounds and surrounding areas to comply with FAA standards. There are also a number of lease agreements at the airport including rental of hangar space, a restaurant, and farmland used for crop growth outside of the airport grounds but on City-owned property.

<sup>110</sup> City of Hutchinson, Hutchinson Airport, <https://www.hutchgov.com/330/Hutchinson-Regional-Airport>

The Park Operations staff provide support to the Hutchinson Municipal Airport as needed. Airport staff manage day to day facility maintenance, but Park Operations staff are brought in to deal with more technical repairs like on HVAC or electrical systems. Park Operations staff also perform large construction projects or remodels in City buildings at the airport. For example, they recently completed a kitchen remodel. The location of the airport with the City's organizational structure is unique among its peers. Of the six peer organizations chosen for the airport, five operate their airport as a standalone department. Bartlesville is the exception; they operate their airport as a Division of their Public Works Department.

The Airport Division appears to be operating effectively and current staffing levels, when fully staffed, are appropriate for the workload. However, there is a need to identify a strategic direction for the airport to inform operations, staffing decisions, and capital investments. There is not a strategic plan adopted for the airport and without a clear, shared vision for the facility it is difficult to make investments or plan for the future.

The City should develop an Airport Business Development Plan to identify goals, objectives, and action plans for the day-to-day operations and management of the Hutchinson Municipal Airport. A business development plan is similar to a strategic plan but, due to the economic development impact of airports, it also incorporates other factors into the planning process. The Airport Cooperative Research Program developed a guidebook for developing airport business plans and identified the following features that should be incorporated into a plan:<sup>111</sup>

- **Assets** – Include land, infrastructure, and improvements as well as vehicles, equipment, and tools
- **Amenities** – Include approaches; an air traffic control tower; Aircraft Rescue and Fire Fighting (ARFF); and aviation products, services, and facilities
- **Attributes** – Include size, proximity to the community and business and industrial centers, and accessibility

The planning process should involve Airport Division staff, policy makers, and users of airport facilities including contractors and pilots. There should also be an effort to engage the business community in Hutchinson to understand how the airport could impact economic development in the City or act as a resource for the community. The plan should be adopted by City Council to ensure there is a shared vision and service level expectations between staff, customers, and policy makers. Using the airport business development plan, the Airport Manager can make informed operations, staffing, and capital investment decisions. It may be appropriate to engage a contractor to facilitate strategic planning sessions with various stakeholders and to survey customers and the Hutchinson business community.

### **Recommendation 38: Set cost recovery targets to support Airport operations.**

Airport operations are supported by a number of revenue sources. According to data provided by the City, on average 47% of airport operating expenses have been supported by program revenue. Budgeted cost recovery in the 2021 adopted budget was 52%. The remaining funding comes from the City's General Fund and has been approximately \$269,136 annually from 2017 to 2021.

The largest source of revenue for the Airport Division is rent related to contractors operating out of airport facilities or using airport grounds. The Division also receives a portion of fuel sales from planes using the airport as well as use of the T-Hangers. Overall revenues have increased 15% between 2017 and 2021, with the largest increase coming from revenue associated with T-Hangers, which increased 139% or \$22,499. Only two revenue sources dipped during the COVID-19 pandemic: restaurant rent and farm rent decreased in 2020. The following table shows revenues by source for 2017 to 2021.

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<sup>111</sup> Airport Cooperative Research Program, Guidebook for Developing General Aviation Airport Business Plans, 2012, <https://www.nap.edu/read/22694/chapter/1>

**Table 35: Airport Division Detailed Revenues, 2017 to 2021**

Airport Revenue	2017 Actual	2018 Actual	2019 Actual	2020 Actual	2021 Adopted	Percent Change 2017 to 2021
Hanger Rent	72,389	78,196	73,784	77,135	84,712	17%
Restaurant Rent	45,852	50,021	45,852	37,019	50,021	9%
Office Rent	53,569	56,685	52,584	44,145	46,288	-14%
T-Hanger	16,141	17,222	23,373	44,853	38,640	139%
Fuel Sales	20,000	19,822	18,683	16,402	20,650	3%
Farm Rents	7,395	10,277	25,161	7,295	13,964	89%
Other Rent/Fee	5,437	745	630	0	520	-90%
Federal Grants	0	0	0	1,136	0	0%
<b>Total Revenues</b>	<b>220,783</b>	<b>232,968</b>	<b>240,067</b>	<b>227,985</b>	<b>254,795</b>	<b>15%</b>

After the Airport Business Development Plan has been developed and adopted, the Airport Manager should work with the City Manager and City Council to identify a cost recovery target for the Hutchinson Municipal Airport. This should include an inventory of services offered by the Division, to both customers and the public. It may be appropriate to set cost recovery targets for individual programs; for example, use of City-owned facilities requires staff support and maintenance costs, so rental revenue should be examined to determine if it covers the cost of providing those services. The cost recovery target should inform an update to the fee schedule charged by the Division and potentially a review of service levels. This should be a discussion with the City Council and Airport Division staff to ensure the impacts on operations and strategic direction are fully understood.

# Conclusion

The purpose of this organizational assessment was to determine the staffing and resource needs within the Public Works Department and Parks and Facilities Department, and to identify process improvements, policy changes, and management structures needed to close the gap between staffing levels and service level goals. The results of this assessment show that the City has talented and dedicated staff who are able to provide an array of services well. However, there is still room for improvement in terms of work planning, performance tracking, and accomplishing preventative maintenance.

The recommendations offered by the project team are intended to aid the organization in its alignment of staffing levels, operations, and policies with community expectations and industry best practices in public works, park maintenance, and facilities maintenance. A total of four additional full-time positions across three different job descriptions are recommended. These positions include:

- One Water Maintenance Worker in the Public Works Department to support valve turning and water distribution system preventative maintenance. Estimated cost of \$49,550 in Water Fund.
- One Assistant Director of Public Works in the Public Works Department to manage the water and wastewater utilities and help the City prepare for new regulations. Estimated cost of \$110,336 split 50% Water Fund and 50% Sewer Fund.
- Two Zoo Keepers in the Parks and Facilities Department to meet minimum staffing to account for seven day a week coverage. Estimated cost of \$94,290 in the General Fund.
- One Zoo Keeper in the Parks and Facilities Department to support the Zoo's Rehabilitation Center and meet service level expectations. Estimated cost of \$47,145.

In addition to these new positions, two positions are recommended to be transferred from Parks and Facilities to Public Works to better support comprehensive stormwater management. These positions perform maintenance on the City's ditches, which are core components of the City's stormwater infrastructure. Shifting these positions to the Stormwater Fund as well as the cost of performing twice annual street sweeping represents a cost savings of \$119,527 for the General Fund.

