

Organizational Effectiveness Study

DEKALB COUNTY, GEORGIA

PHASE 1 DRAFT REPORT



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1. INTRODUCTION AND SUMMARY

The Matrix Consulting Group was retained by DeKalb County to conduct an Organizational Efficiency Study. The report, which follows, presents the ***draft*** results of “Phase 1” of the study. This study was designed to provide an assessment of the County’s organizational structure and the efficiency and effectiveness of the operations, staffing levels and management. The project team has assembled this ***draft*** final report, which summarizes our findings, conclusions and recommendations.

1. INTRODUCTION AND STUDY SCOPE

DeKalb County sought assistance in evaluating its current organization, operational efficiency and effectiveness. The County sought this review to complement its continued efforts to streamline operations while maintaining appropriate service levels in a challenging economic environment and with the potential for municipal annexations and incorporations impacting revenue and service delivery capabilities.

As stated in the County’s Request for Proposals, the primary intent and goal of the project is to conduct an Operational Efficiency study to consider the following:

- Identify the strengths and opportunities of the County organization;
- Assess the allocation of personnel, financial and equipment resources;
- Develop recommendations that will improve the effectiveness and efficiency of County services;
- Review and examine the City’s organizational structure and operational practices including:
 - Services provided
 - Staffing levels
 - Workload
 - Organization

- Assess the potential service and organizational impacts that municipal annexations and incorporations in the County.

The range of this study encompassed the functions that report directly to the County's Chief Executive Officer and Chief Operations Officer. Independently elected officials and the County's Courts were offered the opportunity to participate.

Due to the potential changing circumstances, the Matrix Consulting Group project team has developed this report in two parts, which include:

- A Phase 1 Report, the current report, which summarizes management, staffing and operational issues which need to be immediately addressed or addressed within the next few years.
- A Phase 2 Report, which will be separately issued, which deals with the potential impacts of municipal annexations and incorporations as well as strategies which the County could utilize to mitigate the effects of transformation.

The relationship of these two study 'phases' is clear – DeKalb County has a period of time to address the efficiency and effectiveness of its operations. This gives it a critical opportunity to achieve many things, including:

- Improve service efficiency and levels of service.
- Improve the responsiveness and transparency of government.
- Improve management's ability to provide oversight and report to the community on the quantity and quality of services provided.
- Reduce the costs of government.

In this unusual situation, then, DeKalb County can give itself some 'breathing space' ahead of decisions to annex or incorporate, or not, and 'get its house in order' appealing to constituents that the County is a valuable partner. Moreover, this strategy provides the County with the ability to be considered a viable service provider even in a

government reorganization and able to compete with other public and private agencies for the business of service delivery.

This report includes recommendations based on the project team's review that will enable the County to deliver services in a more efficient and effective manner. These recommendations include issues such as the following:

- Changes in staffing configurations or staffing levels;
- Review of services provided and their appropriateness;
- Changes in methods of service delivery;
- Consolidation or relocation of operations;
- Review of facilities, equipment and vehicles as they relate to efficient and effective service delivery;
- Use of technology and enhancements that would improve effectiveness and efficiency.
- Other changes that will provide for more effective utilization of resources.

The report also provides estimates of the cost impacts associated with each recommendation and identification of potential implementation issues and how to overcome these issues. In general, this Phase 1 study for DeKalb County is intended to provide a baseline assessment, analysis of efficiency and effectiveness issues and the development of direction to resolution of identified issues.

2. PROJECT METHODOLOGIES

In this Organizational Efficiency Study, the Matrix Consulting Group's project team utilized a wide variety of data collection and analytical techniques. The project team conducted the following data collection and analytical activities:

- **Initiated the study by developing an initial understanding of the key issues impacting the County.** To evaluate the County's organizational structure,

staffing and operations, the Matrix Consulting Group at the outset of this study conducted initial interviews with County management. Interviews focused on goals and objectives of the study, the evolution of government reorganization in DeKalb County, the levels of service provided, the resources available to provide those services, and constraints.

- **Developed a study baseline descriptive “profile” of the County.** The Matrix Consulting Group conducted over 200 interviews with County staff in each operating department in the scope of this study to document current organization of services, the structure and functions of the various departments, budgets, workload data, management systems, etc. This results of this informational baseline was utilized as a starting point for further analysis leading to recommended changes.
- **Provided an opportunity for employee input.** In addition to interviews, the Matrix Consulting Group administered an on line anonymous employee survey. This survey asked employees to evaluate a variety of statements regarding the overall operations of the County as well as their departments, and to identify constraints they faced as well as their perceptions on improvement opportunities. Over 1,500 responses were received and evaluated by the project team. The Employee Survey Results are included as an Appendix to this report.
- **Conducted a comparative survey of other counties in Georgia and elsewhere to understand how other jurisdictions handled similar issues.** Two related comparative surveys were conducted – the first one was of other suburban Atlanta counties to understand how they dealt with some of the same pressures as DeKalb County relating to municipal annexations and incorporations; the second survey focused on “peer” counties elsewhere in the Southeast and Mid-Atlantic regions to develop benchmark metrics of staffing and performance. The results of the Comparative Surveys is also included as an Appendix to this report.
- **Identifies key strengths and opportunities for improvement in each department.** A ‘best management practices’ assessment was conducted to compare DeKalb County to “standards” developed by our firm as well as to “standards” developed by professional organizations, such as the American Planning Association, American Public Works Association, etc.
- **Conducted further analysis of issues identified and summarize analysis in the project report.** Based on initial findings developed, the project team evaluated additional data, analyzed issues and alternatives, resulting in recommendations to staffing levels and management that would streamline operations, organizational structure and service delivery.

Throughout this process the project team reviewed interim findings with County leadership.

3. KEY THEMES IN THE DRAFT REPORT

A project of this scope for large and complex entity as DeKalb County's Organizational Effectiveness Study will identify many opportunities for improvement. Potentially lost in the hundreds of pages of improvement opportunities in this ***draft*** report may be the many positive things being achieved in the County today – areas in which the County meets or exceeds standards of service efficiency or effectiveness. The County has not been 'standing still' waiting for this study to occur – the leadership of DeKalb County, including department managers, has taken many steps to improve efficiency and effectiveness, to maximize customer service and responsiveness and reduce costs. As noted earlier, the project team used a 'best management practices' comparative assessment process to clearly identify both positive aspects of government operations in DeKalb County as well as improvement needs.

Just a few of the positive aspects of DeKalb County's government operations which were clear to the project team include the following:

- A commitment in public safety to provide the highest possible service to the community and safety to residents and businesses through effective management of police, fire, emergency medical and emergency communications services. These efforts include intelligence led policing, an innovative concept that many community talk about but few have implemented as DeKalb County has.
- An emerging commitment to effective infrastructure management and change in the way important and costly assets are managed in the County. While not uniform in infrastructure management in the County, and is subject to much analysis in this report, this is aptly demonstrated in fleet management.
- Extremely high levels of customer service in 'community services' in DeKalb County (i.e., library and parks and recreation services). The project team's

research has found that these services are structured and evaluated by staff continually and this process often involves the community and patrons.

- Recent changes in several of the administrative service functions in DeKalb County have recognized that change was necessary in order to effectively support staff internally as well as the public externally. The changes in Finance, Purchasing and Contracts as well as Information Technology is especially noteworthy in new approaches to policy development, customer service and human / systems management.
- Similarly, recent changes in development services has demonstrated a keen appreciation that the value of facilitating and supporting permit applicants in community and economic development is key to the long term financial health of DeKalb County.
- This and other performance audits and studies have not only demonstrated the goal and value of being a 'high performance organization' to County leadership, staff, elected officials and the public, they have also resulted in positive change in County operations and services (e.g., in permitting and in utility services).

In spite of the many positives within County operations, there are also many improvement opportunities. These issues represented the principal focus of this study. While there are hundreds of recommendations made in this report, there are several recurring areas in which major change is needed. Many of these improvement needs cross-cut the organization. The following points summarize the most significant areas of improvement needed in DeKalb County:

- The lack of useful performance management data for County leadership and in many departments hinders managers' ability to monitor operations and services. Many performance management systems needed to monitor service are lacking (for example in infrastructure and administrative areas); County leadership lack a 'dashboard' of key performance indicators.
- In many infrastructure and administrative areas the County has been inconsistent and reactive rather than proactive. In infrastructure services, the lack of asset condition and maintenance data has hampered its ability to have a more proactive stance in the way it provides service to the community. In administrative services, inconsistency in customer service and the efficiency of business processes have similarly hampered management and customer service.

- The critical functional areas of 'community services' and 'administrative services' lack a high level manager in County leadership. Recreation and Parks and the County Library are organized under the Infrastructure group; internal administrative functions report individually to the Chief Executive Officer or Chief Operating Officer. Organized in this way impacts the representation of these services to the Board of Commissioners and to the public as well as the ability to draw these services together in a common approach to effective management and customer service.
- There are other areas of the County that are 'over managed' in terms of the number of layers and/or the number of managers reflecting outdated concepts of organizational management when spans of control needed to be narrower. There are instances of this in several areas of public safety.
- A comprehensive and cross cutting evaluation of 'customer service' needs to be taken by DeKalb County. Currently, there is no single manager in the County responsible for customer service commitments, policies, tracking, training and monitoring. As a result, current approaches lead to this being inconsistent in County services. Led by an enhanced County leadership team, improved and consistent customer service is essential.
- The Department needs to perform a comprehensive work force evaluation in which the classifications of positions is justified by the level of responsibility. For example, the Police Department should civilianize selected positions within the organization where the use of sworn positions are not required to effectively perform the duties.
- Throughout the past few years the County has struggled to play 'catch up' because of the cumulative effects of positions lost since the onset of the Great Recession in 2008 – 2009. "Early outs" wiped out much of a generation of institutional knowledge and budget cuts affected much of the County's service capacity.

These cross-cutting issues are described and analyzed in depth in this report. However, at a macro-level they suggest a clear and immediate course of action for County leadership to take in the next year to complete the transition to a 'high performance organization'. This strategy is summarized in the next section of this summary.

4. HIGH PRIORITY STEPS FOR THE COUNTY'S LEADERSHIP TO TAKE

As noted earlier, DeKalb County has potentially up to a year to give itself some 'breathing space' ahead of decisions to annex or incorporate and 'get its house in order'. To demonstrate an ability to appeal to constituents that the County is a valuable partner to maintain the status quo or to be considered as a viable service provider in a government reorganization will take leadership and a commitment to change.

Key steps in this process are summarized in the following sections:

(1) Develop a Comprehensive Implementation Plan of Change Commitments in This and Other Analytical Efforts.

The County has dedicated substantial resources to understanding and changing its organizational structure, its management and service delivery. Each of these efforts have resulted in many recommendations, some of which have been implemented and others are being considered for implementation. Time is short and the County needs to develop an implementation plan encompassing the intersection of all of these efforts.

There is much to build on in this effort because as noted throughout this report:

- Many departments and functional areas have already positioned themselves as service leaders (e.g., in public safety, libraries and Watershed).
- Several other departments and functional areas recognize the need for change and have a plan to transition to a 'high performance organization (e.g., purchasing and permitting).
- Other departments and functional areas need guidance and assistance to make this transition and these are the principal focuses of this report.

The development of a comprehensive and cross-cutting plan as well as monitoring will take additional resources to accomplish. As a result, the County should add a Senior Management Analyst who would report to the Chief Operations Officer of the County to develop a comprehensive implementation and monitoring plan. This

position would be skilled in such systems as Microsoft Project and in developing such plans in the past. Without effective support and oversight, progress toward implementation of change could flounder.

Recommendation:

Add a Senior Management Analyst position, reporting to the Chief Operating Officer, to develop a comprehensive implementation plan and monitoring system. The cost of such a position would be expected to cost an estimated \$100,000 in salary and benefits each year.

(2) Develop a Performance Management System and Charge the Office of Management to Measure and Monitor County Operations Meeting Established Service Objectives.

DeKalb County has extensive management systems in place to monitor service delivery, staff utilization and costs (e.g., in permitting, public safety records management, etc.). Many more have been recommended for implementation in this report (e.g., maintenance and infrastructure management). In this 'best in class' approach to performance management, the County needs to examine what needs to be done to cross through all of these systems to develop a 'dashboard' of indicators for County leadership, the Board of Commissioners and even the public to use in monitoring the conformance of service reality to service commitment.

The County's Information Technology Department needs to be tasked with evaluating how to develop a management dashboard which draws from disparate systems and integrated. Such management reports need to be available in real time to managers on a daily basis and some summary version available on the County's web site. Part of this evaluation would be the best means of integrating system-wide data – either through a mining different systems or acquiring on off-the-shelf performance

management system. Many such systems exist. Acquiring such a system would have the benefits of standardization and would facilitate access to information.

Once implemented the County's Office of Management and Budget, which has been a unit within the Finance Department, should be reassigned to the Chief Operating Officer and charged with maintaining the performance management system, developing results on an ongoing basis and reporting on performance regularly to the Board of Commissioners and the County Executive and Chief Operating Officer. This unit would also be charged with performing internal operational assessments to improve performance.

Recommendations:

The Information Technology Department needs to be tasked with the development of an integrated management dashboard for use by County leadership and the Board. A summary version could be made available on the County's website. The resources needed to implement a management dashboard are not known because there are key systems needed to be implemented.

The County's Office of Management and Budget should be rebranded as the County's Performance Management Unit responsible for performance measurement and reporting as well as the development of operational assessments directed by County leadership.

(3) Strengthen the County Leadership Team by Creating Deputy County Operating Officers Dedicated to Administrative and Community Services.

Currently, the County leadership focuses overall executive and operational control to the County Executive Officer (CEO) and County Operational Officer (COO). Because of the size and diversity of the County organization Deputy COO positions have been created as senior management specialists in major service areas – public safety, infrastructure and development. This approach enables a single individual to oversee similar functions, ensuring a consistent, coordinated and integrated approach

to service delivery. Additionally, it ensures that there is a senior executive who is looking strategically at issues within the general functional areas – something that cannot be effectively done at simply the departmental level and something which the COO cannot do for all departments. “Administrative Services” and “Community Services” need to be viewed as ‘core services’ too, with significant human and physical assets and customer focus. As a result, these groups of functions need to be accorded senior management for oversight, coordination and strategic planning purposes.

However, there are two major areas which do not have dedicated senior-level management – administrative services and community services. This has had the following effects.

- In the case of administrative services, there is no one manager responsible for the coordination and consistency of critical internal services. Currently, these functions include Information Technology, Human Resources, Purchasing and Contracts as well as Finance which all report separately to the Chief Operating Officer.
- The fact that each of these administrative services has a separate direct report to the County’s COO increases his span of control to a very broad level potentially impacting not only attention to detail but also strategic focus.
- In the case of ‘community services’, including libraries, recreation and parks as well as other community oriented programs and services (such as Human Services) these also either separately report (Human Services) or in the case of libraries and recreation are functions combined with asset management services (the Infrastructure group).
- Organizing these important internal and external services in this way has the potential to de-emphasize the customer and public aspects of these services.

A broader more holistic view is needed in these areas as well to enable cross-departmental efficiencies, service delivery strategies, and alternative approaches to be most effectively considered and addressed. To address these will take additional managers to provide that strategic focus and focus on customer service in a

coordinated way. This will take two senior positions – another Deputy COO for Administration and a Director for Community Services (reflecting a narrower scope of responsibility).

Recommendations:

DeKalb County should add one additional Deputy Chief Operating Officer to oversee administrative and internal service functions including Human Resources, Budget, Financial functions, Procurement and Information Technology. The cost of this recommendation is estimated at over \$200,000 per year in salary and fringe benefits.

DeKalb County should add one Community Services Director position to oversee community services functions including Libraries, Recreation and Parks, Human Services, and potentially Child Advocacy. The cost of this recommendation is estimated at over \$150,000 per year in salary and fringe benefits.

This change is not without a financial impact. However, given the potential to provide a much stronger focus on operational improvement and coordinated service delivery to the County organization focused on customer service – this is a minor expense for the potential improvements to be gained. It is always difficult to add management positions, but especially in the current government economic environment of inelastic revenues. However, in this case the benefits are substantial in the County's efforts to function consistently and to allow the CEO and COO to focus on more strategic issues such as customer service. These costs, though hidden, potentially impact the County to an even greater extent.

(4) Once the County Has Addressed in Operational and Service Issues Embark on a Series of “Managed Competitions” for Government Services.

Finally, as part of its transformation plan, the County's leadership team needs to be proactive in its approach to managing environmental changes. By demonstrating to citizens and businesses in the County that significant changes have been made and will

continue to be made in the efficiency and effectiveness of services the County can be regional leader in the delivery or the brokering of these services. This can best be assured if the County can demonstrate that it is providing the most service at the least cost. As 'managed competition' can demonstrate that to the public and elected officials.

The concept of managed competition is simple – demonstrating that public sector operations can compete with the private sector. To many this is a foregone conclusion in favor of the private sector because public sector compensation (especially benefits) are more costly than the private sector and productivity is often viewed to lag. Not factored into such a conclusion is the offsetting profit motive that is lacking in a cost analysis of the private sector. Given this, the determination of relative cost effectiveness often rides on productivity.

Many services in local government lend themselves to managed competition – in infrastructure maintenance and engineering managed competition is a well established mechanism. In this report, there are several recommendations to utilize a managed competition in these areas (e.g., facilities, fleet, etc.). However, given the growing number of services provided by the private sector, this mechanism can be expanded to many areas including the administrative services of information technology, human resources, purchasing, as well as permitting and inspections). The Matrix Consulting Group recommends that the County embark on managed competition of a broad group of maintenance, administrative and development services. Because it would be difficult to demonstrate cost effectiveness now, the following approach should be developed:

- Create a position of "Managed Competition Manager", a two year contract position, who would be responsible for creating a managed competition process, developing service candidates for consideration and competitive process design

and development. This contract position would report to the COO. This position would cost an estimated \$150,000 per year.

- Work with operating departments selected for a managed competition process to improve their cost competitiveness in a period of up to one year. Additional resources may have to be provided by the County to realize this in the form of training, tools and equipment as well as management systems.
- Develop a managed competition process including service scopes, Request for Proposals and evaluation process and measurement system at the end of a year.
- Work with County leadership and department managers on the process, including evaluation, selection and implementation, including contract negotiation and management as well as a performance measurement system. Contracts would be developed for awarded public as well as private sector entities.
- Once implemented, the contract position has been sunsetted create a Contract Manager position to manage resulting contracts. This position is also estimated to cost \$125,000, though this would include fringe benefits as a staff position.

This process would be useful not only as a consequence of performance improvements recommended in this report, it would also provide an opportunity to position the County as potential service provider to any incorporating community. Such a process, for example, is being implemented in Doraville and has been implemented in the past by Charlotte-Mecklenburg County.

Recommendations:

Create a contract position to develop and manage a 'managed competition' process to test the cost effectiveness of selected County services (e.g., infrastructure maintenance, various administrative services, engineering, etc.). The cost of this contract for a one year process is estimated at \$150,000.

Work with County operating departments in anticipation of the managed competition process, together with accepted results from this study and comparable assessments, to improve the cost effectiveness of services so that they can compete with other service providers.

Once any additional services are privatized convert the financial resources utilized to create the management competition program to a strong contract manager position to ensure that service and cost goals are met.

5. EXECUTIVE SUMMARY

The table, which follows, presents a summary of the recommendations for change contained in this report, together with cost impacts where these occur. There are also many recommendations for maintenance of the 'status quo' made in the report which are not recapitulated in this summary. The reader is urged to review the ***draft*** report in detail to understand the full scope of the analytical assessment.

Recommendations				
	Priority	Timeframe	+/(–) Cost Annual	+/(–) Cost One Time
COUNTY MANAGEMENT				
Add a Senior Management Analyst position, reporting to the Chief Operating Officer, to develop a comprehensive implementation plan and monitoring system. The cost of such a position would be expected to cost an estimated \$100,000 in salary and benefits each year.	High	Year 1	\$100,000	
The Information Technology Department needs to be tasked with the development of an integrated management dashboard for use by County leadership and the Board. A summary version could be made available on the County's website. The resources needed to implement a management dashboard are not known because there are key systems needed to be implemented.	High	Year 1	Unknown	Unknown
The County's Office of Management and Budget should be rebranded as the County's Performance Management Unit responsible for performance measurement and reporting as well as the development of operational assessments directed by County leadership.	High	Year 1	N/A	N/A
DeKalb County should add one additional Deputy Chief Operating Officer to oversee administrative and internal service functions including Human Resources, Budget, Financial functions, Procurement and Information Technology. The cost of this recommendation is estimated at over \$200,000 per year in salary and fringe benefits.	High	Year 2	\$200,000	N/A
DeKalb County should add one Community Services Director position to oversee community services functions including Libraries, Recreation and Parks, Human Services, and potentially Child Advocacy. The cost of this recommendation is estimated at over \$150,000 per year in salary and fringe benefits.	High	Year 2	\$150,000	N/A

Recommendations				
	Priority	Timeframe	+/(–) Cost Annual	+/(–) Cost One Time
Create a contract position to develop and manage a ‘managed competition’ process to test the cost effectiveness of selected County services (e.g., infrastructure maintenance, various administrative services, engineering, etc.). The cost of this contract for a one year process is estimated at \$150,000.	High	Year 1		\$150,000
Work with County operating departments in anticipation of the managed competition process, together with accepted results from this study and comparable assessments, to improve the cost effectiveness of services so that they can compete with other service providers.	High	Year 1	N/A	N/A
Once any additional services are privatized convert the financial resources utilized to create the management competition program to a strong contract manager position to ensure that service and cost goals are met.	High	Year 2	\$150,000	N/A
1.1 PUBLIC SAFETY – POLICE				
Annually review the number of community generated calls for service from the CAD data to determine the trend in community generated workload and the distribution of call for service workload in each Precinct.	High	Starting Immediately	N/A	N/A
Review and audit a sample of Priority 2 calls for service (50 – 100) to ensure that calls are being correctly classified.	High	Starting Immediately	N/A	N/A
Review the call Priority list and use four Priority types for police related calls to provide a reasonable range of incident classification from emergencies requiring immediate response, urgent incidents, and cold, low priority incidents where a delayed response is reasonable.	High	Starting Immediately	N/A	N/A
Review other CAD data samples of 50-100 calls for Priority 1, 2 and 3 incidents to determine if the call processing and travel times are closer to the range of call processing and travel times typically seen in other police department studies.	Medium	Starting Immediately	N/A	N/A

Recommendations				
	Priority	Timeframe	+/(–) Cost Annual	+/(–) Cost One Time
Continue to annually review the distribution of calls for service related workload among the Precincts and deploy Officers to the Precincts based on this workload.	High	Each Year	N/A	N/A
After a second year of CFS workload analysis determine if Precinct boundaries should be adjusted to balance workload among the Precincts.	High	Each Year	N/A	N/A
Continue to provide field supervisors and Officers crime analysis and wanted persons information to facilitate proactive policing in areas of the Precinct where incidents and/or crime has been trending upward. Supervisors should continue to actively manage Patrol Officers' proactive time with planned activities to address crime, crime trends, quality of life issues and community concerns.	High	Starting Immediately	N/A	N/A
Review the CAD workload data for a second year to determine the level of Patrol Officer committed time and proactive time; continue annual reviews of Patrol workload.	High	Each Year	N/A	N/A
Adopt a 40% average proactive time level goal for patrol operations.	High	Starting Immediately	N/A	N/A
Overall, DeKalb County has sufficient patrol authorized and funded positions for patrol. However, their distribution by shift and the filling of authorized and funded positions impedes the effective delivery of service. The Police Department needs to review patrol personnel allocation and the DKPD should work with Human Resources to take the necessary steps to fill the vacant positions to maintain the necessary level of Patrol Officer staffing in the Precincts.	High	Starting Immediately	N/A	N/A
Eliminate one Captain's position and the Administrative / Duty Lieutenant position in each Precinct (estimated salary and benefits cost savings of \$98,893 for a Captain, total of \$395,573 annually; and \$92,417 for a Lieutenant, a total of \$369,667 annually).	High	On Position Vacancy	(\$765,240)	N/A

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Recommendations				
	Priority	Timeframe	+/(–) Cost Annual	+/(–) Cost One Time
Eliminate the Officer Crime Analyst positions – 1 in each Precinct (estimated salary and benefits cost savings for 4 Officers is \$77,616 each, a total of 310,464 annually).	High	Year 1	(\$310,464)	N/A
Create new civilian Crime Analyst positions – 1 in each Precinct (estimated salary and benefits cost for 4 Crime Analysts is \$65,159 each, a total of \$260,635 annually).	High	Year 1	\$260,635	N/A
Precinct Detectives from Central/North and Tucker Precincts should be moved to East and South Precincts to balance the workload in all four Precincts.	Medium	Year 1	N/A	N/A
The Assistant Chief and Captains managing the individual work units are sufficient to manage the Criminal Investigations Division and the Major position should be eliminated (estimated salary and benefits cost savings of \$105,815 annually).	High	On Position Vacancy	(\$105,815)	N/A
Eliminate one Lieutenant position in the Major Crimes Work Group (the Commercial Robbery Unit). The cost savings associated with this is \$92,417 per year in salary and benefits.	High	On Position Vacancy	(\$92,417)	N/A
Eliminate the Lieutenant position in the Special Investigations Unit. The cost savings associated with this is \$92,417 per year in salary and benefits.	High	On Position Vacancy	(\$92,417)	N/A
Eliminate two Lieutenant's positions in the Intelligence Led Policing Work Group (Intel Unit and Auto Theft Unit). The cost savings associated with this is \$92,417 per year in salary and benefits and \$184,834 annually for both positions.	High	On Position Vacancy	(\$184,834)	N/A
Maintain the existing Intelligence Led Policing efforts and Precinct based efforts to use timely crime analysis information to provide proactive patrol.	High	Ongoing	N/A	N/A

Recommendations				
	Priority	Timeframe	+/(–) Cost Annual	+/(–) Cost One Time
Two upper management positions below the Assistant Chief are not necessary to run the Special Operations Division and recommends elimination of the Major position (estimated salary and benefits cost savings of \$105,815 annually).	High	On Position Vacancy	(\$105,815)	N/A
Eliminate the Major position in the Support Services Division (estimated salary and benefits cost savings of \$105,815 annually).	High	On Position Vacancy	(\$105,815)	N/A
Implement a streamlined and continuous hiring process to increase the quality and quantity of the candidates such that the Basic Academy classes can be full and the graduation rate can be increased.	High	Year 1	N/A	N/A
Ensure that the procedures, policies, and methods for storing property and evidence are fully documented. In addition, completely cross-train staff assigned to the unit in all duties performed by the unit in order to ensure stability when personnel transitions occur.	High	Year 1	N/A	N/A
County Administration, Animal Services and County Human Resources should meet and develop a plan to reduce the hiring process time for vacant Enforcement Division positions.	High	Year 1	N/A	N/A
Animal Services should meet with Fleet Services to address to ensure that a sufficient number of vehicles are available for staff needs now and in the future when full staffing is obtained.	Medium	Year 1	N/A	N/A
1.2 PUBLIC SAFETY – FIRE RESCUE				
Annually review the number of responses by emergency apparatus to determine the trend in emergency response workload and when additional response units are required.	High	Year 1	N/A	N/A
Examine station response areas to determine if boundaries can be adjusted to equalize responses and lower the number of responses from high call apparatus.	High	Year 1	N/A	N/A

Recommendations				
	Priority	Timeframe	+/(–) Cost Annual	+/(–) Cost One Time
Purchase and staff two (2) EMS quick response units, one at station 13 and one at station 7 to reduce the workload on engines 3, 7, 11, 13, 14, and 26 and quint 24 related to EMS calls for service. Cost of approximately \$200,000 for each unit. Annual cost of \$1,098,090 in salaries and benefits for the additional personnel to staff the units.	High	Year 1	\$1,098,090	\$400,000
The Department should work with the Emergency 911 Center to improve call processing times.	High	Ongoing	N/A	N/A
The Department should determine the call types, which pose an immediate threat to life or property and measure performance at the 90 th % for those emergency calls for service and report their performance quarterly.	Medium	Ongoing	N/A	N/A
The Department should continue to regularly audit response time data captured by the CAD and RMS system to ensure that critical response time data – dispatch processing times, turnout times, travel times, and clear times are being accurately captured and personnel are aware of their performance compared to established standards.	High	Ongoing	N/A	N/A
Staff all Truck Companies and engines 4, 7, 11, 13 and 25 with four-person minimum staffing. Staff the remaining Engine Companies with 3-person minimum staffing. As a result, the County should authorize a total of 555 positions for the staffing of the Operations Division, resulting in a cost avoidance of \$3,315,168 per year in salary and benefits when compared to the County-wide 4-person staffing plan.	High	Year 1	(\$3,315,168)	N/A
Implement a company inspection program in DCFR to allow Operations personnel to assist in the inspection of non-mandated commercial inspections and allow the fire inspectors to focus on high hazard and mandated occupancy inspections.	Medium	Year 2	N/A	N/A
Eliminate the Supervisor position in the Payroll Unit and have Payroll Clerks report to the Fiscal Officer to improve the supervisory span of control. The cost of this change is estimated at \$82,270 per year in salary and benefits.	High	On Position Vacancy	(\$82,270)	N/A

Recommendations				
	Priority	Timeframe	+/(–) Cost Annual	+/(–) Cost One Time
Eliminate the Public Information Captain position and staff the function with a civilian media relation's employee that reports to the Public Education Captain. The cost impacts of this change is estimated at \$87,192 per year in the reduced Captain's salary and benefits and an increase of \$77,616 in the added civilian media relations position.	High	On Position Vacancy	(\$9,576)	N/A
Continue to monitor the workload for the Arson unit to ensure detectives maintain an average monthly caseload of 8- 10 cases per month.	Medium	Ongoing	N/A	N/A
Consider establishing a self-inspection program for small, B-type occupancies.	Medium	Year 2	N/A	N/A
DeKalb County should adopt a formal facility maintenance program which requires the period inspection of all fire facilities and procedures for the timely repair of reported deficiencies.	Medium	Ongoing	N/A	N/A
1.3 PUBLIC SAFETY – EMERGENCY 911 CENTER				
Authorize an additional 14 Emergency Operator positions in the 911 Center to serve as overstaff to ensure appropriate staffing levels are maintained during periods of high turnover. Authorize a total of 173 Emergency Communicator/Senior Emergency Communicator positions in the 911 Center. This is an increase of seven (7) total positions. The cost of added staff total \$309,288 per year in salary and fringe benefits.	High	Year 1	\$309,228	N/A
Continue with the process to acquire a new CAD system, which allows entry and analysis of response by individual units as opposed to be the single call.	High	Year 2 – 3	N/A	Unknown
Change the reporting relationships of the IS System Managers to have one oversees IS personnel and the other overseeing CAD and Telecom personnel.	Medium	Year 1	N/A	N/A
1.4 PUBLIC SAFETY – MEDICAL EXAMINER				

Recommendations				
	Priority	Timeframe	+/(–) Cost Annual	+/(–) Cost One Time
The County Medical Examiner's Office should establish performance measures in accordance with industry best practices and report their performance against these measures annually to the County.	Medium	Year 1	N/A	N/A
2.1 INFRASTRUCTURE – FACILITIES MANAGEMENT				
Facilities Management Division Technicians should greatly enhance their productivity. This may be accomplished through enhanced planning and management techniques such as providing time-of-repair estimates to Technicians prior to their arrival on site. Once completed, the Division should note the actual times of repair and compare these to the estimated times provided by Foremen or Coordinators in the Division.	High	Ongoing	N/A	N/A
The Division's Facilities Technicians should remain in the field until, at a minimum, 15 minutes prior to the end of the day. These 15 minutes should be used only to return paperwork to the administrative staff and to briefly discuss any issues encountered during the performance of work that may impact others in the Division.	High	Ongoing	N/A	N/A
The Facilities Management Division should develop an inventory of all major maintenance equipment in the County's buildings. This inventory should be accompanied by a listing of preventive maintenance tasks as issued by the manufacturers of the equipment, supplemented by any other tasks that are determined to be necessary by the County's Facilities Management Division. These tasks should be performed in accordance with a pre-defined schedule.	High	Year 1	N/A	N/A
The Facilities Management Division should implement a computerized maintenance management system to record, analyze and report the work accomplished by its Technicians in the field. It should first investigate the potential of utilizing one of the existing CMMS in use in the Department of Public Works, however if these systems are found to be unsuitable, the Division should procure an off-the-shelf solution and implement it immediately. The cost for such a system is estimated to be no more than \$50,000.	High	Year 2 – 3	N/A	\$50,000

Recommendations				
	Priority	Timeframe	+/(–) Cost Annual	+/(–) Cost One Time
The County should adjust or upgrade the capabilities of its Kronos timekeeping program to allow automatic adjustments to payroll based on overtime and leave, which are tracked in the program.	Medium	Year 2	N/A	Unknown
Issue a request for proposals to determine the feasibility of contracting for all facilities maintenance and management services.	High	Year 2	Unknown	N/A
2.2 INFRASTRUCTURE – FLEET MANAGEMENT				
Hire seven additional Fleet Service Technicians III for the Car and Pickup Shop at an annual total compensation of \$361,267.	High	Year 1	\$361,267	N/A
The project team recommends that the County continue to invest in the timely replacement of its vehicles and equipment. A depreciation fund should be established to ‘smooth’ the annual outlay on vehicles and equipment.	High	Year 1	N/A	N/A
The Fleet Management Division should work with major users of its service to establish a Vehicle User Committee. This Committee should meet at least monthly, and should be a way in which users and the Fleet Management Division pass along issues related to customer service, vehicle specification needs and utilization, as well as many other important facts of operations.	High	Ongoing	N/A	N/A
The Associate Director should evaluate the different outsourcing approaches in use in the four shops and establish a uniform philosophy regarding outsourcing repairs that minimizes overall cost and downtime.	High	Year 1	N/A	N/A
The Fleet Management Division should approach cities within DeKalb County to investigate their interest in utilizing its fleet maintenance and management services for all or part of their needs.	Medium	Year 2	Unknown	N/A
2.3 INFRASTRUCTURE – SANITATION				

Recommendations				
	Priority	Timeframe	+/(–) Cost Annual	+/(–) Cost One Time
The County should transition from twice-weekly garbage collection to once per week. The annual cost savings associated with personnel reductions is approximately \$4,883,000. The one-time revenue from the sale of 36 garbage trucks is estimated to be about \$1,080,000. The County can anticipate additional savings through the avoidance of costs for fuel and vehicle maintenance as well. These avoided costs are expected to be approximately \$523,800.	High	Year 2	(\$5,406,800)	(\$1,080,000)
The County should make the transition to once-weekly residential garbage collection using side-arm collection vehicles on at least 50% of its routes. The personnel cost savings would be approximately \$6,445,955. The one-time revenue from the sale of 36 garbage trucks is estimated to be about \$1,620,000. The costs of the side-arm units is estimated to be \$9,000,000, and the costs of the carts is estimated to be about \$1,300,000. In addition to these costs, the County can expect to spend about \$172,000 in maintenance of damaged carts, and another \$35,700 for replacement of carts that are damaged to an extent that makes it infeasible to repair these carts. A replacement fund should be established for the new equipment. Depending on replacement cycles and utilization this could add \$1.3 million per year.	High	Year 2	(\$5,145,955)	\$8,472,300
The Sanitation Division should ensure that it coordinates with the appropriate municipality or contractor whenever the responsibility for customers' waste collection changes to ensure that customers know which entity is responsible for collecting trash and which entity they should call to resolve questions.	Medium	Ongoing	N/A	N/A
Transfer the 53 employees currently in the KDB section of the Division to the Roads and Drainage Division of Public Works.	High	Year 2	N/A	N/A
2.4 INFRASTRUCTURE – ROADS AND DRAINAGE				