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APPENDIX A:  
**Detailed Benchmarking Data**

The following tables represent the data collected as part of the benchmarking portion of this report. The project team collected data from seven communities that provide comparable services to the City of Hutchinson: Dodge City, Kansas; Leavenworth, Kansas; Manhattan, Kansas; Salina, Kansas; Grand Island, Nebraska; Bartlesville, Oklahoma; and Enid, Oklahoma. Information on each community was collected through publicly available sources and by contacting staff in the appropriate departments. To provide additional comparison for zoo, golf course, and municipal airport operations, information from six additional communities was also collected: Emporia, Kansas; Garden City, Kansas; Great Bend, Kansas; Hesston, Kansas; Lawrence, Kansas; and Newton, Kansas.

**Table 36: Detailed Benchmarking Data – Demographic Information**

Measure	Hutchinson, KS	Salina, KS	Manhattan, KS	Enid, OK	Grand Island, NE	Leavenworth, KS	Dodge City, KS	Bartlesville, OK
Population	40,383	46,550	53,846	49,688	51,267	35,957	27,104	36,144
FY2021 Adopted Budget	\$68,356,386	\$101,583,383	\$166,676,103	\$179,478,369	\$230,053,033	\$56,527,164	\$59,200,292	\$116,275,126
FY2021 General Fund Budget	\$33,668,627	\$43,669,245	\$32,060,064	\$54,206,965	\$39,231,439	\$22,140,000	\$18,387,882	\$31,450,884
FY2021 Total FTEs	391.5	480.0	415.0	264.0	520.0	269.0	213.0	362.0

**Table 37: Detailed Benchmarking Data – Street Maintenance**

Public Works - Street Maintenance	Hutchinson, KS	Salina, KS	Manhattan, KS	Enid, OK	Grand Island, NE	Leavenworth, KS	Dodge City, KS	Bartlesville, OK
Lane miles of Street	680	733	495	827	921	343	N/A	500
Miles of Dirt Streets and Alleys	49	14	53	63	50.8	34	6	N/A
Right of Way Mowing	453 acres <sup>112</sup>	3,927,263 sq. ft.	N/A	1200 acres	660 acres	N/A	643 acres	N/A
Street Maintenance FY2021 Total Budget	\$1,850,334	\$3,478,728	\$4,849,366	\$7,363,105	\$7,339,960	\$1,899,621	\$755,272	\$1,526,892
Street Maintenance FY2021 Personnel Budget	\$1,061,806	\$1,159,553	\$1,338,900	\$1,169,750	\$2,470,808	\$751,581	\$286,372	\$934,492
General Fund Budget	\$746,024	\$1,985,535	\$2,338,060	\$2,513,105	\$1,575,000	\$133,000	\$755,272	\$1,526,892
General Fund - % of Operating	40%	57%	48%	34%	21%	7%	100%	100%
Personnel - % of Operating	57%	33%	28%	16%	34%	40%	38%	61%
Street Maintenance FTEs - Regular	15.0	24.0	21.0	17.0	20.9	10.0	1.0	12.0
Street Maintenance FTEs - Mgmt/Supv	3.0	3.0	6.0	3.0	3.0	2.0	1.0	4.0
Street Maintenance Total FTEs	18.0	27.0	27.0	20.0	23.9	12.0	2.0	16.0

<sup>112</sup> Work is currently being performed by the Horticulture and Forestry Division of the Parks and Facilities Department in Hutchinson.

**Table 38: Detailed Benchmarking Data – Traffic Control**

Public Works - Traffic Control	Hutchinson, KS	Salina, KS	Manhattan, KS	Enid, OK	Grand Island, NE	Leavenworth, KS	Dodge City, KS	Bartlesville, OK
Number of Traffic Signals	80	60	79	54	83	42	32	26
Number of Street Signs	11,859	N/A	N/A	40,000	12,100	7,245	N/A	N/A
Number of Tornado Sirens	25 <sup>113</sup>	N/A	23	N/A	N/A	9	N/A	32
Traffic Control FY2021 Total Budget	\$274,010	\$978,026	\$763,225	N/A	N/A	\$131,250	N/A	N/A
Traffic Control FY2021 Personnel Budget	\$143,575	\$190,304	\$487,500	N/A	N/A	\$63,240	N/A	N/A
General Fund Budget	\$205,535	\$978,026	\$763,225	N/A	N/A	\$0	N/A	N/A
General Fund - % of Operating	75%	100%	100%	N/A	N/A	0%	N/A	N/A
Personnel - % of Operating	52%	19%	64%	N/A	N/A	48%	N/A	N/A
Traffic Control FTEs - Regular	2.0	3.0	10.0	7.0	2.0	1.0	1.0	N/A
Traffic Control FTEs - Mgmt/Supv	0.0	1.0	5.0	1.0	0.0	0.0	0.0	N/A
Traffic Control Total FTEs	2.0	4.0	15.0	8.0	2.0	1.0	1.0	N/A

**Table 39: Detailed Benchmarking Data – Stormwater / Flood Control**

Public Works - Stormwater/Flood Control	Hutchinson, KS	Salina, KS	Manhattan, KS	Enid, OK	Grand Island, NE	Leavenworth, KS	Dodge City, KS	Bartlesville, OK
Location in Organization	Public Works Department, Streets Division	Public Works Department, General Services Division	Public Works Department, Utilities Division	Public Works Department, Stormwater and Roadway Maintenance Division	Public Works Department, Streets Division	Public Works Department, Stormwater Division	Public Works Department, Street Division	Utilities Department
Miles Storm Sewer Mains	72	110	107	93	165	68.25	N/A	73
Miles of Levees	27.88	21	5	0	0	0	4.5	0

<sup>113</sup> Four of Hutchinson's tornado sirens are in South Hutchinson and one is at Fun Valley.