Recommendations				
	Priority	Timeframe	+/(–) Cost Annual	+/(–) Cost One Time
Roads and Drainage should better functionally align positions based on funding source in several functional areas. There are many recommendations made in the report to re-allocate positions more effectively which have no budgetary impacts. This needs to be based on a detailed assessment of the amount of infrastructure to be maintained, the condition of roads, the level of service required, the time needed for preventive maintenance and repairs and the staff needed to provide this. This will require an overhaul of the maintenance management system in the Roads and Drainage Department.	High	Year 1	N/A	N/A
The Roads and Drainage Division should transfer one Operations Manager R&D position from Fund 271, cost center 5705 to Fund 581, cost center 6701. This would decrease Fund 271, cost center 5705 personnel services budget by approximately \$98,893 and Fund 271, cost center 5700 by one position. This would increase Fund 581, cost center 6701 personnel services budget by approximately \$98,893 and one position.	High	Year 1	N/A	N/A
The Roads and Drainage Division (Fund 271, 5700) should add four positions from Fund 581 to account for staff being functionally aligned in road related activities. The positions are one of each: Office Assistant Senior, Construction Supervisor, General Foreman Public Works, and Roads & Drainage Supt. The increase to Fund 271, cost center 5700 is four positions and \$258,737. Fund 581 will realize a decrease of one position and a decrease in personal services cost of approximately \$258,737.	High	Year 1	N/A	N/A
The County should implement the FY15 CEO Recommended Budget and unfund nine equipment operators, five assistant traffic signal installers, two office assistants senior, one associate director, one deputy director, one mason senior, one crew supervisor CDL, one traffic signal technician, and one dispatcher. The cost savings should be used to fund contracted services to resurface an estimated 4.02 center line miles.	High	Year 1	N/A	N/A
The FY15 CEO Recommended Budget to unfund traffic engineering positions should be implemented by the County.	High	Year 1	Already in the budget	N/A

Recommendations				
	Priority	Timeframe	+/(–) Cost Annual	+/(–) Cost One Time
The appropriation for the Drainage Operations Manager position should be from Fund 581 rather than Fund 271. This would decrease Fund 271, cost center 5705 personnel services budget by approximately \$98,893 and one position. This would increase Fund 581, cost center 6701 personnel services budget by approximately \$98,893 and one position.	High	Year 1	N/A	N/A
The County should research the feasibility of setting millage rates based on geographic service demand/service delivery and cost rather than a standardized formula.	Medium	Year 2	Unknown	N/A
The Roads and Drainage Division should determine a fully burdened labor rate to charge for work to ensure full cost recovery if maintenance services are provided to other entities.	High	Year 1	N/A	N/A
If full cost recovery is not being achieved, then where applicable, the roads millage should be increased or the County should not provide the services to cities unless the municipality can pay the full cost.	High	As Needed in the Future	Unknown	N/A
The County should research the impact of decreasing millage rate differentials and thus decreasing the equalization payments by modifying how Fund 271 millage rates are determined by the County.	Medium	Year 1	Unknown	N/A
The Roads and Drainage Division Administrative Services section should develop a full life cycle asset management plan which incorporates a comprehensive Capital Improvement Program and cost forecasting for operating budget impacts, and funding strategies.	High	Year 1	N/A	N/A
The Roads and Drainage Division should hold internal staff and external entities accountable for maintaining accurate asset data based on the lifecycle phase	High	Year 1	N/A	N/A
The Division's Administrative Services section should create templates and provide guidance for the development and maintenance of asset specific plans.	High	Year 1	N/A	N/A

Recommendations				
	Priority	Timeframe	+/(–) Cost Annual	+/(–) Cost One Time
The Administrative Services section should conduct compliance audits to ensure data integrity and adherence to policy and procedures.	High	Year 2	N/A	N/A
The Roads and Drainage Division should properly implement Oracle eAM and it should be used as the sole database for storing asset related information.	High	Year 1	N/A	N/A
A consultant should be used to design Oracle eAM to perform satisfactorily against the requirements and specifications of a use case.	Medium	Year 1	N/A	Unknown
The Drainage section should be the initial case study. Following successful implementation in Drainage, all other sections should be transitioned to Oracle eAM.	Medium	Year 1	N/A	N/A
The Roads and Drainage Division should use a steering committee to develop the use case to be used for architecting Oracle eAM.	Medium	Year 1	N/A	N/A
The consultant should review additional Oracle modules and make recommendations where additional functionality could benefit the Roads and Drainage Division.	Medium	Year 1	N/A	N/A
The Roads and Drainage Division should re-engineer the production control/work order process to introduce expanded roles and responsibilities to inspectors, general foreman, superintendents and operations managers.	High	Year 1	N/A	N/A
The Roads and Drainage Division should identify where GIS can be used to answer operational questions with a geospatial component and develop methodologies to integrate GIS as a valuable tool for decision-making.	Medium	Year 2	N/A	N/A
The Roads and Drainage Division should incorporate appropriate geospatial collection protocols in all processes related to service demand, service delivery and asset management.	Medium	Year 2	N/A	N/A
Inspectors should use GPS receivers to geocode work orders and assets at time of inspection.	Medium	Year 2	N/A	Unknown

Recommendations				
	Priority	Timeframe	+/(–) Cost Annual	+/(–) Cost One Time
The Roads and Drainage Division should develop a comprehensive monthly report focusing on answering critical management questions rather than reporting output metrics with limited context.	High	Year 1	N/A	N/A
The Roads and Drainage Division should create a well-documented data collection protocol that identifies metrics and provides detailed descriptions, calculation explanations, sources and other information necessary to ensure consistent collection.	High	Year 1	N/A	N/A
The Roads and Drainage Division should use the monthly report to help focus and guide the implementation of technology tools so data collection, analysis and reporting is efficient and supported by the software architecture.	High	Year 1	N/A	N/A
The Roads and Drainage Division should create a technology plan supporting centralized information management, data analysis and data-driven decision-making.	High	Year 1	N/A	N/A
The Roads and Drainage Division should make staff accountable for properly implementing technology plan strategies, such as data entry protocols, and should make staff accountable for readily providing access to the data stored on various systems to support integration.	High	Year 2	N/A	N/A
The Roads and Drainage Division should provide training to staff on proper use of the software tools but also the tool's impact on the outcome of the process of interest, such as data mining for a monthly report.	High	Year 2	N/A	N/A
Consolidate the currently-separate divisions of Transportation and Roads and Drainage to reduce administrative overhead in areas such as procurement, human resources, and support services and to coordinate the full lifecycle of asset management by aligning functionally similar activities (e.g., engineering and inspections).	High	Year 1	Cited Below	N/A

Recommendations				
	Priority	Timeframe	+/(–) Cost Annual	+/(–) Cost One Time
The Roads and Drainage Division should create a Plan of Organization targeting wider spans of control in areas of road maintenance and construction, engineering and inspections, production control, database management and warehouse operations.	High	Year 1	N/A	N/A
The Roads and Drainage Division should eliminate 10 administrative positions once it merges with the Division of Transportation and realizes the impacts of implementing Efficiency Study recommendations. These positions include three (3) Administrative Assistants I, two (2) Office Assistants Senior, and Operations Manager R&D, two (2) Roads and Drainage Superintendents, a General Foreman, a Requisition Technician. These position eliminations will result in a cost savings of \$630,815.	High	On Position Vacancy	(630,815)	N/A
The Roads and Drainage Division should reorganize the Road Maintenance and Construction sections into a newly-created and consolidated Roads section, with the two sub-sections of Construction and Asphalt.	High	Year 1	N/A	N/A
The Roads and Drainage Traffic Engineering section should focus on improving productivity in Signing and Marking, and Signals and Operations.	High	Year 1	N/A	N/A
The Roads and Drainage Division should align the Traffic Control Center, Traffic Engineering Field, and Signal Timing work units with the newly created Asset Management section.	High	Year 1	N/A	N/A
The Roads and Drainage Division should align one Engineer, Principal; two Engineer, Senior; and five Engineering Technician Senior positions from Traffic Operations (5760) with Asset Management.	High	Year 1	N/A	N/A
The Roads and Drainage Division should create an Asset Management section to implement the functions related to managing the lifecycle of infrastructure in the care of Roads and Drainage.	High	Year 1	N/A	N/A
The Roads and Drainage Division should create a Technology work unit in the Asset Management section to focus on strategic use of technology to maintain the assets of Roads and Drainage.	High	Year 1	N/A	N/A

Recommendations				
	Priority	Timeframe	+/(–) Cost Annual	+/(–) Cost One Time
The Roads and Drainage Division should assign the task of coordinating Technology to the Stormwater Program Supervisor position.	High	Year 1	N/A	N/A
The Roads and Drainage Division should create a Project Management work unit in the Asset Management section to manage and coordinate any projects or programs related to roads, drainage, traffic engineering, and transportation.	High	Year 1	N/A	N/A
The Roads and Drainage Division should assign the Engineering Supervisor from Transportation the task of overseeing the Project Management work unit.	High	Year 1	N/A	N/A
The Roads and Drainage Division should create a Design work unit in the Asset Management section. The Roads and Drainage Division should assign four engineering positions from Roads, three engineering positions from Traffic Engineering, three engineering positions from Drainage, and five engineering positions from Transportation to the Design work unit.	High	Year 1	N/A	N/A
The Roads and Drainage Division should assign the Engineering Supervisor located in Roads and Drainage the task of overseeing the Design work unit.	High	Year 1	N/A	N/A
The Roads and Drainage Division should create a New Construction Inspections work unit in the Asset Management section.	High	Year 1	N/A	N/A
The Roads and Drainage Division should assign the Chief Construction Inspector position the task of overseeing the New Construction Inspects work unit.	High	Year 1	N/A	N/A
The Roads and Drainage Division should create an Asset Maintenance Inspections work unit in the Asset Management section to consolidate all call taking, call routing, inspection, work order creation and work order closing related to the assets of Roads and Drainage.	High	Year 1	N/A	N/A

Recommendations				
	Priority	Timeframe	+/(–) Cost Annual	+/(–) Cost One Time
The Roads and Drainage Division should assign the Production Control Supervisor the task of overseeing the Asset Maintenance Inspections work unit in the Asset Management section.	High	Year 1	N/A	N/A
The Roads and Drainage Division should create a section called Support Services which would house Administrative Services and Warehouse Operations work units.	High	Year 1	N/A	N/A
The Division should reorganize Warehouse Operations and Vehicles and Equipment to create a sub-section in Support Services called Warehouse Operations. Within the newly created sub-section Warehouse Operations, focus areas would be Yard Support, Supply Support, and Vehicles and Equipment.	High	Year 1	N/A	N/A
2.5 INFRASTRUCTURE – TRANSPORTATION				
There are many recommendations made in the report for the Transportation Division to transfer positions from one budget unit to another to better align functionality and staff to workload. These are not recapitulated in this summary.	High	Year 1	N/A	N/A
Where specialized skills are needed to implement recommendations, the Transportation Division should first consider in-house central services or contracted service before requesting new positions.	High	Year 1	N/A	N/A
To implement GIS related recommendations the Transportation Division would need at least one equivalent position. This position could be located in GIS or in Roads and Drainage GIS with charge backs to Transportation based on use.	High	Year 1	N/A	N/A
To maintain Oracle applications, following a consultant lead implementation, the Transportation Division would need at least a 0.5 equivalent position.	High	Year 1	N/A	N/A

Recommendations				
	Priority	Timeframe	+/(–) Cost Annual	+/(–) Cost One Time
The Transportation Division should partner with the Roads and Drainage Division to acquire one equivalent position to maintain Oracle applications. This position could be funded by IS with charge backs to Transportation and Roads and Drainage.	High	Year 1	N/A	N/A
The Transportation Division should evaluate the Oracle Projects group of applications for use as a formal project management tool.	High	Year 1	N/A	N/A
The Transportation Division should support lifecycle asset management by engaging Oracle eAM to manage transportation projects during the design and construction phases.	High	Year 1	N/A	N/A
The Transportation Division should implement GIS to support spatial analysis of transportation related data to aid in decision-making. Initially the focus should be on streetlights and crash data.	Medium	Year 2	N/A	N/A
The Transportation Division should conduct a streetlight ownership feasibility study to identify the fully-burdened cost of owning and maintaining streetlights. Impacts on quality of service delivery should also be evaluated by the study.	Medium	Year 2	Unknown	Unknown
At the completion of the inventory by Georgia Power, the Transportation Division should introduce streetlight asset management to ensure that Georgia Power meets specific levels of service.	Medium	Year 2	Unknown	Unknown
The Transportation Division should use the Oracle eAM solution to monitor and track Georgia Power’s management of the streetlight inventory to ensure proper maintenance of the streetlight infrastructure.	Medium	Year 2	Unknown	Unknown
The Transportation Division should request an updated Outdoor Lighting Service Governmental Customers Schedule: “OLG-8” from Georgia Power, along with an anticipated roll out schedule of LEDs to determine when anticipated cost savings would be realized.	Medium	Year 2	Unknown	Unknown

Recommendations				
	Priority	Timeframe	+/(–) Cost Annual	+/(–) Cost One Time
The Transportation Division should determine if unmetered, continuous burning fixtures exist and if these unmetered fixtures can be transitioned to photo controlled fixtures.	Medium	Year 2	Unknown	Unknown
The Transportation Division should consider expanding streetlight assessments to commercial and multi-unit properties falling within residential streetlight districts.	Medium	Year 2	Unknown	Unknown
3.1 COMMUNITY SERVICES – LIBRARY				
Exempt all library positions authorized in the 2014 and 2015 budgets to ensure that a minimal level of staffing is available to operate the current ‘reduced hour’s model” in the Library system. Based on an authorized but currently not funded level of 216 FTE, another four (4) FTE’s are needed to achieve the 220 FTE level, the number of staff required for current service commitments to the community.	High	Year 1	\$236,400	N/A
The Library Board of Trustees should develop a plan to return the Library system position allocations to its 2010 operational level.	High	Year 1	N/A	N/A
The Library should continue to review the pending classification study and work to incorporate appropriate salary range increases for Library personnel in the DeKalb County salary range schedule.	High	Year 1	Unknown	N/A
The Library Department should establish a process to update the DeKalb County Public Library 2014-2016 Strategic Plan to provide a guide to Library programs and services in the next three years.	High	Year 2	N/A	N/A
Library management should work with the Board of Trustees and other Library support groups to ensure that adequate materials acquisition funds are available to provide up to date resources for the Library system.	High	Year 1	N/A	N/A
The Library should create a five-year Asset Repair and Replacement Plan which includes the establishment of a Repair and Replacement Fund with an annual budget allocation to fund future needs.	High	Year 2	N/A	N/A

Recommendations				
	Priority	Timeframe	+/(–) Cost Annual	+/(–) Cost One Time
The Library should continue and coordinate its library patron development program to increase the number of library card holders.	High	Year 1	N/A	N/A
As part of the strategic planning process the Board of Trustees and Library staff should discuss and create a policy and plan to address future direction and action as a result of decreases in Library staffing, materials acquisition and operating resources.	High	Year 2	N/A	N/A
3.2 COMMUNITY SERVICES – RECREATION, PARKS AND COMMUNITY AFFAIRS				
Restructure the public information program and add staff capability relating to marketing and program promotion to develop increased public awareness and create a 'brand' for the Recreation, Parks and Cultural Affairs Department.	High	Year 1	\$96,100	N/A
Create two (2) Senior Recreation Program Coordinator positions to improve program oversight and supervision.	High	Year 1	\$161,400	N/A
Outsource the Little Creek Horse Farm.	High	Year 2	(\$250,000)	N/A
The Department should implement a process involving advisory board members, department staff and citizens to update the DeKalb County Parks and Recreation Master Plan 2010-2020 to establish priorities to guide the Department's future financial and programmatic strategies.	High	Year 1	N/A	N/A
The Department should establish a policy that all prospective park and open space additions or acquisitions to the system be evaluated to determine their cost of operation and the availability of budgetary resources to support the proposed addition.	High	Year 1	N/A	N/A
The Department should establish a Cost Recovery Plan and Policy which establishes a cost recovery model for recreation programs and park amenities while balancing the need to provide core services at minimal or no cost.	Medium	Year 2	N/A	N/A

Recommendations				
	Priority	Timeframe	+/(-) Cost Annual	+/(-) Cost One Time
The Department should expand its collaborative relationships with other county agencies, schools, community/nonprofit organizations and other jurisdictions to increase programs and services, facilitate alternative program delivery models and decrease the cost of service delivery.	High	Ongoing	N/A	N/A
The Department should develop and implement a Recreation and Park Capital Improvement Plan that identifies future capital investments and identifies a funding stream to implement the improvement.	High	Year 1	N/A	N/A
The Recreation Division should establish a Three-Year Comprehensive Recreation Program Plan to establish priorities and guide the future direction of program and services offered by the Department.	High	Year 2	N/A	N/A
Establish a program evaluation process to provide input to overall efficient and effective Recreation Division operations including program planning, evaluation, maintenance and facility improvement needs.	High	Year 1	N/A	N/A
The Parks Division should develop a Five-Year Comprehensive Maintenance Management Plan to ensure that goals, objectives, priorities and performance standards are established for park maintenance.	High	Year 1	N/A	N/A
The Parks Division should create a Five-Year Asset Repair and Replacement Plan which includes the establishment of a Repair and Replacement Fund with an annual budget allocation to fund future needs.	High	Year 1	N/A	N/A
The Department should acquire a computerized Park Maintenance Management System that is compatible with other County infrastructure related departments and increases operational efficiency.	Medium	Year 2	N/A	\$50,000
The Department should work with the Facility Management and Fleet Management Departments to determine a systems to repair and maintain Recreation, Parks and Cultural Affairs assets in a timely and efficient manner.	High	Year 1	N/A	N/A

Recommendations				
	Priority	Timeframe	+/(–) Cost Annual	+/(–) Cost One Time
The realignment of the Grant Administrator and Park Security position along with the Office of Youth Services will increase the effectiveness of the Department Director position.	High	Year 1	N/A	N/A
The Department needs to add two (2) parks maintenance staff to improve the maintenance capability of County parks.	High	Year 2	N/A	N/A
The Department should explore the potential of outsourcing all or portions of the swimming pool operation.	High	Year 1	Unknown	N/A
3.3 COMMUNITY SERVICES – COOPERATIVE EXTENSION				
Cooperative Extension should implement a process involving advisory board members, department staff and citizens to create a three year Cooperative Extension Strategic Plan.	High	Year 1	N/A	N/A
Cooperative Extension should collaborate with the Recreation, Parks and Cultural Affairs Department's Public Information and Marketing Division to develop increased public awareness and create a 'brand' for Cooperative Extension.	High	Year 1	N/A	N/A
3.4 COMMUNITY SERVICES – CHILD ADVOCACY OFFICE				
The County should explore alternative business models for the child advocacy program.	Medium	Year 2	Unknown	N/A
The County should transfer the Child Advocacy Office to an expanded Human Services unit.	High	Year 1	Unknown	N/A
The County should work with appropriate entities to develop a joint State or regional child advocacy human resource management program.	High	Year 1	Unknown	N/A
As part of a collaborative statewide or regional human resource program, the County should develop a pool of specialized outside counsel and expand its emeritus attorney program.	High	Year 2	Unknown	N/A

Recommendations				
	Priority	Timeframe	+/(–) Cost Annual	+/(–) Cost One Time
The Child Advocacy Office should implement a structured performance management process, including a full set of performance measures.	High	Year 1	Unknown	N/A
The Child Advocacy Office should fully leverage its case management system to improve its operational effectiveness and efficiency.	High	Year 1	Unknown	N/A
Pursue joint funding for upgrading the Child Advocacy Office's technology platform and mobile technologies for attorneys.	High	Year 2	Unknown	N/A
3.4 COMMUNITY SERVICES – HUMAN SERVICES				
The County should consolidate its human service functions under one organization unit (HSD) and migrate away from direct service delivery.	High	Year 2	N/A	N/A
HSD should revamp its current organizational structure by reducing management layers and widening supervisory ratios.	High	Year 1	N/A	N/A
HSD should spearhead an analysis of countywide health and human service resources and service improvement opportunities.	Medium	Year 1	N/A	N/A
HSD should develop a countywide volunteer management program for health and human service providers.	High	Year 1	N/A	N/A
The County should lead efforts to increase availability and coordination of health and human services funding for its partners.	High	Year 1	N/A	N/A
The County should lead a countywide initiative to develop a coherent countywide performance management system for all providers.	High	Year 2	N/A	N/A
Develop, adopt and fund a long-range plan for upgrading the HSD's technology, facilities and other office resources.	High	Year 2	N/A	N/A
4.1 ADMINISTRATION – VOTER REGISTRATION AND ELECTIONS				

Recommendations				
	Priority	Timeframe	+/(–) Cost Annual	+/(–) Cost One Time
The Department should continue and expand their analysis regarding anticipated turnouts to base staffing for election workers upon a review of historical voter turnout by using staggered staffing schedules for election workers at election sites.	High	Ongoing	NA	NA
The Department should expand its workload metrics and establish a set of performance measures by which to track its effectiveness in performing each of its assigned roles.	Medium	Year 1	NA	NA
4.2 ADMINISTRATION – FINANCE				
The Finance Department should implement monthly or quarterly financial reporting to the Board of Commissioners on all financials to ensure the organization has the most updated financial information. This will allow elected officials to make effective informed decisions. Routine reporting will also ensure better transparency in reporting financial information consistent with best practices measures in other jurisdictions.	High	Year 1	NA	NA
The County should fully integrate electronic paperless transactions and reduce manual processing to ensure accountability and a more transparent approach to handling cash and check cutting. DeKalb should follow recommendations from ongoing business charters on financial processing and ensure all Departments are fully integrated and trained.	High	Ongoing	NA	NA
DeKalb County should establish a more proactive policy on collections of outstanding debt. A stronger protocol on collections, bad debt and liens should be integrated within each of the County's Departments.	High	Year 1	Unknown	Unknown
DeKalb County should move towards more automation and full integration of new technologies to reduce manual processing. Enhanced automation will provide opportunities to realign workforce potentially saving money and allow DeKalb to re focus on customer service functions. Departments should be asked to identify functions within each Department that can be automated and develop measurable benchmarks within Department budgets.	High	Ongoing	Unknown	Unknown

Recommendations				
	Priority	Timeframe	+/(–) Cost Annual	+/(–) Cost One Time
DeKalb County should develop and implement an investment management strategy to ensure full earning potential on investment interest in reserves. Results should be routinely reported to Board of Commissioners and incorporated within the budget process and financial projections.	Medium	Year 2	NA	NA
The County should review the true cost of operating a parking deck and viability of continuing to provide free parking for county employees. A proper cost recovery analysis, and feasibility study of selling the facility or contract out management should be considered by DeKalb County.	Medium	Year 2	NA	NA
Finance should fully implement new policy and procedures, system interrogation and efficiency initiatives once research and background work is completed. Business consultants could also help to coordinate and evaluate performance benchmarking measurements through the CFOs office for Departments and budget process.	Medium	Ongoing	NA	NA
Performance benchmarking needs to be further developed within each of the County's Departments to track and monitor service delivery. A service based budget would help to ensure taxpayers are getting good value for money and enable the county to make improvements in services for residents on an ongoing basis. Departments should be required to set operational goals and productivity measurements with comparable data from other jurisdictions to monitor progress.	High	Ongoing	NA	NA
DeKalb County's Finance Department should develop a comprehensive five-year budget plan outlining and projecting major revenue and expenditures. A long term plan would also guide policy decisions regarding service levels, staffing allocations, and major revenue and expenditure decisions.	High	Year 1 (initiation)	NA	NA
Make the grants functions a permanent stand alone function with a stronger centralized role of coordinating grants and increase the compliance monitoring performed for grants managed by other departments to mitigate risks and liability to the County.	High	Year 1	NA	NA

Recommendations				
	Priority	Timeframe	+/(–) Cost Annual	+/(–) Cost One Time
The County should implement a grants tracking model for all county grants based upon the model currently being utilized by Community Development.	High	Year 1	NA	NA
Budget and Finance Department should review best practices in cash flow forecasting from other jurisdictions to develop a more comprehensive forecasting model to use in budgeting process. This new approach should be developed and incorporated in DeKalb budget process	Medium	Year 2	NA	NA
Internal Audit should be given greater authority to ensure audit recommendations are implemented by Departments. Audit recommendation implementation action plans should be reported quarterly through Board of Commissioners and Departments should be required to respond to each of the recommendations with comment	Medium	Year 1	NA	NA
The County Commission should adopt a policy requiring management responses to all issued internal audits and hold departments accountable for compliance.	High	Year 1	NA	NA
DeKalb County should investigate the use of external auditors to conduct specialized or additional audits for the County. A business case should be established to review if costs savings could be found with the use of some external audits functions including compliance and enhanced turnaround times with previous and future Department audits.	Medium	Year 2	NA	NA
Internal audit should invest in improved auditing software to become more efficient and streamline audit function for the organization.	High	Year 2	Unknown	Unknown
The Finance Department and management team should develop an internal action plan to implement report recommendations and provide a status report to the CFO office.	High	Year 1	NA	NA
The Finance Department should continue to transition the Department's organizational structure with the implementation of a dedicated Management and Budget Division which should be transferred to the Chief Operating Officer's Office and retitled Performance Management Unit	High	Year 1	NA	NA

Recommendations				
	Priority	Timeframe	+/(–) Cost Annual	+/(–) Cost One Time
4.3 ADMINISTRATION – HUMAN RESOURCES				
Create new performance metrics covering the entire hiring and on-boarding process with defined performance outcomes to increase accountability, transparency, and a focus on performance.	High	Year 2	NA	NA
Streamline the entire hiring process by eliminating the need for Finance and COO approval to fill budgeted positions (unless a hiring freeze is in place). Hold Department Directors accountable for position management and performance against budget.	High	Year 1	NA	NA
Include the Human Resources function as one of the higher priority function for inclusion in the managed competition process.	High	Year 2	NA	NA
Review requirements, costs, and benefits for background checks and physical examinations for those staff without significant contact with the public and play no public safety role and consider elimination of these requirements where no benefit is found. If needed, request legislative changes to eliminate unnecessary requirements.	Medium	Year 2	NA	NA
The County should modify the performance metrics utilized to measure performance of the Human Resources function. These metrics will enable the County to adequately measure actual performance and outcomes of the HR Department and provide a base level of service expectation if this service is included with the services evaluated through managed competition.	Medium	Year 2	NA	NA
The HR department, working with IT, should aggressively pursue full automation of all HR functions to free up staff from data entry and management.	High	Year 1, ongoing	Unknown	Unknown
HR should escalate the process of transferring paper processes directly into PeopleSoft. Instead of correcting or entering paper documents, HR should delegate data entry directly to staff and to line departments, with HR providing training and support to reduce error rates.	High	Year 1, ongoing	NA	NA

Recommendations				
	Priority	Timeframe	+/(–) Cost Annual	+/(–) Cost One Time
The County should accelerate the process of developing a County-wide Document Management system, which would include workflow capabilities. HR should identify high-priority processes for integration into this system.	High	Year 1	NA	Unknown
The County should have a strategy in place to address the anticipated findings of the Compensation and Classification study, which is expected to show that many current classifications are not in line with the market.	High	Year 1	NA	NA
The County should adopt a policy to systematically review compensation levels on at least a bi-annual level to ensure that the paygrades remain competitive over time	Medium	Ongoing	NA	NA
The County should enhance the performance review process and place greater priority on ensuring all employees are fully, timely, and fairly evaluated on their performance.	Medium	Year 2	NA	NA
Each position should include a training matrix that identifies training requirements for new employees as well as on-going training needs	Medium	Year 2	NA	NA
All training received by employees should be entered and tracked in PeopleSoft.	Low	Year 2	NA	NA
4.4 ADMINISTRATION – INFORMATION TECHNOLOGY				
As server support requirements decline, the IT department should reallocate staff from Infrastructure to applications support, in particular to expand the use and usefulness of enterprise-wide systems.	High	Year 1	Unknown	NA
Develop and adopt a five-year technology plan, to be reviewed and updated annually.	High	Ongoing	NA	NA
Develop a multi-year strategy to support and fund upgrades and improvements to major enterprise software systems. This should include multi-year budgeting.	High	Ongoing	Unknown	NA

Recommendations				
	Priority	Timeframe	+/(–) Cost Annual	+/(–) Cost One Time
Staff IT Project Management division with experienced and trained IT project managers.	High	Ongoing	NA	NA
Create a Project Implementation Plan for every project that outlines budget, time-lines, roles and responsibilities, and key milestones.	High	Year 1	NA	NA
Use project management software to manage and track all IT implementation and upgrade projects. Project leads should report on progress against the Plan using this system.	Medium	Ongoing	NA	NA
Measure and assess staff in the Project Management division based on effectiveness in meeting project goals and deadlines.	High	Ongoing	NA	NA
Identify training needs for all users of PeopleSoft, Oracle, Hansen, and other enterprise systems based on their job responsibilities. Develop and implement, in cooperation with Human Resources, a County-wide training plan and budget to ensure that employees have the required technical skills.	High	Year 2	Dependent on program developed.	NA
Work with Human Resources to integrate enterprise training into new employee orientation so that new staff have required skills.	Medium	Year 1	NA	NA
Implement Helpdesk software for all IT customer service functions, including Software Solutions, and ensure that all IT issues are reported through this software. Use the resulting data to set priorities for software enhancements, report development, and other departmental needs.	High	Year 1	NA	NA
IT and Purchasing should have in place a master equipment list providing specifications for PCs, printers, and other IT equipment to be purchased by County departments. P-card policy should specifically prohibit purchasing of computers or software using P-cards.	Medium	Year 2	NA	NA
The County should develop and implement a computer IT policy including a defined replacement policy to upgrade hardware every 3-5 years County-wide.	High	Year 1	NA	NA

Recommendations				
	Priority	Timeframe	+/(–) Cost Annual	+/(–) Cost One Time
The Information Technology Office should continue with its current organizational and management structure but add a project coordinator position to focus on Software Solutions training requirements and Infrastructure IT training needs.	Medium	Year 2	\$65,000	NA
4.5 LAW DEPARTMENT				
The Law Department should, with the Human Resource Office's support, upgrade its human resource management practices to optimize its ability to recruit and retain the best attorneys for the work it performs.	High	Year 1	N/A	N/A
As attorneys leave or workloads increase, the Law Department should exploit reasonable opportunities to add paralegals.	High	Ongoing	Unknown, depends on number	N/A
The Law Department should upgrade the systems and processes it uses to engage outside counsel and explore the feasibility of developing an emeritus attorney program.	High	Year 1	Depends on degree of outsourcing	N/A
The Law Department should expand its performance measures and enhance the processes it uses to gauge client satisfaction.	High	Year 1	N/A	N/A
The Law Department should implement a comprehensive, automated case management system with fully integrated processes.	High	Year 2	N/A	Unknown
Develop, adopt and fund a long-range plan for upgrading the Law Department's technology, facilities and other office resources.	High	Year 2	N/A	Unknown
4.6 ADMINISTRATION – PROPERTY APPRAISAL				
No additional staff are recommended at this time given the recent approval by the Board of Commissioners to support the Property Appraiser in contracting with an external vendor for additional field support personnel. If these services were not contracted, additional staff positions would be required.	High	Year 1	NA	NA

Recommendations				
	Priority	Timeframe	+/(–) Cost Annual	+/(–) Cost One Time
The Office should develop and implement a cross-training plan for staff that would enable staff to be assigned functions in other divisions based upon seasonal workload variations and determinations of highest priority work duties.	Low	Year 2	NA	NA
4.7 ADMINISTRATION – PURCHASING AND CONTRACTS				
The Procurement Department should distribute a monthly report outlining key performance indicators and showing departmental performance in procurement activities.	High	Year 1	NA	NA
Identify commodities and other items available for purchase through state or other regional purchasing groups and use these opportunities to avoid duplicating procurement processes.	Medium	Year 2	NA	NA
If items are available for purchase through a regional authority but the County conducts an in-house bid/RFP, review results to ensure that cost savings has been achieved.	Medium	Year 2	NA	NA
Survey all vendors at the completion of a contract to identify issues and concerns and identify improvement areas.	Medium	Year 2	NA	NA
Track and publish performance metrics related to managing contractors, including time-frame from bid award to contract signing and time-frame from invoice to payment.	Medium	Year 2	NA	NA
Track and review all contract amendments and sole source justifications to ensure that justifications are adequate and scope changes are appropriate.	High	Year 1	NA	NA
Work with Finance to clearly audit and review P-card usage to increase transparency and ensure compliance with requirements.	Medium	Year 2	NA	NA
Any contract of over \$5 million should include additional market analysis by Purchasing staff, including a comparative analysis of costs for other counties or agencies for similar services.	High	Year 1	NA	NA

Recommendations				
	Priority	Timeframe	+/(–) Cost Annual	+/(–) Cost One Time
5-1 DEVELOPMENT – AIRPORT				
The County should explore the feasibility of outsourcing security functions at the airport through a competitive RFP process.	Medium	Year 2	NA	NA
When the County evaluates alternatives approaches to providing facility and infrastructure management and maintenance, it should include in any RFP issues an optional or alternative bid for services at the Airport so that information and data is available for the Airport administration to evaluate whether an alternative staffing approach for maintenance activities is appropriate.	Medium	Year 2	NA	NA
The County should develop and adopt a multi-year strategic development plan for the Airport operation to set policy direction about future expansion, facility improvements, and market focus.	High	Year 1	NA	NA
5-2 DEVELOPMENT – COMMUNITY DEVELOPMENT				
The County should consider implementing broader class specifications for positions within this Department that will enable staff to perform a broader range of duties that vary depending upon the specific grants and revenue streams that are received by the County.	Medium	Year 2	NA	NA
The Department should increase the use and reporting on key performance outcome measures to demonstrate the impact being achieved from the program administered.	High	Year 1	NA	NA
The Community Development Department and Finance Department should work cooperatively to ensure that all grants are managed in a consistent manner, that duplication of work effort is not occurring, and that the grant oversight and financial controls of each organizational unit is clearly outlined.	Medium	Year 2	NA	NA
5-3 DEVELOPMENT – ECONOMIC DEVELOPMENT				

Recommendations				
	Priority	Timeframe	+/(–) Cost Annual	+/(–) Cost One Time
A position of Economic Development Coordinator should be authorized to oversee the Economic Development Contract and to coordinate County resources to support economic development initiatives being undertaken by the Authority. In conjunction with this position, responsibility for managing the Economic Development Authority contract should be transferred to the Development Group.	High	Year 1	\$65,000	\$65,000
The County should review at least annually its economic development priorities and goals and provide direction or modification of the contract with the Development Authority as appropriate.	High	Ongoing	NA	NA
5-4 DEVELOPMENT – GIS				
No specific changes to staffing allocations are recommended for GIS; however, it is critical for the successful implementation of the GIS strategy that the currently vacant positions be filled.	High	Year 1	NA	NA
The County should develop a multi-year GIS development plan focused on identifying and prioritizing departmental GIS needs for data and spatial reporting, and integrating GIS use into decision-making and reporting on service levels.	High	Year 1	NA	NA
Consideration should be given of reallocating GIS to the Administrative Cluster along with other internal support functions (i.e. – Purchasing, HR, IT, etc.).	High	Year 1	NA	NA
5-5 DEVELOPMENT – WORKFORCE DEVELOPMENT				
Workforce Development and Human Resources should jointly develop a strategy and program for further accessing and utilizing resources available from Workforce Development to leverage applicants and training that can be provided by Workforce Development to the County organization.	High	Year 1	NA	NA
5-6 DEVELOPMENT – PLANNING & SUSTAINABILITY				

Recommendations				
	Priority	Timeframe	+/(-) Cost Annual	+/(-) Cost One Time
The Department should continue to track key workload measures and implement specific performance metrics.	High	Year 1	NA	NA
The Division should publish a quarterly report on those metrics on their webpage and to the Board of Commissioners.	Medium	Year 2	NA	NA
The Division should formalize a code enforcement sweep program by establishing regular intervals for sweeps and increasing the utilization of workload and performance metric data analysis to determine areas of highest need.	Medium	Year 1	NA	NA
Implement a priority system based upon the seriousness of the alleged condition. In no case, should the initial inspection time period be greater than 5 business days from date of receipt of the complaint.	Medium	Year 1	NA	NA
Develop monthly reports that indicate the average elapsed days from the date of the initial filing of the complaint until the first site visit by a Code Compliance Division by priority rating and by individual Code Compliance Officer.	Medium	Year 1	NA	NA
A summary report should be developed that shows the Division's overall performance for the prior month in meeting the initial inspection targets for each of the priority ratings.	Medium	Year 1	NA	NA
As part of the education effort, the Code Compliance Division should develop and implement a community outreach program that provides information, in easily understood language, regarding how to comply with the County's ordinances relative to property maintenance, and provide information regarding community resources available to those in financial need.	Medium	Year 1	NA	NA
No change in the organizational structure is recommended for the Planning and Sustainability Department other than the reorganization of Planning to have a single Manager over both long-range planning and zoning.	High	Year 1	\$10,000	\$10,000
TOTAL			(\$13,339,181)	\$8,117,300

1-1. ANALYSIS OF THE POLICE DEPARTMENT

This chapter of the report provides the project team's evaluation of the overall staffing, management and organization of the Police Department. The Police Department provides all policing services to all of the unincorporated areas of DeKalb County, including response to community generated calls for service, investigations, critical incident response, traffic services and accident investigation.