Public Works - Stormwater/Flood Control	Hutchinson, KS	Salina, KS	Manhattan, KS	Enid, OK	Grand Island, NE	Leavenworth, KS	Dodge City, KS	Bartlesville, OK
Miles of Ditch Maintained	50	N/A	N/A	N/A	112	N/A	N/A	N/A
Stormwater/Flood FY2021 Total Budget	\$1,389,498	\$289,192	\$6,510,807	N/A	N/A	\$3,941,502	\$229,950	N/A
Stormwater/Flood FY2021 Personnel Budget	\$633,291	\$142,445	\$702,950	N/A	N/A	\$63,640	\$0	N/A
General Fund Budget	\$484,592	\$289,192	\$0	N/A	N/A	\$0	\$229,950	N/A
General Fund - % of Operating	35%	100%	0%	N/A	N/A	0%	100%	N/A
Personnel - % of Operating	46%	49%	11%	N/A	N/A	2%	0%	N/A
Stormwater/Flood FTEs - Regular	8.0	2.0	5.0	N/A	N/A	2.0	0.0	N/A
Stormwater/Flood FTEs - Mgmt/Supv	1.0	1.0	1.0	N/A	N/A	0.0	0.0	N/A
Stormwater/Flood Total FTEs	9.0	3.0	6.0	N/A	N/A	2.0	0.0	N/A

**Table 40: Detailed Benchmarking Data – Fleet Maintenance**

Public Works - Fleet Maintenance	Hutchinson, KS	Salina, KS	Manhattan, KS	Enid, OK	Grand Island, NE	Leavenworth, KS	Dodge City, KS	Bartlesville, OK
ASE Certification (Yes/No) <sup>114</sup>	No	Yes	Yes	Yes	Yes	Yes	No	No
Fleet Assets Maintained	798	700	320	460	526	128	173	600
Passenger Car	22	17	N/A	5	38	16	15	375
Pickup Truck and SUV	82	155	N/A	104	186	38	40	N/A
Heavy Truck	99	44	N/A	56	68	36	28	N/A
Heavy Equipment	56	159	N/A	44	72	3	12	N/A
Police Patrol Vehicle	20	38	0	76	N/A	23	35	N/A
Fire Apparatus	23	23	N/A	18	15	6	11	N/A
Other	496	264	N/A	157	147	6	32	225

<sup>114</sup> ASE Certification measures whether organization requires certification, either before being hired or within two years of hire.

Public Works - Fleet Maintenance	Hutchinson, KS	Salina, KS	Manhattan, KS	Enid, OK	Grand Island, NE	Leavenworth, KS	Dodge City, KS	Bartlesville, OK
Fleet Maintenance FY2021 Total Budget	\$1,448,249	\$1,500,286	N/A	\$746,115	\$1,331,203	\$868,259	\$441,414	\$414,868
Fleet Maintenance FY2021 Personnel Budget	\$461,466	\$222,852	N/A	\$600,880	\$381,823	\$245,950	\$139,714	\$359,728
General Fund Budget	\$240,729	\$0	N/A	\$746,115	\$0	\$107,426	\$441,414	\$414,868
General Fund - % of Operating	17%	0%	N/A	100%	0%	12%	100%	100%
Personnel - % of Operating	32%	15%	N/A	81%	29%	28%	32%	87%
Fleet Maintenance FTEs - Regular	5.0	3.5	5.0	10.0	3.1	4.0	2.0	4.0
Fleet Maintenance FTEs - Mgmt/Supv	2.0	1.0	1.0	1.0	1.0	1.0	0.0	1.0
Fleet Maintenance Total FTEs	7.0	4.5	6.0	11.0	4.1	5.0	2.0	5.0

Table 41: Detailed Benchmarking Data – Utilities

Public Works - Utilities	Hutchinson, KS	Salina, KS	Manhattan, KS	Enid, OK	Grand Island, NE	Leavenworth, KS	Dodge City, KS	Bartlesville, OK
Water Supply Source	Well	Well & River	Well	Well	Well		Well	Lake
Number of Wells	16	17	20	124	26		22	0
Water Treated (MGD)	5.2	7.5	6.7	6.6	11.5		5.5	4.89
Number of Water Towers	4	8	N/A	3	1		3	N/A
Lab Testing in House (Y/N)	Yes	No	Yes	Yes	Yes		No	Yes
Water Treatment FY2021 Total Budget	\$7,234,940	\$3,023,482	\$3,612,500	\$2,321,350	N/A		N/A	\$2,818,894
Water Treatment FY2021 Personnel Budget	\$425,754	\$683,694	\$997,500	\$739,750	N/A		N/A	\$932,044
General Fund Budget	\$0	\$0	\$0	\$0	N/A		N/A	\$0
General Fund - % of Operating	0%	0%	0%	\$0	N/A		N/A	0%
Personnel - % of Operating	6%	23%	28%	32%	N/A		N/A	33%

Public Works - Utilities	Hutchinson, KS	Salina, KS	Manhattan, KS	Enid, OK	Grand Island, NE	Leavenworth, KS	Dodge City, KS	Bartlesville, OK
Water Treatment FTEs - Regular	5.5	13.0	9.5	11.0	N/A		N/A	14.0
Water Treatment FTEs - Mgmt/Supv	1.0	1.0	3.0	2.0	N/A		N/A	1.0
Water Treatment Total FTEs	6.5	14.0	12.5	13.0	N/A		N/A	15.0
Miles of Water Mains	307	335	293	372	335		206.89	304
Miles of Water Service Lines	N/A	N/A	N/A	N/A	N/A		N/A	N/A
Number of Valves	5,200	4,429	4,747	4,300	5,586		2,398	4,262
Number of Fire Hydrants	2,700	2,465	2,290	2,200	2,597		1,158	1,616
Number of Main Breaks	51	161	77	N/A	12		67	N/A
Number of Customers	N/A	20,291	16,033	N/A	17,265		8,535	N/A
Number of Industrial Customers	N/A	50	1,435	N/A	83		N/A	N/A
Number of Shutoffs and Reconnects	5,792 <sup>115</sup>	4,194	N/A	N/A	N/A		N/A	N/A
Water Distribution FY2021 Total Budget	\$1,384,097	\$1,747,743	\$1,876,863	\$1,954,085	\$6,464,219		\$2,575,595	\$1,613,432
Water Distribution FY2021 Personnel Budget	\$812,272	\$681,864	\$938,100	\$1,234,210	N/A		\$570,595	\$1,251,682
General Fund Budget	\$0	\$0	\$0	\$0	\$0		\$0	\$0
General Fund - % of Operating	0%	0%	0%	\$0	\$0		\$0	0%
Personnel - % of Operating	59%	39%	50%	63%	N/A		22%	78%
Water Distribution FTEs - Regular	11.5	14.0	10.0	18.0	9.5		14.0	15.0
Water Distribution FTEs - Mgmt/Supv	1.5	1.0	5.5	3.0	2.0		1.0	6.0
Water Distribution Total FTEs	13.0	15.0	15.5	21.0	11.5		15.0	21.0

<sup>115</sup> Staff that perform shutoffs and reconnects in Hutchinson are part of the Utility Billing workgroup of the Finance Department.