1. ANALYSIS OF STAFFING LEVELS.

The DeKalb County Police Department employs approximately 900 sworn personnel and 230 civilian staff. There are four major Divisions within the Police Department – Uniform Division, Criminal Investigation Division, Special Operations Division and Support Services Division. Each Division will be evaluated separately in the sections below.

(1) Uniform Division.

This section provides information about the Uniform Division which includes the personnel assigned to the four Precincts. These work units represent the largest percentage of personnel in the Police Department.

The first sections in this chapter review the staffing and deployment of personnel in the Precincts. An analysis of the budgeted/authorized staffing level is compared with the “actual” staffing level. Subsequent sections provide a detailed analysis of the workload and the staffing that is needed to respond to community generated calls for service and also provide “proactive” patrol services to the community.

(1.1) Precinct Staffing and Work Unit Deployment.

Patrol operations for DeKalb PD is divided into four geographical areas – North / Central, East, South and Tucker Precincts. There are a total of 532 staff positions budgeted and assigned to the Precinct as listed below:

- **North/Central Precinct (123 sworn positions):** 1 Major, 2 Captains, 9 Lieutenants, 20 Sergeants and 91 Officers.
- **East Precinct (136 sworn positions):** 1 Major, 2 Captains, 9 Lieutenants, 22 Sergeants and 102 Officers.
- **South Precinct (139 sworn positions):** 1 Major, 2 Captains, 9 Lieutenants, 21 Sergeants and 106 Officers.
- **Tucker Precinct (128 sworn positions):** 1 Major, 2 Captains, 9 Lieutenants, 20 Sergeants and 96 Officers.

There were approximately 30 vacant positions as of November 2014 – 3 Lieutenants, 7 Sergeants and 20 Officers (18 assigned to Patrol). The number of funded and the number of vacant positions varies from year to year.

The Major in each Precinct has discretion to allocate the personnel assigned to his/her Precinct to regular field patrol duties or to designated specialty units within the Precinct such as the Task Force/Neighborhood Enforcement Team or Criminal Investigations (CID) that conduct follow-up of some crimes occurring in the Precinct. All of the specialty units in the Precincts are staffed and operate all 12 months of the year.

The following tables show the number of budgeted sworn positions in each Precinct. Additionally, each Precinct is assigned one civilian support staff (an “Administrative Clerk” position) and one Precinct (East) also has one Building Services Worker assigned. The personnel number in the tables below include personnel off on various types of long term leave and those working light duty.

North / Central Precinct Budgeted Staffing

Work Details	Major	Capt.	Lt.	Sgt.	Officer	Total
Patrol - Morning Shift			2	6	22	30
Patrol - Day Shift	1	1	2	6	23	32
Patrol - Evening Shift			2	6	25	33
Patrol Sub-Total		1	6	18	70	95
Admin. Lieutenant			1			1
Crime Analyst & Motor Officer					2	2
Neighborhood Enf. Team		1	1	1	9	12
Criminal Investigations			1	1	10	12
Specialty Units Sub-Total		1	3	2	21	27
Precinct Total	1	2	9	20	91	122

Approximately 22% of the North/Central Precinct staff are assigned to special work units in the Precinct. There are 70 fully trained Officers assigned to Patrol duties – not including new Officers that may be in the Field Training Officer (FTO) program.

The following table shows the number of budgeted positions for East Precinct.

East Precinct Budgeted Staffing

Work Details	Major	Capt.	Lt.	Sgt.	Officer	Total
Patrol - Morning Shift			2	6	25	33
Patrol - Day Shift	1	1	2	6	26	35
Patrol - Evening Shift			2	6	30	38
Patrol Sub-Total		1	6	18	81	106
Admin. Lieutenant			1			1
Crime Analyst & Motor Officer					2	2
Task Force		1	1	2	9	13
Criminal Investigations			1	2	10	13
Specialty Units Sub-Total		1	3	4	21	29
Precinct Total	1	2	9	22	102	135

Approximately 22% of the East Precinct staff are assigned to special work units in the Precinct. There are 81 fully trained Officers assigned to Patrol duties – not including new Officers that may be in the Field Training Officer (FTO) program.

The following table shows the number of budgeted positions for South Precinct.

South Precinct Budgeted Staffing

Work Details	Major	Capt.	Lt.	Sgt.	Officer	Total
Patrol - Morning Shift			2	6	27	35
Patrol - Day Shift	1	1	2	6	28	37
Patrol - Evening Shift			2	6	28	36
Patrol Sub-Total		1	6	18	83	108
Admin. Lieutenant			1			216
Crime Analyst & Motor Officer					2	2
Neighborhood Enf. Team		1	1	2	11	15
Criminal Investigations			1	1	10	12
Specialty Units Sub-Total		1	3	3	23	29
Precinct Total	1	2	9	21	106	138

Approximately 21% of the South Precinct staff are assigned to special work units in the Precinct. There are 83 fully trained Officers assigned to Patrol duties – not including new Officers that may be in the Field Training Officer (FTO) program.

The following table shows the number of budgeted positions for Tucker Precinct.

Tucker Precinct Budgeted Staffing

Work Details	Major	Capt.	Lt.	Sgt.	Officer	Total
Patrol - Morning Shift			2	6	26	34
Patrol - Day Shift	1	1	2	6	27	36
Patrol - Evening Shift			2	6	27	35
Patrol Sub-Total		1	6	18	80	105
Admin. Lieutenant			1			1
Crime Analyst & Motor Officer					2	2
Task Force		1	1	1	4	7
Criminal Investigations			1	1	10	12
Specialty Units Sub-Total		1	3	2	16	22
Precinct Total	1	2	9	20	96	127

Approximately 17% of the Tucker Precinct staff are assigned to special work units in the Precinct. There are 80 fully trained Officers assigned to Patrol duties – not including new Officers that may be in the Field Training Officer (FTO) program.

The following table shows the staffing level and vacancies in all four Precincts.

All Precincts – Budgeted and Actual Staffing

Work Units	Major	Capt.	Lt.	Sgt.	Officer	Total
Patrol - Field Units	4	4	24	72	314	414
Admin Lt.			4			4
Crime Analyst & Motor Officer					8	8
NET / Task Force		4	4	6	33	47
Criminal Investigations			4	5	40	5
Total Budgeted Positions		8	32	78	355	478
<i>Officers in Patrol</i>					314	
<i>Officers Not Working / on Light Duty</i>					18	
<i>% of Officers Not Working / on Light duty</i>					5.7%	

There are 478 sworn staff positions that are authorized and budgeted for the Precincts. Of this total 355 are Officers and 314 of the Officers (75.3%) are assigned to regular field patrol duties. In November 2014 there were 18 Officers not working or working a light duty assignment, leaving 296 fully trained working Patrol Officers.

The next section provides the current patrol unit deployment, showing by time of day the number of patrol units scheduled.

(1.2) Patrol Staffing, Operations and Workload.

Patrol Officers and Sergeants assigned to Precinct patrol are assigned to work 10 hour shifts – four days on followed by three days off. Patrol Sergeants and Officers work the following schedule:

- Morning Shift hours are 2200-0800
- Day Shift hours are 0600-1600
- Evening Shift hours are 1400-2400

Each shift overlaps two hours to allow “roll call” for the on-coming shift and for Officers on the off going shift to typically be relieved of call for service handling during their last work hour to give them time to complete their reports and other necessary paperwork. The Department does not use a “team concept” where all Officers have the

same work days as their Sergeant but instead assigns Officers and Sergeants individually to work days and days off. In this deployment model an Officer will typically be supervised by two Sergeants during his/her work week but one Sergeant is assigned as the Officer's primary supervisor.

As mentioned earlier, although there are 314 Officer positions budgeted for Patrol the "actual" staffing will always be below the budgeted staffing level – this is due to normal attrition, reassignment of Patrol Officers to specialty positions and the delays in hiring and training new personnel. As shown above, in November 2014, 18 of the Officers assigned to Patrol were not working – this is a fairly typical personnel shortage for DKPD and the project team's experience with other law enforcement agencies. This adjusted "actual" Officer staffing level is shown in the table below.

Precinct	Budgeted Patrol Staffing	Officer Vacancies	Adjusted Patrol Staffing
North / Central	70	5	65
East	81	6	75
South	83	2	81
West	80	5	75
Total	314	18	296

The project team will use 296 Officers as the typical "full staffing" number of Officers in the four Precincts as this is a realistic number of Officers that are assigned to street Patrol duties in the Precincts.

The four tables on the following pages use 312 Officers to show the adjusted "budgeted" staffing level for each of the four Precincts and the combined staffing level for the County for each hour of the day. Patrol Sergeants are not included in these calculations as their primary role is supervision rather than handling of calls for service.

North / Central Precinct – Budgeted Patrol Staffing (Adjusted for Normal Vacancies)

Hour	Morning 2200–0800	Day 0600–1600	Evening 1400–2400	Average Shift Staffing
0000	12.0			12.0
0100	12.0			12.0
0200	12.0			12.0
0300	12.0			12.0
0400	12.0			12.0
0500	12.0			12.0
0600	12.0	12.0		24.0
0700	12.0	12.0		24.0
0800		12.0		12.0
0900		12.0		12.0
1000		12.0		12.0
1100		12.0		12.0
1200		12.0		12.0
1300		12.0		12.0
1400		12.0	13.1	25.1
1500		12.0	13.1	25.1
1600			13.1	13.1
1700			13.1	13.1
1800			13.1	13.1
1900			13.1	13.1
2000			13.1	13.1
2100			13.1	13.1
2200	12.0		13.1	25.1
2300	12.0		13.1	25.1
Average	12.0	12.0	13.1	15.5

This table depicts the hourly staffing level in North / Central Precinct when all 65 Patrol Officers work their assigned shift which totals approximately 371 work hours per day. Additionally, most hours of the day there are two Patrol Sergeants (not included in the above numbers) deployed in each Precinct for supervision but may handle calls for service as the primary unit if needed.

East Precinct – Budgeted Patrol Staffing (Adjusted for Normal Vacancies)

Hour	Morning 2200–0800	Day 0600–1600	Evening 1400–2400	Average Shift Staffing
0000	13.7			13.7
0100	13.7			13.7
0200	13.7			13.7
0300	13.7			13.7
0400	13.7			13.7
0500	13.7			13.7
0600	13.7	13.1		26.9
0700	13.7	13.1		26.9
0800		13.1		13.1
0900		13.1		13.1
1000		13.1		13.1
1100		13.1		13.1
1200		13.1		13.1
1300		13.1		13.1
1400		13.1	16.0	29.1
1500		13.1	16.0	29.1
1600			16.0	16.0
1700			16.0	16.0
1800			16.0	16.0
1900			16.0	16.0
2000			16.0	16.0
2100			16.0	16.0
2200	13.7		16.0	29.7
2300	13.7		16.0	29.7
Average	13.7	13.1	16.0	17.9

This table depicts the hourly staffing level in East Precinct when all 75 Patrol Officers work their assigned shift. This totals approximately 429 work hours per day.

South Precinct – Budgeted Patrol Staffing (Adjusted for Normal Vacancies)

Hour	Morning 2200–0800	Day 0600–1600	Evening 1400–2400	Average Shift Staffing
0000	14.9			14.9
0100	14.9			14.9
0200	14.9			14.9
0300	14.9			14.9
0400	14.9			14.9
0500	14.9			14.9
0600	14.9	16.0		30.9
0700	14.9	16.0		30.9
0800		16.0		16.0
0900		16.0		16.0
1000		16.0		16.0
1100		16.0		16.0
1200		16.0		16.0
1300		16.0		16.0
1400		16.0	15.4	31.4
1500		16.0	15.4	31.4
1600			15.4	15.4
1700			15.4	15.4
1800			15.4	15.4
1900			15.4	15.4
2000			15.4	15.4
2100			15.4	15.4
2200	14.9		15.4	30.3
2300	14.9		15.4	30.3
Average	14.9	16.0	15.4	19.3

This table depicts the hourly staffing level in South Precinct when all 81 Patrol Officers work their assigned shift which totals approximately 463 work hours per day.

Tucker Precinct – Budgeted Patrol Staffing (Adjusted for Normal Vacancies)

Hour	Morning 2200–0800	Day 0600–1600	Evening 1400–2400	Average Shift Staffing
0000	13.7			13.7
0100	13.7			13.7
0200	13.7			13.7
0300	13.7			13.7
0400	13.7			13.7
0500	13.7			13.7
0600	13.7	14.9		28.6
0700	13.7	14.9		28.6
0800		14.9		14.9
0900		14.9		14.9
1000		14.9		14.9
1100		14.9		14.9
1200		14.9		14.9
1300		14.9		14.9
1400		14.9	14.3	29.1
1500		14.9	14.3	29.1
1600			14.3	14.3
1700			14.3	14.3
1800			14.3	14.3
1900			14.3	14.3
2000			14.3	14.3
2100			14.3	14.3
2200	13.7		14.3	28.0
2300	13.7		14.3	28.0
Average	13.7	14.9	14.3	17.9

This table depicts the hourly staffing level in West Precinct when all 75 Patrol Officers work their assigned shift which totals approximately 429 work hours per day. Additionally, most hours of the day there are two Patrol Sergeants (not included in the above numbers) deployed in each Precinct for supervision but may handle calls for service as the primary unit if needed.

All Precincts – Budgeted Patrol Staffing (Adjusted for Normal Vacancies)

Hour	Morning 2200–0800	Day 0600–1600	Evening 1400–2400	Average Shift Staffing
0000	54.3			54.3
0100	54.3			54.3
0200	54.3			54.3
0300	54.3			54.3
0400	54.3			54.3
0500	54.3			54.3
0600	54.3	56.0		110.3
0700	54.3	56.0		110.3
0800		56.0		56.0
0900		56.0		56.0
1000		56.0		56.0
1100		56.0		56.0
1200		56.0		56.0
1300		56.0		56.0
1400		56.0	58.9	114.9
1500		56.0	58.9	114.9
1600			58.9	58.9
1700			58.9	58.9
1800			58.9	58.9
1900			58.9	58.9
2000			58.9	58.9
2100			58.9	58.9
2200	54.3		58.9	113.1
2300	54.3		58.9	113.1
Average	54.3	56.0	58.9	70.5

This table combines the Officer staffing in all four Precincts to show the hourly staffing level in DeKalb when all 296 Patrol Officers work their assigned shift. This totals approximately 1,691 Patrol Officer work hours per day.

However, each day some Officers are off on various types of leave (e.g., sick, vacation, military, workers compensation) or may be attending a training class which results in fewer Officers to staff the streets. To ensure the PD is able to provide effective patrol services to the community the Lieutenants and Sergeants review the schedule to ensure that a “minimum” number of Sergeants and Officers are working – at

least two Sergeants and 10-12 Officers is the typical minimum staffing level in each Precinct.

The next section analyzes the leave hours used by Officers and the hours Officers attend training classes as part of their normal straight time work hours.

(1.3) Leave and Training Hours for Patrol Staff.

An Officer's 10 hour work shift results in him/her being schedule to work 2,080 hours in a year. The total number of hours actually worked during the year is reduced by the amount of leave hours used by employees, in-service training and other assigned tasks. The project team was provided annual personnel leave data for employees to calculate the average number of leave hours.

Officers also perform a variety of administrative tasks during their shifts, such as roll call, vehicle maintenance, completing their activity sheet, meetings during the shift, etc. The project team used an average of 90 minutes per shift for the actual number of work shifts officers worked during the year. The table below shows the estimated availability of a Patrol Officer after deducting these hours and also shows an estimate of the hours spent on administrative tasks during the shift.

Leaves, Training and Staff Availability	Work Hours	Percent
Total Annual Work Hours	2,080	
Average Leave Usage	289	
Estimated Training Hours (on duty)	40	
Total Unavailable Hours	329	
Net Work Hours (Present at Work)	1,751	84.2%
Administrative Time (90 minutes x 175 shifts)	263	
Average Field Work Hours	1,488	71.6%

The following points summarize the data above:

- Officers averaged 289 hours annually of leave usage (November 2013 – October 2014). This includes time off for vacation, sick, holiday, comp time, training, military leave, bereavement and other administrative leave.

The leave usage is slightly lower than the approximately 300 hour average typically seen in other police agency studies conducted by the project team, which is a positive factor for the Department.

- An estimated average of 40 training hours “on duty” as part of their regular paid work hours. The exact number of on duty training hours is not specifically tracked but the hours were estimated based on information from the Training Unit and Precinct managers.
- During the work shift Officers attend briefing, take meal breaks, meet with their supervisor or other employees, re-fuel and check their vehicle, and perform a variety of other tasks. This is defined as “administrative time” and is estimated at 90 minutes per shift. Note that a Patrol Officer is almost always available to respond to urgent or emergency calls when performing administrative tasks.

In 2014 a DeKalb Police Officer was on duty and available to work for approximately 1,751 hours (net work hours) or 84.2% of their annual paid hours. The actual time spent responding to calls for service and providing other patrol services after deducting the time spent on administrative tasks was approximately 1,488 hours or 71.6% of their annual paid hours.

(1.4) Actual Staffing Level on Patrol.

The average leave hours and training hours shown above was used to calculate the “actual” staffing level of patrol services in each Precinct. The actual staffing level is always lower than the authorized/funded level due to the use of leaves and Officers attending a training course as part of their normal work hours (or adjusted work hours).

The table on the next several pages show the “actual” number of personnel that worked a patrol shift in 2014 based on the average of 1,751 work hours per year.

North / Central Precinct – Actual Patrol Staffing in 2014

Hour	Morning 2200–0800	Day 0600–1600	Evening 1400–2400	Average Shift Staffing
0000	10.1			10.1
0100	10.1			10.1
0200	10.1			10.1
0300	10.1			10.1
0400	10.1			10.1
0500	10.1			10.1
0600	10.1	10.1		20.2
0700	10.1	10.1		20.2
0800		10.1		10.1
0900		10.1		10.1
1000		10.1		10.1
1100		10.1		10.1
1200		10.1		10.1
1300		10.1		10.1
1400		10.1	11.1	21.2
1500		10.1	11.1	21.2
1600			11.1	11.1
1700			11.1	11.1
1800			11.1	11.1
1900			11.1	11.1
2000			11.1	11.1
2100			11.1	11.1
2200	10.1		11.1	21.2
2300	10.1		11.1	21.2
Average	10.1	10.1	11.1	13.0

The table above depicts the average number of Patrol personnel who actually worked an assigned shift in North / Central Precinct. This level equates to an average of 13.0 personnel on duty each hour and a total of approximately 313 hours per day of patrol staffing.