Public Works - Utilities	Hutchinson, KS	Salina, KS	Manhattan, KS	Enid, OK	Grand Island, NE	Leavenworth, KS	Dodge City, KS	Bartlesville, OK
Miles of Sanitary Sewer Mains - Gravity	245.3	231	254	294	240	133.5	121.8	264
Miles of Sanitary Sewer Mains - Forced	3.6	20.1	N/A	N/A	7.5	1.6	59.63	0
Number of Lift Stations	33	60	26	12	13	4	14	18
Number of Manholes	5,140	4,930	5,400	5,100	4,623	2,929	2,387	5,718
Sewer Collection FY2021 Total Budget	\$1,190,263	\$1,428,220	\$1,826,898	\$1,885,000	\$1,207,842	\$824,813	\$599,466	\$864,193
Sewer Collection FY2021 Personnel Budget	\$727,070	\$474,398	\$917,200	\$0	\$718,842	\$530,411	\$220,183	\$662,143
General Fund Budget	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
General Fund - % of Operating	0%	0%	0%	\$0	0%	\$0	\$0	0%
Personnel - % of Operating	61%	33%	50%	0%	60%	64%	37%	77%
Sewer Collection FTEs - Regular	11.5	8.0	6.0	0.0	6.0	8.0	4.0	10.0
Sewer Collection FTEs - Mgmt/Supv	1.5	1.0	3.5	0.0	1.0	1.0	1.0	1.0
Sewer Collection Total FTEs	13.0	9.0	9.5	0.0	7.0	9.0	5.0	11.0
Wastewater Treated (MGD)	4.8	3.81	6.02	6.6	12.2	3.01	2.5	8.17
Wastewater Treatment FY2021 Total Budget	\$5,397,584	\$1,672,990	\$2,703,743	\$2,205,500	\$18,872,298	\$3,520,840	\$4,756,233	\$2,469,227
Wastewater Treatment FY2021 Personnel Budget	\$898,012	\$601,570	\$1,304,300	\$0	\$2,281,406	\$721,840	\$0	\$0
General Fund Budget	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
General Fund - % of Operating	0%	0%	0%	\$0	0%	0%	0%	0%
Personnel - % of Operating	17%	36%	48%	0%	12%	21%	0%	0%
Wastewater Treatment FTEs - Regular	11.5	11.0	12.5	0.0	19.0	8.0	0.0	0.0

Public Works - Utilities	Hutchinson, KS	Salina, KS	Manhattan, KS	Enid, OK	Grand Island, NE	Leavenworth, KS	Dodge City, KS	Bartlesville, OK
Wastewater Treatment FTEs - Mgmt/Supv	3.0	1.0	4.0	0.0	5.0	1.0	0.0	0.0
Wastewater Treatment Total FTEs	14.5	12.0	16.5	0.0	24.0	9.0	0.0	0.0
Utilities FY2021 Total Budget	\$15,206,884	\$7,872,435	\$10,020,004	\$8,365,935	\$26,544,359	\$4,345,653	\$7,931,294	\$7,765,746
Utilities FY2021 Personnel Budget	\$2,863,108	\$2,441,526	\$4,157,100	\$1,973,960	\$3,000,248	\$1,252,251	\$790,778	\$2,845,869
General Fund Budget	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
General Fund - % of Operating	0%	0%	0%	0%	0%	0%	0%	0%
Personnel - % of Operating	19%	31%	41%	24%	11%	29%	10%	37%
Utilities FTEs - Regular	40.0	46.0	38.0	29.0	34.5	16.0	24.0	39.0
Utilities FTEs - Mgmt/Supv	7.0	4.0	16.0	5.0	8.0	2.0	4.0	8.0
Utilities Total FTEs	47.0	50.0	54.0	34.0	42.5	18.0	28.0	47.0

**Table 42: Detailed Benchmarking Data – Park Maintenance**

Parks and Facilities - Park Maintenance	Hutchinson, KS	Salina, KS	Manhattan, KS	Enid, OK	Grand Island, NE	Leavenworth, KS	Dodge City, KS	Bartlesville, OK
Park Maintenance in House (Y/N)	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Recreation Programming in House (Y/N)	No (HutchRec)	Yes	Yes	Yes	Yes	Yes	No (YMCA)	No (Nonprofits)
Number of Parks and Open Space Maintained	19	26	29	30	34	20	23	17
Acres of Parks and Open Space	731	1,000	1,362	450	503	442	1,046	860
Miles of Trails Maintained	17.6	13.7	29	10.5	17.4	10	5.35	16
Number of Athletic Fields	42	29	21	20	22	25	35	N/A
Acres of Athletic Fields	60	N/A	N/A	75	66	42	107	N/A

Parks and Facilities - Park Maintenance	Hutchinson, KS	Salina, KS	Manhattan, KS	Enid, OK	Grand Island, NE	Leavenworth, KS	Dodge City, KS	Bartlesville, OK
Number of Indoor Athletic Facilities	2	1	3	0	1	1	0	N/A
Square Footage of Indoor Athletic Facilities	125,600	66,000	200,000	0	70,000	53,000	0	N/A
Number of Outdoor Pools Maintained	1	1	3	1	2	1	1	2
Size of Outdoor Pools (Gallons)	584,000	600,000	1,500,000	500,000	700,000	311,000	750,000	N/A
Number of Indoor Pools Maintained	0	0	0	0	0	1	0	N/A
Size of Indoor Pools (Gallons)	0	0	0	0	0	168,000	0	N/A
Number of Splash Pads Maintained	3	3	2	2	5	0	0	1
Park Maintenance FY2021 Total Budget	\$1,474,172	\$1,095,001	\$2,946,870	\$1,491,505	\$1,928,674	\$895,129	\$2,940,266	\$1,301,845
Park Maintenance FY2021 Personnel Budget	\$962,431	\$642,003	\$2,055,791	\$987,830	\$1,457,556	\$624,285	\$1,287,636	\$1,013,695
General Fund Budget	\$1,474,172	\$1,095,001	\$2,946,870	\$1,491,505	\$1,928,674	\$895,129	\$2,940,266	\$1,301,845
General Fund - % of Operating	100%	100%	100%	100%	100%	100%	100%	100%
Personnel - % of Operating	65%	59%	70%	66%	76%	70%	44%	78%
Park Maintenance FTEs - Regular	11.0	15.0	29.0	16.0	18.8	11.5	12.0	17.0
Park Maintenance FTEs - Mgmt/Supv	3.0	5.0	8.0	2.0	3.0	2.0	4.0	1.0
Park Maintenance Total FTEs	14.0	20.0	37.0	18.0	21.8	13.5	16.0	18.0

**Table 43: Detailed Benchmarking Data – Facility Management**

Parks and Facilities - Facility Management	Hutchinson, KS	Salina, KS	Manhattan, KS	Enid, OK	Grand Island, NE	Leavenworth, KS	Dodge City, KS	Bartlesville, OK
Location in Organization	Parks & Facilities Department	Parks and Recreation Department	Parks & Recreation Department	Parks & Recreation Department	Parks & Recreation Department	Parks & Facilities Department	N/A	Standalone Department

Parks and Facilities - Facility Management	Hutchinson, KS	Salina, KS	Manhattan, KS	Enid, OK	Grand Island, NE	Leavenworth, KS	Dodge City, KS	Bartlesville, OK
Number of Buildings Maintained	167	117	3	156	26	1	30	N/A
Square Footage of Buildings Maintained	653,000	N/A	209,905	18,250	44,800	53,000	336,988	N/A
Number of Community Centers	7	2	3	1	0	1	0	N/A
Square footage of Community Centers	99,500	N/A	N/A	4,750	0	53,000	0	N/A
Number of City Hall and Operations Buildings	30	59	N/A	1	7	2	1	N/A
Square footage of City Hall and Operations Buildings	285,000	N/A	N/A	13,500	32,600	N/A	12,876	N/A
Number of Park Structures and Bathrooms	130	16	N/A	154	19	17	17	N/A
Square footage of Park Structures and Bathrooms	362,000	N/A	N/A	N/A	12,200	N/A	24,305	N/A
Facility Maintenance FY2021 Total Budget	\$2,157,830	\$1,269,058	\$2,227,860		\$634,274	\$358,510	\$237,200	\$481,708
Facility Maintenance FY2021 Personnel Budget	\$943,502	\$430,481	\$1,229,600		\$523,047	\$189,493	\$134,769	\$390,328
General Fund Budget	\$1,905,696	\$1,269,058	\$2,227,860		\$634,274	\$358,510	\$237,200	\$481,708
General Fund - % of Operating	88%	100%	100%		100%	100%	100%	100%
Personnel - % of Operating	44%	34%	55%		82%	53%	57%	81%
Facility Maintenance FTEs - Regular	11.0	8.0	14.0		10.0	1.0	1.0	4.0

Parks and Facilities - Facility Management	Hutchinson, KS	Salina, KS	Manhattan, KS	Enid, OK	Grand Island, NE	Leavenworth, KS	Dodge City, KS	Bartlesville, OK
Facility Maintenance FTEs - Mgmt/Supv	1.0	1.0	10.0		2.0	1.0	1.0	1.0
Facility Maintenance Total FTEs	12.0	9.0	24.0		12.0	2.0	2.0	5.0

**Table 44: Detailed Benchmarking Data – Cemetery Maintenance**

Parks and Facilities - Cemetery Maintenance	Hutchinson, KS	Salina, KS	Manhattan, KS	Enid, OK	Grand Island, NE	Leavenworth, KS	Dodge City, KS	Bartlesville, OK
Number of Cemeteries Maintained	1	1	2		1		1	1
Acres of Cemeteries Maintained	26	47	125		90		73	N/A
Number of Interments per year	30	101	N/A		160		120	N/A
Cemetery Maintenance FY2021 Total Budget	\$157,152	\$203,629	N/A		N/A		\$213,549	\$25,248
Cemetery Maintenance FY2021 Personnel Budget	\$105,233	\$112,027	N/A		N/A		\$137,669	N/A
General Fund Budget	\$141,152	\$122,570	N/A		N/A		\$213,549	\$16,710
General Fund - % of Operating	90%	60%	N/A		N/A		100%	66%
Personnel - % of Operating	67%	55%	N/A		N/A		64%	N/A
Cemetery Maintenance FTEs - Regular	1.0	1.0	N/A		5.4		1.0	N/A
Cemetery Maintenance FTEs - Mgmt/Supv	0.0	1.0	N/A		2.0		1.0	N/A

Parks and Facilities - Cemetery Maintenance	Hutchinson, KS	Salina, KS	Manhattan, KS	Enid, OK	Grand Island, NE	Leavenworth, KS	Dodge City, KS	Bartlesville, OK
Cemetery Maintenance Total FTEs	1.0	2.0	N/A		7.4		2.0	N/A

**Table 45: Detailed Benchmarking Data – Zoo Operations**

Zoo Operations	Hutchinson, KS	Manhattan, KS	Dodge City, KS	Great Bend, KS (Zoo)	Emporia, KS (Zoo)	Garden City, KS (Zoo)
Location in the Organization	Parks and Facilities Department	Parks and Recreation Department	Parks and Facilities Department	Standalone Department	Standalone Department	Standalone Department
Friends of the Zoo (Y/N), contribute revenue?	Yes, ongoing	Yes, ongoing	Yes, project based	Yes, project based	Yes, ongoing	Yes, ongoing
Acres of Zoo Facility	37	26	4	35	8	50
Number of Animals	152	400	126	121	400	342
Rehabilitation Center (Y/N), Specialization?	Yes (All animals from State)	No	No	Yes (Raptor Rehab Only)	No	No
AZA Accreditation (Y/N)	Yes	Yes	No	No	Yes	No
Admission Fee	Free	\$5.50	Free	Free	Free	Free
Visitors	65,000	86,000	60,000	30,000	90,000	142,600
Zoo FY2021 Total Budget	\$739,721	\$1,244,700	\$229,812	\$631,000	\$531,293	\$2,402,150
Zoo FY2021 Personnel Budget	\$525,030	\$823,200	\$147,312	\$304,000	\$261,384	\$1,842,350
General Fund Budget	\$696,721	\$822,200	\$229,812	\$630,500	\$531,293	\$2,379,200
General Fund - % of Operating	94%	66%	100%	100%	100%	99%
Personnel - % of Operating	71%	66%	64%	48%	49%	77%
Zoo FTEs - Regular	6.0	12.75	2.0	4.0	4.0	24.0
Zoo FTEs - Mgmt/Supv	2.0	6.0	1.0	1.0	1.0	6.0
Zoo Total FTEs	8.0	18.8	3.0	5.0	5.0	30.0
Expenditures per Zoo Animal	\$4,867	\$3,112	\$1,824	\$5,215	\$1,328	\$7,024