East Precinct – Actual Patrol Staffing in 2014

Hour	Morning 2200–0800	Day 0600–1600	Evening 1400–2400	Average Shift Staffing
0000	11.5			11.5
0100	11.5			11.5
0200	11.5			11.5
0300	11.5			11.5
0400	11.5			11.5
0500	11.5			11.5
0600	11.5	11.1		22.6
0700	11.5	11.1		22.6
0800		11.1		11.1
0900		11.1		11.1
1000		11.1		11.1
1100		11.1		11.1
1200		11.1		11.1
1300		11.1		11.1
1400		11.1	13.5	24.5
1500		11.1	13.5	24.5
1600			13.5	13.5
1700			13.5	13.5
1800			13.5	13.5
1900			13.5	13.5
2000			13.5	13.5
2100			13.5	13.5
2200	11.5		13.5	25.0
2300	11.5		13.5	25.0
Average	11.5	11.1	13.5	15.0

The table above depicts the average number of Patrol personnel who actually worked an assigned shift in East Precinct. This level equates to an average of 15.0 personnel on duty each hour and a total of approximately 361 hours per day of patrol staffing.

South Precinct – Actual Patrol Staffing in 2014

Hour	Morning 2200–0800	Day 0600–1600	Evening 1400–2400	Average Shift Staffing
0000	12.5			12.5
0100	12.5			12.5
0200	12.5			12.5
0300	12.5			12.5
0400	12.5			12.5
0500	12.5			12.5
0600	12.5	13.5		26.0
0700	12.5	13.5		26.0
0800		13.5		13.5
0900		13.5		13.5
1000		13.5		13.5
1100		13.5		13.5
1200		13.5		13.5
1300		13.5		13.5
1400		13.5	13.0	26.5
1500		13.5	13.0	26.5
1600			13.0	13.0
1700			13.0	13.0
1800			13.0	13.0
1900			13.0	13.0
2000			13.0	13.0
2100			13.0	13.0
2200	12.5		13.0	25.5
2300	12.5		13.0	25.5
Average	12.5	13.5	13.0	16.2

The table above depicts the average number of Patrol personnel who actually worked an assigned shift in South Precinct. This level equates to an average of 16.2 personnel on duty each hour and a total of approximately 390 hours per day of patrol staffing.

Tucker Precinct – Actual Patrol Staffing in 2014

Hour	Morning 2200–0800	Day 0600–1600	Evening 1400–2400	Average Shift Staffing
0000	11.5			11.5
0100	11.5			11.5
0200	11.5			11.5
0300	11.5			11.5
0400	11.5			11.5
0500	11.5			11.5
0600	11.5	12.5		24.1
0700	11.5	12.5		24.1
0800		12.5		12.5
0900		12.5		12.5
1000		12.5		12.5
1100		12.5		12.5
1200		12.5		12.5
1300		12.5		12.5
1400		12.5	12.0	24.5
1500		12.5	12.0	24.5
1600			12.0	12.0
1700			12.0	12.0
1800			12.0	12.0
1900			12.0	12.0
2000			12.0	12.0
2100			12.0	12.0
2200	11.5		12.0	23.6
2300	11.5		12.0	23.6
Average	11.5	12.5	12.0	15.0

The table above depicts the average number of Patrol personnel who actually worked an assigned shift in Tucker Precinct. This level is the same as the East Precinct as the same number of Officers (75) are assigned to Patrol – it equates to an average of 15.9 personnel on duty each hour and a total of approximately 381 hours per day of patrol staffing.

All Precincts – Actual Patrol Staffing in 2014

Hour	Morning 2200–0800	Day 0600–1600	Evening 1400–2400	Average Shift Staffing
0000	45.7			45.7
0100	45.7			45.7
0200	45.7			45.7
0300	45.7			45.7
0400	45.7			45.7
0500	45.7			45.7
0600	45.7	47.2		92.9
0700	45.7	47.2		92.9
0800		47.2		47.2
0900		47.2		47.2
1000		47.2		47.2
1100		47.2		47.2
1200		47.2		47.2
1300		47.2		47.2
1400		47.2	49.6	96.7
1500		47.2	49.6	96.7
1600			49.6	49.6
1700			49.6	49.6
1800			49.6	49.6
1900			49.6	49.6
2000			49.6	49.6
2100			49.6	49.6
2200	45.7		49.6	95.3
2300	45.7		49.6	95.3
Average	45.7	47.2	49.6	59.3

The table above depicts the average number of Patrol personnel who actually worked an assigned shift in DeKalb County. This level equates to an average of 59.3 Officers on duty each hour and a total of approximately 1,424 hours per day of Patrol Officer staffing.

(1.5) Employee Attrition Rate.

A police organization's attrition rate is the result of many factors, including the average age of the workforce, availability of other jobs in the region to which an Officer may transfer laterally, pay and benefits of the DKPD and other agencies in the region, satisfaction with organization management and peers, and general employee

satisfaction with their job. The number of employees who separate from the organization are one of the metrics used to that reflects the health of an organization – high separation rates (8% or above) as DeKalb County is experiencing could indicate that a group of employees have attained retirement age, are dissatisfied with the pay and benefits or management of the Department organization. DKPD's attrition rate over the last three years has averaged 119 separations of sworn personnel annually, approximately 12.9% (based on 925 sworn employees). Attrition rates above 8% annually represent a challenge for organizations to replace employees. At this rate it is often difficult to maintain “minimum” staffing levels in the Department. It also requires a higher training budget and puts a strain on existing training resources such as Field Training Officers.

Correspondingly, a low attrition rate (under 6%) is a positive indicator of the health of an organization and results in fewer organizational resources that must be spent or dedicated to recruiting, hiring, training, and assimilating new personnel.

The table below shows the number of sworn employees who have separated from the DKPD for any reason over the last 3 years (November 2011 – October 2014).

Police Department Attrition Rate

Reason for Separation	2012	2013	2014	Total	3 Year Average
Resignation	32	42	51	125	41.7
Resigned for Other Position	17	26	35	78	26.0
Retired	11	19	14	44	14.7
Working a Test Period	17	8		25	8.3
Violation of Rules	10	5	5	20	6.7
Personal Reasons	5	3	3	11	3.7
Relocation	4	6		10	3.3
Health Reasons	4	3	1	8	2.7
Dissatisfied with Pay		3	3	6	2.0
Other	12	13	6	31	10.3
Total	112	128	118	358	119.3
Annual Average	12.1%	13.8%	12.8%	---	12.9%

A total of 358 sworn employees separated from the department over the last three years, equating to an average of 12.9% annual attrition rate. The reasons for separations are listed but the reason listed as “resignation” does not provide an actual reason for the person leaving the County and could be any of the other reasons listed.

A significant number of employees are leaving DKPD and many of them for employment at another police department – it indicates that many personnel have decided not to make a career of their job at DKPD. This is a significant issue for DKPD that will require evaluation and collaboration of other County Departments to develop a plan to reduce attrition and keep more of the new Officers being trained by DKPD.

The next sections evaluate the CAD system calls for service data and field patrol workload.

(1.6) Community Generated Call for Service Data.

The project team collected information regarding the DKPD workload activities for Patrol Officers. The project team obtained the raw data from the Department’s Computer Aided Dispatching (CAD) system that captures all community generated, officer initiated and administrative incidents. CAD data typically includes all of the following information:

- Call / Incident Number
- Date and Time the Call was Received
- Location of the Call (address and Precinct or Reporting Area)
- Type of Call
- Priority of Call
- Unit(s) Dispatch Time

- Unit(s) “In-route” Time
- Unit(s) Arrival Time
- Unit(s) Clearance Time
- Unit Identifier of the responding unit (e.g. Patrol Officers’ radio call sign)¹

The CAD data serves as the context for analyzing patrol’s staffing needs and estimating workload activity, including the identification of community-generated calls for service, as well as Officer initiated activity. Later in this report the CAD data is used to determine the workload level for beat Patrol Officers.

The tables and graphs on the following pages show a depiction of the total number of community generated calls for service in DeKalb County by time of day and day of week and also a breakdown for each Precinct.

(1.7) Calls for Service Workload and Distribution of Calls Among the Precincts.

DKPD Patrol Officers responded to a total of 229,325 unique community generated calls for service (CFS) between December 1, 2013 and November 30, 2014 (this will be referred to as “2014”). The project team defined a community generated call for service as a call where at least one sworn unit provided the primary response to an incident. It does not include the incidents of Officer initiated activity (shown later in this report). The overall call for service workload by Precinct is shown below.

- North / Central Precinct – 48,897 (21.3%)
- East Precinct – 58,500 (25.5%)
- South Precinct – 65,491 (28.6%)
- Tucker Precinct – 46,515 (20.3%)

¹ The CAD data provided did not include the radio call sign of the unit handling the incidents.

² Using the US Census estimated 2013 population of 713,340 and subtracted the incorporated cities (164,598 population): 548,742 county residents / 229,325 calls = .42 calls

There were an additional 9,922 CFS (4.3%) where the location of the call is unknown as it was not listed in the CAD data.

The tables and graphs on the following pages show a depiction of the total number of community generated calls for service in DeKalb by time of day and day of week.

Community Generated Calls for Service – All Precincts

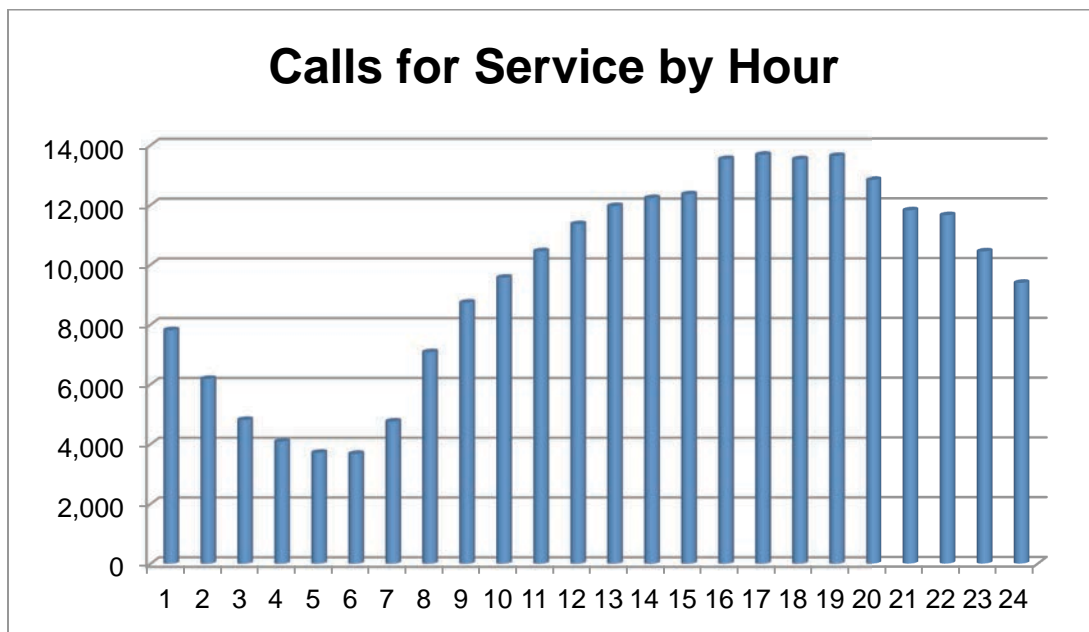
Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total	Avg. / Hour
0000	1,437	1,036	928	1,134	929	1,018	1,331	7,813	21
0100	1,236	796	711	807	762	786	1,085	6,183	17
0200	1,006	558	579	603	567	572	925	4,810	13
0300	862	526	451	488	438	529	793	4,087	11
0400	768	429	414	482	438	478	703	3,712	10
0500	561	513	521	533	480	527	540	3,675	10
0600	492	746	754	757	724	711	574	4,758	13
0700	652	1,187	1,123	1,132	1,076	1,102	806	7,078	19
0800	930	1,392	1,351	1,275	1,316	1,314	1,157	8,735	24
0900	1,270	1,345	1,438	1,338	1,307	1,448	1,424	9,570	26
1000	1,395	1,532	1,510	1,405	1,446	1,527	1,639	10,454	29
1100	1,576	1,635	1,640	1,552	1,554	1,603	1,801	11,361	31
1200	1,601	1,640	1,775	1,668	1,689	1,707	1,889	11,969	33
1300	1,806	1,696	1,784	1,688	1,681	1,741	1,838	12,234	34
1400	1,682	1,790	1,776	1,696	1,652	1,848	1,914	12,358	34
1500	1,741	1,934	1,989	1,950	1,918	2,121	1,886	13,539	37
1600	1,751	2,045	2,017	1,969	1,962	2,137	1,802	13,683	37
1700	1,744	1,938	1,939	1,995	2,031	2,065	1,822	13,534	37
1800	1,746	2,034	2,064	1,941	2,031	2,057	1,770	13,643	37
1900	1,732	1,821	1,899	1,839	1,829	1,936	1,778	12,834	35
2000	1,617	1,656	1,723	1,700	1,753	1,660	1,706	11,815	32
2100	1,574	1,638	1,640	1,601	1,593	1,799	1,807	11,652	32
2200	1,430	1,434	1,368	1,432	1,447	1,647	1,682	10,440	29
2300	1,291	1,248	1,198	1,207	1,231	1,580	1,633	9,388	26
Total	31,900	32,569	32,592	32,192	31,854	33,913	34,305	229,325	
Ave/day	613	626	627	619	613	652	660	628	

The DKPD responded to 229,325 unique community generated calls for service, approximately 628 per day, where one or more Patrol units provided the primary

response. The total number of calls for service in DeKalb equals .42 calls per resident² annually and is in the range of .4 to .6 calls per capita typically seen in other police studies conducted by the project team in the United States and Canada.

The daily CFS workload did not vary significantly but there is a significant variance by hour of day – ranging from a high of 37 calls in the 1500 - 1800 hour to 10 calls hourly between 0400 and 0600. Of the total number of calls responded to by Patrol, 39.3% occurred during the day (0800-1600), 42.3% occurred during the afternoon/evening hours (1600-midnight) and 18.4% occurred during the late night/early morning hours (midnight – 0800).

The following graph shows the distribution of the number of community generated calls for service by hour of the day (midnight – 0100 is “1”).



The tables and graphs on the following pages show a depiction of the total number of community generated calls for service for each Precinct.

² Using the US Census estimated 2013 population of 713,340 and subtracted the incorporated cities (164,598 population): 548,742 county residents / 229,325 calls = .42 calls

Community Generated Calls for Service – North / Central Precinct

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total	Avg. / Hour
0000	311	195	152	217	173	185	283	1,516	4.2
0100	266	168	138	168	143	145	217	1,245	3.4
0200	201	108	102	127	91	115	195	939	2.6
0300	182	104	101	110	82	112	186	877	2.4
0400	195	85	89	117	89	118	171	864	2.4
0500	138	118	100	107	103	111	132	809	2.2
0600	113	160	153	185	163	175	126	1,075	2.9
0700	129	269	261	268	258	258	192	1,635	4.5
0800	186	326	339	309	335	282	237	2,014	5.5
0900	212	282	324	335	314	320	304	2,091	5.7
1000	259	347	347	293	331	347	346	2,270	6.2
1100	331	371	358	345	377	346	397	2,525	6.9
1200	334	346	409	366	368	370	395	2,588	7.1
1300	366	368	403	401	369	406	402	2,715	7.4
1400	348	443	444	380	395	410	413	2,833	7.8
1500	350	425	487	420	430	529	445	3,086	8.5
1600	365	459	466	419	415	495	375	2,994	8.2
1700	338	398	425	440	493	456	381	2,931	8.0
1800	358	451	440	438	461	416	363	2,927	8.0
1900	318	374	354	345	347	402	363	2,503	6.9
2000	330	318	325	315	341	327	298	2,254	6.2
2100	312	292	322	340	310	362	353	2,291	6.3
2200	256	256	275	261	292	351	345	2,036	5.6
2300	242	218	242	238	252	356	331	1,879	5.1
Total	6,440	6,881	7,056	6,944	6,932	7,394	7,250	48,897	
Ave/day	124	132	136	134	133	142	139	134	

Officers responded to 48,897 unique community generated calls for service, approximately 134 per day, in the North / Central Precinct service.

Community Generated Calls for Service – East Precinct

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total	Avg. / Hour
0000	360	240	262	288	232	273	346	2,001	5.5
0100	310	186	177	187	183	218	272	1,533	4.2
0200	247	130	117	149	141	155	222	1,161	3.2
0300	218	113	102	116	95	133	201	978	2.7
0400	190	109	92	118	114	106	147	876	2.4
0500	141	124	122	152	110	136	118	903	2.5
0600	122	193	189	189	165	173	129	1,160	3.2
0700	154	292	282	266	258	284	195	1,731	4.7
0800	232	347	312	295	290	332	303	2,111	5.8
0900	366	362	366	318	337	384	380	2,513	6.9
1000	376	405	373	376	379	390	438	2,737	7.5
1100	427	402	423	401	382	429	443	2,907	8.0
1200	431	429	441	427	461	449	507	3,145	8.6
1300	501	425	459	434	421	452	496	3,188	8.7
1400	393	454	440	457	441	477	488	3,150	8.6
1500	466	489	478	529	482	525	475	3,444	9.4
1600	459	509	498	501	504	532	448	3,451	9.5
1700	440	490	478	502	488	526	479	3,403	9.3
1800	468	554	515	498	512	549	468	3,564	9.8
1900	455	484	460	481	457	489	480	3,306	9.1
2000	400	458	414	457	422	436	468	3,055	8.4
2100	416	412	435	411	386	463	490	3,013	8.3
2200	354	375	369	368	370	441	425	2,702	7.4
2300	323	323	317	323	320	425	437	2,468	6.8
Total	8,249	8,305	8,121	8,243	7,950	8,777	8,855	58,500	
Ave/day	159	160	156	159	153	169	170	160	

Officers responded to 58,500 unique community generated calls for service, approximately 160 per day, in the East Precinct service.