**Table 46: Detailed Benchmarking Data – Golf Operations**

<b>Golf Course Operations</b>	<b>Hutchinson, KS</b>	<b>Salina, KS</b>	<b>Enid, OK</b>	<b>Grand Island, NE</b>	<b>Dodge City, KS</b>	<b>Bartlesville, OK</b>	<b>Hesston, KS (Golf Course)</b>
<b>Location in the Organization</b>	Parks and Facilities Department	Parks and Recreation Department	Standalone Department	Parks and Recreation Department	Parks and Facilities Department	Parks and Recreation Department	Standalone Department
<b>Number of Holes</b>	18	24	18	18	18	18	18
<b>Acres of Golf Course</b>	150	145	130	175	155	160	145
<b>Yard Length of Golf Course</b>	6,629	6,500	6,773	6,700	7,000	6,819	6,869
<b>Annual Rounds of Play</b>	25,000	35,000	21,000	30,000	20,500	17,000	22,000
<b>Course Mowing performed by golf staff (Y/N)</b>	Yes	Yes	Yes	No	Yes	Yes	Yes
<b>Equipment Maintenance performed by golf staff (Y/N)</b>	Yes	Yes	Yes	No	Yes	Yes	Yes
<b>Clubhouse (Y/N)</b>	Yes	Yes	Yes	Yes	Yes	Yes	Yes
<b>Clubhouse Operations in House (Y/N)</b>	Yes	Yes	Yes	No	Yes	Yes	Yes
<b>Lessons Offered (Y/N)</b>	Yes	Yes	Yes	Yes	Yes	Yes	Yes
<b>Golf Course FY2021 Total Budget</b>	\$981,443	\$864,569	\$847,750	\$810,012	\$751,498	\$491,906	\$731,667
<b>Golf Course FY2021 Personnel Budget</b>	\$570,726	\$405,757	\$415,800	\$343,717	\$421,378	\$238,056	\$267,486
<b>General Fund Budget</b>	\$308,161	\$0	\$240,000	\$84,262	\$365,498	\$137,296	\$0
<b>General Fund - % of Operating</b>	31%	0%	28%	10%	49%	28%	0%
<b>Personnel - % of Operating</b>	58%	47%	49%	42%	56%	48%	37%
<b>Golf Course FTEs - Regular</b>	4.0	2.0	6.0	4.5	2.0	1.0	2.0
<b>Golf Course FTEs - Mgmt/Supv</b>	2.0	2.0	2.0	1.0	1.0	2.0	2.0
<b>Golf Course Total FTEs</b>	6.0	4.0	8.0	5.5	3.0	3.0	4.0



**Table 47: Detailed Benchmarking Data – Airport Operations**

<b>Airport Operations</b>	<b>Hutchinson, KS</b>	<b>Manhattan, KS</b>	<b>Enid, OK</b>	<b>Dodge City, KS</b>	<b>Bartlesville, OK</b>	<b>Newton, KS (Airport)</b>	<b>Lawrence, KS (Airport)</b>
<b>Location in the Organization</b>	Parks and Facilities Department	Standalone Department	Standalone Department	Standalone Department	Public Works Department	Standalone Department	Standalone Department
<b>Airport Ownership</b>	City	City	City	City	City	City and County	City
<b>Fixed Base Operator Provider</b>	Wells Aircraft	Kansas Jet Center; Heartland Aviation, Inc.	N/A	Crotts Aircraft Service, Inc.	Phillips Aviation Services	Metro North Flight Support	Hetrick Air Services
<b>FAA Control Tower (Y/N)</b>	Yes	Yes	Yes	No	No	No	No
<b>Commercial Airline Service (Y/N)</b>	No	Yes	No	Yes	No	No	No
<b>Annual Airport Operations</b>	33,600	32,800	35,000	24,200	13,100	65,000	27,400
<b>Percent of Operations Local</b>	52.5%	40.7%	10.6%	49.6%	23.6%	59.3%	48.5%
<b>Percent of Operations Transient</b>	31.3%	39.5%	21.0%	24.8%	70.8%	39.5%	45.6%
<b>Percent of Operations Commercial (includes private charters)</b>	4.4%	6.6%	1.9%	24.8%	5.7%	1.1%	5.1%
<b>Percent of Operations Military</b>	11.8%	13.1%	66.5%	0.8%	0.0%	0.2%	0.8%
<b>Number of Runways</b>	3	2	2	2	1	2	2
<b>Square footage of paved surface</b>	1,441,700	1,425,075	1,201,500	1,154,800	685,000	910,360	862,575
<b>Number of Buildings and Hangars Maintained</b>	9	43	85	8	19	105	35
<b>Number of Total Aircraft Based on Field</b>	32	42	62	38	40	84	39
<b>Number of Jets Based on Field</b>	3	2	1	0	2	6	3
<b>Number of Multi-Engine Propeller Based on Field</b>	6	7	4	14	4	5	28

<b>Airport Operations</b>	<b>Hutchinson, KS</b>	<b>Manhattan, KS</b>	<b>Enid, OK</b>	<b>Dodge City, KS</b>	<b>Bartlesville, OK</b>	<b>Newton, KS (Airport)</b>	<b>Lawrence, KS (Airport)</b>
<b>Number of Single Engine Propeller Based on Field</b>	22	32	56	23	34	72	5
<b>Number of Other Aircraft Based on Field</b>	1	1	1	1	0	1	3
<b>Airport FY2021 Total Budget</b>	\$473,005	\$1,523,366	\$1,813,580	\$308,580	\$279,033	\$1,548,458	\$593,000
<b>Airport FY2021 Personnel Budget</b>	\$194,714	\$824,120	\$478,260	\$135,563	\$0	\$561,184	\$84,000
<b>General Fund Budget</b>	\$236,109	\$913,456	\$190,360	\$182,380	\$0	\$0	\$252,000
<b>General Fund - % of Operating</b>	50%	60%	10%	59%	0%	0%	42%
<b>Personnel - % of Operating</b>	41%	54%	26%	44%	0%	36%	14%
<b>Airport FTEs - Regular</b>	2.0	12.0	6.0	1.0	0.0	6.0	1.0
<b>Airport FTEs - Mgmt/Supv</b>	1.0	5.0	2.0	1.0	0.0	2.0	1.0
<b>Airport Total FTEs</b>	3.0	17.0	8.0	2.0	0.0	8.0	2.0

APPENDIX B:

**List of City of Hutchinson  
Facilities**

The following table shows the list of City-owned facilities by type according to data provided by the City of Hutchinson.

**Table 48: City of Hutchinson List of City-owned Facilities**

Facility Type	Facility Name	
<b>Civic Buildings</b>	Avenue A Rental Building	
	Dillon Nature Center Visitor Building	
	Dillon Nature Center Taylor Cabin	
	Elmdale Community Center	
	Farmer's Market Building	
	Golf Clubhouse	
	Homebuilders Shelter at Carey Park	
	Memorial Hall	
	Rice Park Community Building	
	Shaddock Park Building	
	Sports Arena	
	Zoo Education Building	
	<b>City Operations Buildings</b>	Airport Administration Building
		Animal Shelter
Cemetery Office and Maintenance Shop		
City Hall		
Fire Administration and Command Training Center		
Fire Station #7		
Fire Station #1		
Fire Station #2		
Fire Station #3		
Fire Station #4		
Fire Station #5		
Fire Station #6		
Fun Valley		
Golf Maintenance and Storage Buildings		
IT Office and Storage Building		
Law Enforcement Center		
Parks and Facilities Office and Shop Building		
Public Works Administration and Storage Buildings		
Wastewater Treatment Plant Buildings		
Water Treatment Plant Buildings		
Zoo Gift Shop and Administration Building		
<b>Parks</b>	Avenue A Park	
	Bernard White Park	
	Carey Park	
	Centennial Park	
	Chester L. Lewis Plaza	
	Countryside Park	
	Crescent Park	

Facility Type	Facility Name
	Elmdale Park
	Fairground Park
	Farmington Park
	Fun Valley
	Garden Grove Park
	George Pyle Park
	Grandveiw Park
	Green Street Park
	Harsha Park
	Herman and Helen Bunte Park
	Hobart Detter Complex at Carey Park
	Hutchinson Dog Park
	Hyde Park
	Martin Johnson (Cub Square) Park
	Rice Park
	Rivers Banks Orchard Park
	Shaddock Park
	SW Bricktown Park
	Vic Goering Park

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APPENDIX C:  
**Sample Performance Measures**



**Table 49: Parks and Facilities Sample Performance Measures**

Performance Category	Measure
<b>Resident Satisfaction</b>	<ul style="list-style-type: none"> <li>• Resident survey rating of parks and open space in Hutchinson</li> <li>• Resident survey rating of athletic fields in Hutchinson</li> <li>• Visitor survey rating of Zoo</li> <li>• Customer survey rating of Golf Course</li> <li>• Customer survey rating of Airport</li> </ul>
<b>Park Maintenance</b>	<ul style="list-style-type: none"> <li>• Parks and open space acres maintained per FTE</li> <li>• Cost per acre maintained</li> <li>• Trail miles maintained per FTE</li> <li>• Cost per mile maintained</li> <li>• Parks-related expenditures per 1,000 residents</li> <li>• Percent of work orders completed within X working days</li> <li>• Percent of preventative maintenance completed as scheduled</li> <li>• Number of work orders completed per FTE</li> <li>• Vacancy and turnover rate</li> <li>• Total number of managed trees per 1,000 residents</li> <li>• Acres of natural habitat restored</li> <li>• Percentage of Cemetery plots available</li> <li>• Projected years of Cemetery supply relative to demand</li> <li>• Average cost to inter</li> </ul>
<b>Facilities Management</b>	<ul style="list-style-type: none"> <li>• Ratio of proactive work hours versus reactive work hours</li> <li>• Percent of total expenditures on preventative maintenance</li> <li>• Percent of work orders completed within X working days (by type)</li> <li>• Percent of preventative maintenance completed as scheduled (by type)</li> <li>• Number of work orders completed per FTE</li> </ul>
<b>Zoo</b>	<ul style="list-style-type: none"> <li>• Percent change in Zoo attendance</li> <li>• Percent change in program enrollment (by type)</li> <li>• Percent of animal care protocols completed as scheduled</li> <li>• Percent of available days each exhibit is closed to mechanical/operations issue</li> <li>• Percent change in education program revenue</li> <li>• Percent change in rental revenue</li> <li>• Percent change in gift shop revenue</li> <li>• Cost per animal treated at Rehabilitation Center</li> <li>• Percent change in animals brought to Rehabilitation Center</li> </ul>
<b>Golf Course</b>	<ul style="list-style-type: none"> <li>• Percent change in Golf Course attendance (by type)</li> <li>• Rounds played per playable day</li> <li>• Percent change in program enrollment (by type)</li> <li>• Turn-away rate</li> <li>• Percent of available days each facility is closed due to mechanical/operations issue</li> <li>• Percent change in Pro Shop revenue</li> <li>• Percent of work orders completed within X working days</li> <li>• Percent of preventative maintenance completed as scheduled</li> <li>• Number of work orders completed per FTE</li> <li>• Vacancy and turnover rate</li> </ul>
<b>Airport</b>	<ul style="list-style-type: none"> <li>• Percent change in number of airport operations</li> <li>• Percent change in fuel revenue</li> <li>• Percent change in lease and rental revenue</li> <li>• Cost per airport operation</li> <li>• Airport operation per FTE</li> <li>• Percent of work orders completed within X working days</li> <li>• Number of work orders completed per FTE</li> </ul>