Community Generated Calls for Service – South Precinct

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total	Avg. / Hour
0000	421	305	286	324	278	317	403	2,334	6.4
0100	350	229	227	244	235	228	339	1,852	5.1
0200	280	170	206	179	179	173	270	1,457	4.0
0300	267	159	118	144	137	165	210	1,200	3.3
0400	188	124	134	131	116	148	181	1,022	2.8
0500	150	142	158	141	140	158	148	1,037	2.8
0600	147	201	234	204	207	214	167	1,374	3.8
0700	216	328	336	327	284	303	240	2,034	5.6
0800	286	354	354	350	359	367	339	2,409	6.6
0900	371	387	413	363	365	399	415	2,713	7.4
1000	438	402	455	411	404	444	479	3,033	8.3
1100	451	456	467	443	400	451	515	3,183	8.7
1200	445	475	507	484	447	480	558	3,396	9.3
1300	482	479	475	495	496	491	525	3,443	9.4
1400	516	454	464	494	413	508	566	3,415	9.4
1500	507	525	532	555	523	571	541	3,754	10.3
1600	508	558	554	539	540	580	530	3,809	10.4
1700	526	535	557	550	531	569	511	3,779	10.4
1800	493	535	559	548	543	572	518	3,768	10.3
1900	522	465	569	546	539	557	493	3,691	10.1
2000	459	464	512	522	514	506	540	3,517	9.6
2100	468	506	481	451	464	518	516	3,404	9.3
2200	431	418	402	451	426	480	480	3,088	8.5
2300	398	390	333	360	355	470	473	2,779	7.6
Total	9,320	9,061	9,333	9,256	8,895	9,669	9,957	65,491	
Ave/day	179	174	179	178	171	186	191	179	

Officers responded to 65,491 unique community generated calls for service, approximately 179 per day, in the South Precinct service area.

Community Generated Calls for Service – Tucker Precinct

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total	Avg. / Hour
0000	290	242	192	249	195	190	243	1,601	4.4
0100	264	180	153	169	144	166	208	1,284	3.5
0200	228	133	129	127	113	113	208	1,051	2.9
0300	171	125	108	96	99	97	152	848	2.3
0400	171	86	82	93	93	91	172	788	2.2
0500	114	112	120	111	95	108	122	782	2.1
0600	93	166	151	149	141	126	136	962	2.6
0700	122	253	197	231	203	211	142	1,359	3.7
0800	194	306	272	271	251	273	233	1,800	4.9
0900	270	265	273	269	211	293	261	1,842	5.0
1000	277	299	269	269	257	280	311	1,962	5.4
1100	314	333	328	312	298	318	374	2,277	6.2
1200	325	328	350	316	317	347	342	2,325	6.4
1300	391	354	376	291	319	317	349	2,397	6.6
1400	358	377	369	305	307	376	367	2,459	6.7
1500	346	411	419	357	367	416	353	2,669	7.3
1600	355	436	409	422	380	447	384	2,833	7.8
1700	377	417	404	424	392	422	374	2,810	7.7
1800	347	406	457	389	397	435	365	2,796	7.7
1900	375	422	441	378	358	412	376	2,762	7.6
2000	349	345	387	338	356	331	347	2,453	6.7
2100	306	354	338	334	339	379	378	2,428	6.7
2200	331	316	252	290	274	317	347	2,127	5.8
2300	284	263	264	233	247	285	324	1,900	5.2
Total	6,652	6,929	6,740	6,423	6,153	6,750	6,868	46,515	
Ave/day	128	133	130	124	118	130	132	127	

Officers responded to 46,515 unique community generated calls for service, approximately 127per day, in the Tucker Precinct service area.

The distribution of community generated calls for service and related workload may change among the Precincts so it is important to annually review the workload distribution to ensure that the distribution of field services personnel corresponds to the workload in each Precinct. The following table shows the current distribution of CFS workload.

Precinct	Total	CFS Percent	Handling Time (Hours)	% of Handling Time
North / Central	48,897	21.3%	29,242	20.2%
East	58,500	25.5%	39,517	27.3%
South	65,491	28.6%	41,913	28.9%
Tucker	46,515	20.3%	27,795	19.2%
Unknown	9,922	4.3%	6,386	4.4%
Total	229,325	100.0%	144,852	100.0%

The calls for service workload ranges from 28.9% of total call handling hours in the South Precinct to 19.2% in the Tucker Precinct.

Recommendation:

Annually review the number of community generated calls for service from the CAD data to determine the trend in community generated workload and the distribution of call for service workload in each Precinct.

(1.8) Calls for Service are Classified by Priority Types.

DKPD classifies calls for service by Priority types of 1 through 9 but Priority 4 – 9 are almost never used as 99% of the calls in 2014 were the first three Priorities. The call types for the Priorities used for PD calls are listed below:

- Priority 1 – emergency incidents such as a shooting, stabbing, robbery or burglary in progress, officer needs help
- Priority 2 – incidents such as an alarm, fight, vehicle accident, suspicious person / vehicle, loud party, murder, rape, robbery, burglary that just occurred, child abuse, domestic violence, assault, fraud, indecent exposure, prowler, reckless driving, trespassing, shoplifter in custody, injury accident and vandalism in progress.
- Priority 3 – incidents such as suicide attempt, burglary, harassing calls, threats, theft, hit & run, vandalism, found property, major injury accident and a trapped animal.
- Priority 7 – incidents such as a “person down”, hit and run, firearms complaint, animal complaint, vandalism, traffic accident, missing person and property damage.

Priorities 4-6 and 8-9 are primarily fire / rescue related call types. The following table shows the calls by Priority type.

CFS Priority	Total	Percent
1	3,330	1.5%
2	190,336	83.0%
3	32,389	14.1%
4 – 6	6	0.0%
7	1,392	0.6%
8 – 9	10	0.0%
Unknown	1,862	0.8%
Total	229,325	100.0%

As shown above, approximately 3,300 incidents (1.5%) were Priority 1 calls – the most serious calls the Department handles. Priority 2 calls accounted for 83% of the total number of calls. This is a high percentage of a very serious type of call and significantly higher than is normally seen by the project team in other police studies. It may indicate that initially calls are being given a higher priority than warranted and being used as a “default” call classification by Communications Center personnel. It is also possible that the initial Priority type is not being appropriately changed to a “final” call type after Officer arrives on the scene and provides an update to the Communications Center of what actually occurred – which many times is different from what was originally reported. Additionally, Police and Communications agencies do not want to “under-classify” incidents being reported as it might unintentionally result in a longer response time and possible injury to one of the persons involved in the incident.

No police agency can provide a timely response to a significant number of “Priority 2” calls during the busiest times of the day so it is important to ensure that calls are being correctly classified so that true Priority 2 calls do not receive a slower response because Officers are responding to a call that should actually be a Priority 3 or lower call for service. The DKPD should review a sample of Priority 2 calls to ensure that the classification of the calls is appropriate.

The list of Priority call types should be reviewed as there are several call types that are mis-classified – for example a major injury accident is listed as a Priority 3 incident and a minor injury accident is listed as a Priority 2. There are additional changes and clarifications to improve clarity between a Priority 1, 2 and 3 incidents. Revising the list to use four Priority types for police calls would serve to accomplish this goal.

Recommendations:

Review and audit a sample of Priority 2 calls for service (50 – 100) to ensure that calls are being correctly classified.

Review the call Priority list and use four Priority types for police related calls to provide a reasonable range of incident classification from emergencies requiring immediate response, urgent incidents, and cold, low priority incidents where a delayed response is reasonable.

(1.9) Response Time and Handling Time of Calls for Service.

The response to and handling of community generated calls for service is one of the primary tasks of any municipal police agency and one that frequently is the subject of inquiry from County leaders and members of the community. The project team calculated the average times using the CAD data from all of the calls for service in 2014.

The following definitions explain the individual time components that comprise the overall response time to a community generated call for service:

- Call processing time – from the time the call was received in the Communications Center until a DKPD unit is dispatched. This includes the “call taker” time and the “dispatcher” time; it also includes time when a call may be ready for dispatching but remains in the “queue” until a police unit is available.
- Travel time – from the time the call was dispatched to an officer until the arrival of the first police unit (the difference between the “dispatch time” and the “on scene time” for the first arriving unit).

- Call “response” time – the call process time + travel time. This is the time citizens are most often interested in – from the time they call 9-1-1 until an officer arrives at the scene of the reported incident.
- On scene time – from the time the Officer arrived until he/she cleared the call.
- Call handling time – the total of the travel time and on scene time.

The following table shows the call processing time, travel time, on scene time and overall call handling hours (from dispatch of call until call clearance) for the primary police unit response to community generated calls for service. The 12 months of CAD data provided to the project was used to calculate the times shown below but the times are very high and indicate the “time stamps” recorded in the CAD system are inaccurate.

Response and Call Handling Times by Priority

Priority Type	Number of CFS	Call Process and Queue	Travel Time	Response (Process + Travel)	On Scene Time	Call Handling (Travel + On Scene)	Call Handling Hours
1	3,330	4.9	10.2	15.0	34.9	45.1	2,501
2	190,336	10.6	14.0	24.7	21.8	35.9	113,753
3	32,389	20.1	19.0	39.1	32.8	51.8	27,950
Other	3,270	12.1	14.7	26.7	19.0	33.6	1,833
All	229,325	12.1	14.7	26.7	23.5	38.2	146,038

In any police agency the highest Priority calls receive the fastest call processing, shortest queue³ time (if any) and fastest Officer response or travel times. The calculations shown above are extremely high call processing and Officer travel times for Priority 1 and Priority 2 calls and it is very likely the times shown in the data are significantly higher than actual call processing and travel times to calls. Typical call processing and officer travel times seen by the project team are:

³ The “queue” time is when the call is ready to be dispatched but an Officer is not available so it must be held in “queue” until one is available.

Priority Type	'Normative' Call Process and Queue	Call Process and Queue Time in DeKalb County CAD's System	'Normative' Travel Time	Travel Time in DeKalb County CAD's System
1	1 – 2 minutes	4.9	2 – 4 minutes	10.2
2	4 – 6 minutes	10.6	5 – 10 minutes	14.0
3	6+ minutes	20.1	10+ minutes	19.0

The times calculated from this CAD data are the highest Priority 1 and Priority 2 call processing and travel times seen by the project team in the hundreds of studies conducted throughout the United States. This indicates a problem with the data which needs to be investigated further. The 'on scene handling time' is within the range typically seen by the project team

The project team recommends that other samples of 50-100 calls for each of these three Priorities be reviewed to determine if the CAD data shows call processing and travel times closer to the "norms" given above. This review should include the accuracy of the CAD time stamp data and determine if the calls were appropriately classified as a Priority 1, 2 or 3 CFS.

Overall, the total "call handling time" for the primary DKPD unit⁴ was 38.2 minutes is within the 30-40 minute range typically seen by the project time in other police department studies indicating that start and end times are recorded effectively but not the internal breakdown of those times.

Recommendation:

Review other CAD data samples of 50-100 calls for Priority 1, 2 and 3 incidents to determine if the call processing and travel times are closer to the range of call processing and travel times typically seen in other police department studies.

⁴ The "primary unit" is defined and calculated by the project team to be the time from when the first DKPD unit arrives at the scene and the last DKPD unit clears the scene (they often are two different Officers).

(1.10) Officer “Back-Up” Time to Assist the Primary Unit.

Officers also respond as back-up units on many calls for service throughout the year to assist the primary Officer – some calls required only one additional Officer and others required two or more Officers. The project team was not able to calculate the number of back-up responses to calls for service as it was not in the CAD data supplied to the project team. As a result the project team will use normative values to calculate the Officer back-up rate. The project team typically sees average back-up rates between .4 and .6 additional Officers that assist the primary Officer at a call for service. The project team used a rate of .55 additional Officers per call for service. Using this rate back-up Officers made a total of 126,129 responses in a support role, this equaled 59,751 work hours assisting the primary Officer.

(1.11) Other Patrol Workload – Report Writing and Prisoner Bookings.

DeKalb County PD Officers write reports to document crimes, traffic accidents and a variety of other incidents. Reports are written both electronically and by hand – the exact total number of reports written by Patrol Officers was not available so the project team used normative values to estimate the number of reports written and the time required to write the reports. The project team typically sees approximately 30% of the total number of calls for service will result in some type of written documentation. This percentage was used to estimate the number of reports written by DKPD Patrol Officers in 2014 at 68,798 reports (229,325 CFS x 30%). The project team uses an average of 45 minutes for all types of reports written equaling a total of 51,598 Officer hours that were required to complete necessary written documentation.

The total number of people arrested only by Patrol Officers was not available but the overall total number of arrests made by DKPD over the last several years was available. The great majority of arrests are made by Patrol Officers and the project team estimated the number at 90%, shown in the following table.

Year	Total Arrests
2011	36,687
2012	25,415
2013	33,360
2014 (projected)	43,600
4 Year Average	34,766
Patrol Arrests (estimated @ 90%)	31,289

This table shows the estimated number of arrests made by Patrol Officers at 31,289. The project team typically sees arrest rates between 10% and 13% as a percentage of calls call for service. Using an arrest factor of 13% to estimate the number of arrests/bookings made by Officers equals 29,812 arrests/bookings (229,325 CFS x 13%). The higher number, 31,289 arrests (which is 23.6% of CFS), will be used to estimate the number of hours required to handle this workload.

The great majority of the time when an Officer makes an arrest it will be tracked in the CAD incident record as the Officer's CAD status will remain "at scene" until he/she has completed booking the prisoner or has released the prisoner at the scene of the incident. However, the project team included an average of 30 minutes processing time (a total of 15,645 hours) to ensure that all time spent handling prisoners is included in the workload estimates.

The total hours spent handling calls for service and the hours related to calls for service (time spent on report writing and booking/transporting prisoners) will be used later in this report to determine the total patrol officer workload hours.

(1.12) Precinct Workload Varies Among the Precincts and Should Be Reviewed Annually to Determine Appropriate Deployment of Officers.

The following table summarizes the workload levels in the four Precincts.

Precinct	Central	East	South	Tucker	Other	Totals
Calls for Service	48,897	58,500	65,491	46,515	9,922	229,325
% of Total	21.3%	25.5%	28.6%	20.3%	4.3%	100.0%
Primary Unit Handling Hours	29,242	39,517	41,913	27,795	6,386	144,852
% of Total Primary Unit Hours	20.2%	27.3%	28.9%	19.2%	4.4%	100.0%
Average Minutes / CFS	35.9	40.5	38.4	35.9	38.6	37.9
Number of Back-up Responses	26,893	32,175	36,020	25,583	5,457	126,129
Back-up Units Handling Hours	12,845	15,367	17,204	12,219	2,606	60,241
% of Total Back-up Unit Hours	21.3%	25.5%	28.6%	20.3%	4.3%	100.0%
Total Hours	42,087	54,884	59,117	40,014	8,992	205,093
% of Total Handling Hours	20.5%	26.8%	28.8%	19.5%	4.4%	100.0%

As shown above over 28% of all calls for service occurred in the South Precinct, followed by 25.5% in East and 21.3% in Central / North. The South Precinct also had the highest number of call for service handling hours and backup responses to calls⁵.

The call for service volume and the total workload hours are the best indicators of service demand in a geographic area and this information should be used to allocate the appropriate number of Officers to each Precinct. The following table shows the current allocation of Patrol Officers among the Precincts and the corresponding percentage of call for service workload demand (total call handling hours).

Precinct	Central	East	South	Tucker	Total
Officers	70	81	83	80	314
% of Total Staff	22.3%	25.8%	26.4%	25.5%	100%
% of Total Handling Hours	21.6%	27.9%	29.9%	20.6%	100%
Over (Under) Staff	0.7%	(2.1%)	(3.5%)	4.9%	NA

⁵ The "other" calls are incidents that did not have an identifying location in any Precinct listed in the CAD data.

Tucker Precinct has proportionately more Officer positions authorized than is warranted and both East and South Precincts should have more Officers assigned, however the disparity is not significant. If future evaluation of the CFS workload shows a similar disparity in workload among the Precincts then the authorized Officer staffing levels should be appropriately adjusted.

Another option to balance the workload between the Precincts is to review the current geographic boundaries of the Precincts to determine if the boundaries should be realigned. The current Precinct boundaries should only be adjusted after reviewing several years of CFS workload data.

Recommendations:

Continue to annually review the distribution of calls for service related workload among the Precincts and deploy Officers to the Precincts based on this workload.

After a second year of CFS workload analysis determine if Precinct boundaries should be adjusted to balance workload among the Precincts.

(1.13) Officer Initiated Activity.

When Patrol Officers are not responding to calls for service and have time during their shift they also engage in a number of Officer initiated activities such as traffic stops, pedestrian stops, investigations, reports, security checks, etc. The number of Officer initiated activities was obtained from the CAD record and totaled 96,854 incidents during the year. This number includes incidents initiated by all members of DKPD as the CAD data did not include “radio call sign” identifiers to determine if it was a Patrol Unit, Traffic Unit or another DKPD unit that initiated the incident. The following table shows a graphical depiction of activity by hour and day.