**Table 50: Public Works Sample Performance Measures**

Performance Category	Measure
<b>Resident Satisfaction</b>	<ul style="list-style-type: none"> <li>• Resident survey rating of street maintenance in Hutchinson</li> <li>• Resident survey rating of water quality</li> <li>• Resident survey rating of stormwater and flood control management</li> </ul>
<b>Street Maintenance</b>	<ul style="list-style-type: none"> <li>• Average pavement condition index (PCI) for City streets (by type)</li> <li>• Percentage of street miles with PCI score lower than 35</li> <li>• Percent of potholes fixed in X working days</li> <li>• Percent of work orders completed within X working days</li> <li>• Number of work orders completed per FTE</li> <li>• Percent of total signs maintained</li> <li>• Percentage change in the number of traffic accidents</li> <li>• Percentage change in the number of pedestrian/bike accidents</li> <li>• Percentage of snow/ice events resolved within 24/48/72 hours</li> <li>• Vacancy and turnover rate</li> </ul>
<b>Stormwater and Flood Control</b>	<ul style="list-style-type: none"> <li>• Miles of stormwater system inspected annually</li> <li>• Percent of stormwater system televised annually</li> <li>• Compliance with State and Federal standards</li> <li>• Percentage change in the number of illicit discharges</li> <li>• Percentage of inlets cleaned as scheduled</li> <li>• Percentage of street sweeping completed as scheduled</li> <li>• Percent of work orders completed within X working days</li> <li>• Number of work orders completed per FTE</li> <li>• Percent of levee operation and maintenance protocols completed as scheduled</li> <li>• Result of Army Corps of Engineer inspection of levee system</li> <li>• Percent of flood events resolved safely in 24/48/72 hours</li> </ul>
<b>Water Treatment and Maintenance</b>	<ul style="list-style-type: none"> <li>• Compliance with State and Federal standards</li> <li>• Annual potable water produced</li> <li>• Cost per million gallons per day billed</li> <li>• Number of water main breaks per 100 miles</li> <li>• Percentage of water main flushing completed as scheduled</li> <li>• Percentage of water main valves exercised as scheduled</li> <li>• Percentage of unaccounted potable water</li> <li>• Percent of preventative maintenance completed as scheduled</li> <li>• Number of work orders completed per FTE</li> <li>• Vacancy and turnover rate</li> </ul>
<b>Wastewater Treatment and Maintenance</b>	<ul style="list-style-type: none"> <li>• Compliance with State and Federal standards</li> <li>• Treatment cost per 1,000 gallons</li> <li>• Percentage of sewer line jetting and cleaning completed as scheduled</li> <li>• Percent of sanitary sewer system televised annually</li> <li>• Number of sanitary sewer overflows (by cause)</li> <li>• Percent of work orders completed within X working days</li> <li>• Percent of preventative maintenance completed as scheduled</li> <li>• Number of work orders completed per FTE</li> <li>• Vacancy and turnover rate</li> </ul>
<b>Fleet Maintenance</b>	<ul style="list-style-type: none"> <li>• Miles or hours an asset is operated by month or year</li> <li>• Maintenance cost per asset</li> <li>• Average time to perform preventative maintenance</li> <li>• Number of repeat repairs</li> <li>• Percentage of asset downtime</li> <li>• Average time to complete repairs</li> <li>• Average miles (or hours) per gallon of fuel used</li> <li>• Average lifecycle cost per asset</li> <li>• Percentage of Technician time spent on work orders</li> <li>• Percentage of assets receiving scheduled preventative maintenance</li> <li>• Vacancy and turnover rate</li> </ul>

**Deputy City Clerk**

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**From:** cityclerk@lockportny.gov  
**Sent:** Friday, September 15, 2023 2:15 PM  
**To:** Emily Stoddard; Pat McGrath  
**Subject:** FW: [EXTERNAL] Domestic Violence Awareness Display

**Follow Up Flag:** Follow up  
**Flag Status:** Flagged

Pat, can you verify that this is an "ok" resolution? Please reply all so Emily can add to the Minutes for 09/27. Thank you

By Alderman \_\_\_\_\_:

Resolved, that pursuant to their request, the YWCA is hereby granted permission to place 2783 small purple flags at Veterans Park for the month of October, which is recognized as Domestic Violence Awareness Month. Each of the 2783 flags represents a domestic violence incidents which took place in Niagara County last year. Permission is subject to filing a certificate of insurance with the City Clerk naming the City of Lockport as additional insured.

Seconded by Alderman \_\_\_\_\_ and adopted. Ayes \_\_\_\_\_.

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**From:** Mary Brennan-Taylor <mbrennan-taylor@ywcanf.org>  
**Sent:** Friday, September 8, 2023 10:26 AM  
**To:** cityclerk@lockportny.gov  
**Cc:** Justina Garner <jgarner@ywcanf.org>; Allison Taylor <ataylor@ywcanf.org>; romanforlockport@gmail.com  
**Subject:** [EXTERNAL] Domestic Violence Awareness Display

Sarah and Micelle,

Thank you for meeting with me this morning, regarding the YWCA's request for permission to place 2783 small purple flags (the size of small utility marker flags) on city owned property during the month of October. Each flag represents the staggering number of Domestic Incident Report in Niagara County last year. The YWCA believes that this visual display will create community awareness about the public health problem of domestic violence. For greatest visual impact, we would like to have all of the flags in one location, whether down the median on Main Street or at the Veterans monument on East Avenue. YWCA staff and volunteers will be responsible for placing the flags and removing them at the end of the month.

I look forward to your response.

Mary K. Brennan-Taylor  
Vice President of Programs  
YWCA of the Niagara Frontier  
(716)433-6714 x215 (office)



# Lockport City School District

3

Lockport High School  
250 Lincoln Avenue, Lockport, NY 14094

(716) 478-4450 Phone:  
(716) 478-4498 Fax:

Mrs. Dawn Wylke, Principal  
Mr. Anthony Molinaro, Assistant Principal  
Mr. Michael Pickreign, Assistant Principal  
Ms. Amanada Schaus, Assistant Principal

August 9th, 2023

RECEIVED

AUG 14 2023

CITY CLERK

Sarah K. Lanzo,  
City Clerk  
1 Locks Plaza  
Lockport, NY 14094

Dear Ms. Lanzo:

I am drafting this letter to request permission to hold our traditional Homecoming Parade before the football game on Saturday, October 7th, 2023. Chief Abbott has also been notified regarding this parade and the need for a patrol car.

We will begin lining up for the parade in the Lockport High School Locust Street parking lot at 9:00 a.m. The parade will leave the parking lot promptly at 11 a.m. The route is as follows:

Turn left onto Lincoln Avenue

Turn right onto Pine Street

Turn right onto Walnut Street

Turn right onto Locust Street

Turn right into the circle at LHS

Thank you for your consideration in this matter. If you would like to correspond through email, I can be reached at [amolinaro@lockportschools.net](mailto:amolinaro@lockportschools.net)

Sincerely,

Anthony Molinaro,  
Assistant Principal

Whereas, 6 Ashley Place has had numerous code violations over the last few year and the property is now condemned; and

Whereas, the structure needs to be demolished, with the cost for demolition being approximately \$25,000 - \$30,000.

Whereas, 6 Ashley Place is part of the 2020 In Rem. The Judgment awarding the property to the City of Lockport was signed on ; and

Whereas, Niagara Orleans Regional Land Improvement Corporation (NORLIC) has expressed interest in the property. They would demolish the structure and pay all associated costs; and

Whereas, the transfer of this property to NORLIC would follow the provisions of the City's Best Use Policy; and

Whereas, at a Property Management held on August 7, 2023, there was a motion to sell the property to NORLIC for \$1.00, which was unanimously approved; and

Whereas, The City must write off taxes, water & sewer and refuse charges owed of approximately \$4,177.54;

**NOW THEREFORE BE IT**

**RESOLVED**, that the Mayor be and is hereby authorized to enter into a Contract of sale and execute a quitclaim deed and related documents necessary for the sale of the following property to the following purchaser for \$1.00.

PARCEL ID	ADDRESS	PURCHASER
109.71-2-36	6 ASHLEY PL	NIAGARA ORLEANS REGIONAL LAND IMPROVEMENT CORPORATION