Officer Initiated Activity – County-wide

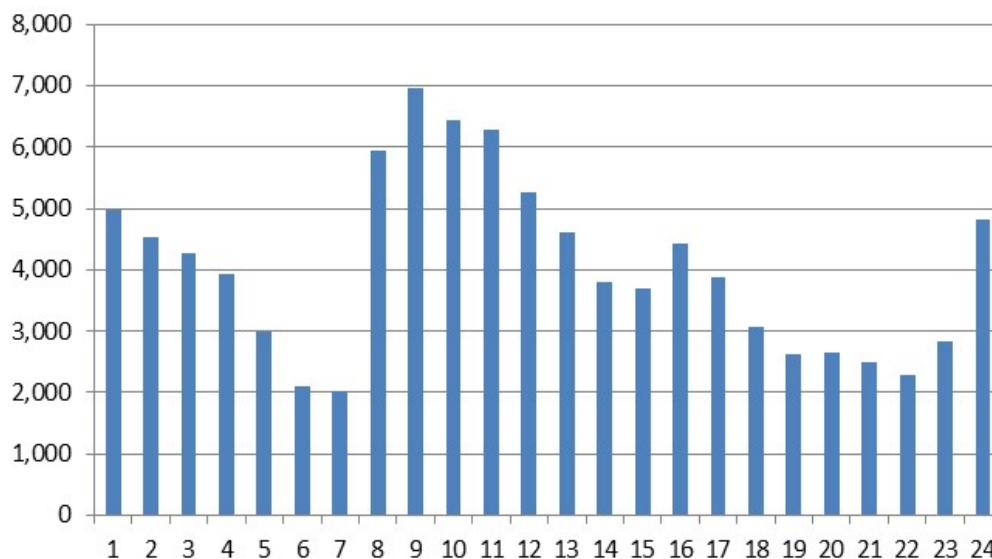
Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total	Avg. / Hour
0000	704	511	624	635	853	869	771	4,967	13.6
0100	677	479	541	599	784	715	735	4,530	12.4
0200	575	510	494	569	696	695	719	4,258	11.7
0300	552	493	429	479	671	641	673	3,938	10.8
0400	371	372	342	385	493	500	532	2,995	8.2
0500	237	249	276	341	350	373	280	2,106	5.8
0600	218	253	254	321	389	298	283	2,016	5.5
0700	486	847	869	1,119	1,107	944	556	5,928	16.2
0800	593	1,048	1,119	1,233	1,150	1,198	609	6,950	19.0
0900	589	888	1,017	1,105	1,095	1,166	576	6,436	17.6
1000	570	883	1,096	1,059	1,099	1,055	521	6,283	17.2
1100	430	633	935	1,031	923	871	448	5,271	14.4
1200	366	534	806	986	860	713	348	4,613	12.6
1300	291	406	647	850	737	612	262	3,805	10.4
1400	297	431	559	763	731	598	319	3,698	10.1
1500	449	522	660	815	779	657	537	4,419	12.1
1600	469	410	553	774	603	566	511	3,886	10.6
1700	402	338	401	543	473	459	453	3,069	8.4
1800	364	268	330	465	404	371	430	2,632	7.2
1900	313	294	320	444	436	409	423	2,639	7.2
2000	286	271	277	459	430	438	325	2,486	6.8
2100	226	259	285	439	390	363	315	2,277	6.2
2200	313	369	400	558	469	379	354	2,842	7.8
2300	507	575	640	876	803	826	583	4,810	13.2
Total	10,285	11,843	13,874	16,848	16,725	15,716	11,563	96,854	
Avg / day	198	228	267	324	322	302	222	265	

As shown above, Patrol Officers initiated 96,854 on-view incidents, an average of 265 events per day. At about 42% of the number of community generated calls for service, this level of officer initiated activity indicates that officers have proactive time and are using it effectively to address community problems.

The CAD data showed the County-wide average time the initiating Officer spent at each incident averaged 20.0 minutes, a total of 28,803 hours.

The following chart shows the average number of incidents for each hour of the day in 2014 (1 = midnight to 0100 hours).

Officer Initiated Activity by Hour



The following table shows the 10 most frequent Officer initiated incidents.

Most Frequent Incidents – County-wide

Type of Incident	Number	Percent
Traffic Stop	63,794	65.9%
Patrol Often As Possible	6,750	7.0%
Misc. Service Request	4,742	4.9%
Suspicious Person	4,543	4.7%
Subject Stop	2,769	2.9%
Traffic Hazard / Assist Motorist	2,647	2.7%
Suspicious Person/Vehicle	2,297	2.4%
Suspicious Vehicle	1,591	1.6%
Vehicle Accident	960	1.0%
Check Location	735	0.8%
All Other Types	6,026	6.2%
Total	96,854	100.0%

Traffic related incidents accounted for almost 64,000 events and is 66% the total number of Officer initiated incidents.

These incidents also include activity related to proactive, targeted or “hot spot” policing efforts regularly conducted by Patrol Sergeants and Officers during their shift. DeKalb Police Department is at the forefront of using technology to deliver crime reporting, crime analysis and other relevant information to field supervisors to equip them in identifying areas of the Precinct to provide extra proactive patrol. DKPD has assigned personnel in Uniform Division to the Advanced Technology Unit (two Officers), in CID to administrative support (one Detective) and also created a new Intelligence Led Policing Unit to analyze crime, crime suspects and trends to provide useful and timely information to field units. These units have developed the technology and the delivery of information to provide to supervisors with up to date information to review on their mobile data computer in their vehicle – this includes recent crime incidents, crime mapping, areas where there are high incidents of crime and also areas where there are a high number of incidents reported to DKPD requiring a police response. Field supervisors review this information each shift and determine what area(s) of the Precinct they will provide targeted patrol during the shift in an attempt to reduce crime in that area. This type of a program improves the use of Patrol Officers available time – focusing efforts to reduce crime by providing a police presence in identified areas of the County needing extra and proactive police attention.

All Officers can benefit from this additional data and information but Patrol Officers working the busiest hours of the day will have significantly less time to perform preventive patrol activities. During these hours proactive tasks can only be accomplished regularly by NET, the Task Force or Traffic units that are working during these hours.

Recommendation:

Continue to provide field supervisors and Officers crime analysis and wanted persons information to facilitate proactive policing in areas of the Precinct where incidents and/or crime has been trending upward. Supervisors should continue to actively manage Patrol Officers' proactive time with planned activities to address crime, crime trends, quality of life issues and community concerns.

(1.14) Patrol Field Services Principles and Best Practices.

The orientation toward the provision of field patrol services in municipal law enforcement agencies has changed and evolved over the last 60 years. The historic law enforcement approach to field services involved a Police Officer who walked a particular beat or neighborhood. A traditional beat officer knew people in the area and was in a position to know potential problems before they occurred, or likely suspects for crimes committed on the Officer's beat. As cities grew and metropolitan areas spread the motorized officer became the normal transportation mode to respond to calls for service. The Police Department's focus changed to one of responding quickly (i.e., in a patrol car) to all types of calls in a wider geographic area and overall, fewer officers assigned to foot or vehicle patrol duties. At the same time, society at large and city residents developed rising expectations of the services that would be provided by the Police Department, such as increased focus on domestic violence crimes and youth crimes. Over time these factors resulted in a beat officer having less local neighborhood knowledge and less frequent contact with the residents in his/her service area but with a higher expectations among the general public that the Police Department could address and solve neighborhood crime and quality of life problems.

Initiatives over the last four decades have attempted to once again provide policing services more tangible to the community. This law enforcement focus has been under the general umbrella of "community policing" – a return to providing a wide range

of services identified by citizens and more frequent contact with Officers and more proactive law enforcement in neighborhoods and schools. The project team supports local community policing efforts, especially ones that involve Patrol personnel when they have uncommitted “pro-active” time during their shift. These efforts should also involve the active participation of supervisors, managers and other specialty units (e.g. the Neighborhood Enforcement Teams and School Resource Officers).

Over the course of several hundred Police Department studies the Matrix Consulting Group has developed a list of key elements in the effective provision of field patrol services in a community, including the responsibility of Officers to be proactive during their shifts (to identify and resolve problems) and not just reactive in handling calls for service. The following points summarize the key elements identified above in the effective provision of field patrol services:

- Effective municipal law enforcement requires a field patrol force, which is designed and managed to be flexible in providing both reactive and proactive response to law enforcement issues in the community.
- This requires that the Department balance personnel, resources and time to handle both reactive and proactive service elements. Between 50% and 70% of an officer’s time should be spent handling all of the elements of reactive patrol. The remaining 30% to 50% should be spent specific proactive patrol activities, other self-initiated tasks and community policing activities. A lower percentage of proactive time may be reasonable when the agency has other work units (e.g. the Neighborhood Enforcement Teams) that also conduct targeted proactive activities.
- When an Officer has a block time available (e.g. during a slow day) the activities planned/conducted during this time should be part of a Patrol plan and not left unstructured and random. Effectively addressing issues in the community requires tasks be accomplished as part of a plan – addressing specific problems in pre-determined ways. The plans should be overseen by management but planned and accomplished at the Officer, Sergeant or watch commander level.
- Any effective proactive approach to patrol requires that information be managed formally and that a formal effort be put into evaluating that information. This

evaluation should lead to specific actions to address issues/problems in a community. In addition, attempts to address problems should be evaluated formally to determine if the efforts made have been effective.

These basic elements represent the essential ingredients of effective and efficient municipal field law enforcement in United States in the 21st century.

Patrol “proactivity” is a very important part of field operations in communities such as DeKalb, where the call for service volume can vary significantly during hours of the day and between winter and summer seasons. During certain hours and months, very little time may be available for proactive initiatives, while on other days significant time may be spent on directed and officer-initiated activity. Planning and establishing patrol goals and specific pro-activity targets are important for effective management of a patrol operations force and to ensure that patrol officers are being used to accomplish desired tasks in meeting established goals. In most communities, the expectations placed on the police department to ensure a safe and orderly community are relatively high. Effectively managing proactive tasks of all field personnel is one significant method to demonstrate the department is taking the necessary steps toward the goal of creating and/or maintaining a safe community.

(1.15) Factors That Should Be Considered When Determining an Appropriate Patrol Staffing Level.

The project team uses an analytical approach to determine the staffing level required in a community such as DeKalb. The approach is characterized by several key factors that provide the basis for objective evaluation of a patrol force:

- Staffing should be examined based on the ability of current staff to handle the calls for service generated by the community (and the related work such as report writing and processing arrestees); as well as providing sufficient time for proactive activities such as directed patrol, traffic enforcement and addressing on-going issues/problems in a neighborhood.

- Staffing is dependent on the time officers are actually available to perform the work required of the patrol function. In this evaluation, leave hours usage and time dedicated to administrative functions are examined.
- The number of patrol staff deployed should be the result of policymakers (County leaders) selecting a level of policing that is desired by the community. Establishing a targeted average level of proactive, or uncommitted, time is an effective method to determine the policing level that will be provided and also gives guidance to the police chief.
- The project team's analysis does not include the utilization of ratios such as officers per thousand residents because it does not account for the unique characteristics of communities (e.g. demographics, workload, unique community needs, deployment). Although these ratios are interesting, they do not provide a comprehensive measure of staffing needs for a specific community, nor should policymakers use them as a basis to make decisions regarding patrol staffing. The project team's approach is supported by the International Association of Chiefs of Police (IACP) that views officer per thousand ratios as "totally inappropriate as a basis for staffing decisions"⁶.

Other significant factors for policy makers to consider when determining staffing levels include, but are not limited to, the following:

- The type, severity and volume of crime in a community.
- The ability of the Police Department to meet response time goals to calls for service and solve crime.
- The desired level of Police Department involvement in providing non-traditional police services such as neighborhood problem solving, graffiti removal, community meetings and events and teaching/role modeling in the schools.
- The desired level of proactive efforts such as traffic safety and parking enforcement, narcotics enforcement, enforcement of vice crimes such as prostitution and liquor laws.
- Providing for basic officer safety and risk management of a patrol force. In some police agencies, primarily smaller ones, the desired level of proactive time may not be the primary measure to determine the minimum number of patrol officer positions needed. It may be driven by officer safety concerns and the need to provide reasonable community coverage 24 hours a day, seven days a week. For example, a staffing level needed to meet basic officer safety concerns may

⁶ International Association of Chiefs of Police, Patrol Staffing and Deployment Study, 2004, document 7218.

result in a proactive time that may be significantly above the 50% level for a portion of the day (typically the early morning hours).

The following summary is provided in order to illustrate the implications of various proactive time levels:

- A proactive time level of 25% or less reflects a patrol staff that is essentially fully committed most of the time (except during the low CFS hours of the day). Estimating this level as being fully committed is based on the fact that the CAD system does not capture all work tasks, functions and administrative duties that are performed by officers. At this high level of committed time (75%) the average travel times to high priority community-generated calls for service may be above 8 or 9 minutes and on-scene times may be below 30 minutes due to calls “stacking” and the need to respond to other incidents. This may not be enough time to conduct a thorough investigation of the incident or provide a high quality level of service.

At this level of proactive time during most hours of the shift Officers will be responding to CFS and will not have time for any consistent proactive or project-oriented activity. The blocks of time will be generally too short (less than 20 minutes) to allow meaningful targeted patrol, working on beat projects, or neighborhood issues.

- A 40% proactive time level is generally sufficient to provide blocks of time during most shifts when Officers can conduct targeted patrol and identified beat projects to address community issues. Average travel times to high priority community-generated calls for service should commonly be less than 6 minutes and on-scene times should commonly be above 30 minutes, sufficient to allow thorough investigations and sufficient time to provide a high quality level of service.
- A 50% proactive time level will allow a patrol force on most workdays to have several hours during their shift to conduct targeted patrol, work on specific projects to address community issues and perform other officer-initiated activities. Average travel times to high priority community-generated calls for service should commonly be less than 5 minutes and on-scene times should commonly be above 30 minutes, sufficient to allow thorough investigations and sufficient time to provide a high quality level of service.
- Proactive time levels above 50% may provide a challenge to supervisors to keep officers busy with meaningful work and engaged in the job. For communities that do have this high level of proactive time, it is important to plan for productive work and measure the results.

Each community can choose an appropriate target level of proactive time desired for its patrol staff based on its unique needs, available funding, and policing model. An overall average proactive time level of 40% to 50% is a reasonable target/goal for a community that desires a patrol force which can provide a consistent level of proactive services to the community. Policymakers should determine the policing level for their community and understand the impacts of higher and lower proactive time levels. Higher targeted proactive time levels will require more staff but also ensure that the police force is able to provide a higher level of service to the community through proactive policing and will also allow patrol officers to be more involved in issues/problems in the neighborhoods in which they serve.

Policymakers should use the above factors to determine appropriate staffing levels for all functions within the police department. The goal of a patrol staffing analysis is to ensure sufficient patrol resources on duty 24 hours a day and available to providing a high level of service to the community. The ability of a police department to achieve a high level of service depends on knowing and evaluating the community demand workload—the number of community-generated calls for service, reports, and bookings of arrested persons. These are the factors used by the project team to evaluate the number of Patrol Officers needed in a community to achieve a staffing level that will provide the level of pro-activity desired by a community.

(1.16) Patrol Operations Committed and Proactive Time in 2014.

The workload required during various hours of the day (committed time) and the resulting proactive time level of a patrol staff is the most significant factor in determining the staffing needed to achieve the level of service desired by an agency. However,

fielding a minimum number of Officers to provide for basic safety of Officers while on patrol, and the ability of the Department to handle several critical incidents simultaneously are also significant factors to consider in the staffing and deployment of police resources.

It is important to have a clear understanding of what is included in the proactive time calculations. Proactive time is the amount of an Officer's work hours remaining (expressed as a percentage of work hours) after handling the community generated workload demand – the time required to respond to and handle calls for service, make arrests, book arrestees and write reports.

In the calculation and analysis of “proactive time” there are several analytical assumptions that were utilized:

- Actual community generated calls for service obtained from CAD data totaled 229,325. This number excludes all Officer initiated activities (such as traffic stops); multiple unit entries, administrative activities and calls cancelled prior to an Officer being dispatched.
- Meals and other breaks are taken evenly across all hours of a shift.
- The volume of calls for service throughout the day (expressed as a percentage for each 4 hour time period) was used to allocate the number of reports written.
- Personnel are available on an average hourly basis (i.e., in the model there are no heavy or light shift days).
- Officers are available for an average of 1,751 shift hours per year to provide all field services. This takes into account the average usage of leaves (e.g. vacation, sick) and training hours.

The resulting calculation shows the average level of an Officer's “proactive”, or discretionary, time during a shift, when they are available to handle general proactive policing efforts in the field, targeted patrol to address a specific problem, traffic enforcement, walking patrol, and other tasks initiated by the Officer or directed by the

Officer's supervisor. Administrative tasks such as attending roll call, meal breaks, servicing the vehicle, meeting with one's supervisor are tasks that also must be done during these hours (estimated at 90 minutes per shift).

(1.17) The Percentage of Proactive Time Varies Throughout the Day.

This section shows the overall average percentage of committed time and proactive time in 2014. The percentages vary significantly throughout the day so the calculations are also shown in 4-hour time blocks.

The average number of Patrol Officers actually on duty during a 24 hour period was taken from the "Actual Patrol Staffing" table presented earlier in this report. Administrative time was estimated at 90 minutes per shift.

Committed and Proactive Time – Patrol Officers

Patrol Task	0000 - 0400	0400 - 0800	0800 - 1200	1200 - 1600	1600 - 2000	2000 – 2400	Total
Patrol Staff Allocation	12.8%	19.5%	13.2%	20.2%	13.9%	20.3%	100.0%
Hours Staffed (ST + OT)	66,746	101,158	68,825	105,005	72,360	105,733	519,827
Administrative Time	9,982	15,129	10,293	15,704	10,822	15,813	77,744
Available Work Hours	56,763	86,029	58,532	89,301	61,538	89,920	442,083
Calls for Service (CFS)	22,893	19,223	40,120	50,100	53,694	43,295	229,325
% of Total CFS	10.0%	8.4%	17.5%	21.8%	23.4%	18.9%	100%
1st Officer Minutes / CFS	38.2	38.2	38.2	38.2	38.2	38.2	38.2
1st Unit Hours	14,579	12,242	25,549	31,905	34,193	27,571	146,038
Back-Up Unit Responses	12,591	10,573	22,066	27,555	29,532	23,812	126,129
Back Up Minutes / CFS	28.7	28.7	28.7	28.7	28.7	28.7	28.7
Back Up Officer(s) Hours	6,014	5,050	10,539	13,161	14,105	11,373	60,241
Reports Written	5,723	4,806	10,030	12,525	13,423	10,824	57,331
Report Writing Time	4,292	3,604	7,522	9,394	10,068	8,118	42,998
Arrests	3,124	2,623	5,474	6,836	7,326	5,907	31,289
Prisoner Handling Time	1,562	1,311	2,737	3,418	3,663	2,954	15,645
Total Committed Hours	26,447	22,207	46,348	57,877	62,029	50,015	264,922
Total "Proactive" Hours	30,317	63,822	12,184	31,424	-491	39,904	177,161
Committed Time Percent	46.6%	25.8%	79.2%	64.8%	100.8%	55.6%	59.9%
"Proactive Time" Percent	53.4%	74.2%	20.8%	35.2%	-0.8%	44.4%	40.1%

These calculations show that In 2014 Patrol staff spent approximately 60% of their on duty hours handling community generated calls for service and the related workload; leaving an overall average of 40% of “proactive time”.

In most police agencies the busiest hours of the day are from 0800 to 2000 and this is true in DeKalb where 62.8% of the calls occur during these hours and the committed time is 79.4%, significantly higher than during the nighttime hours. The higher levels of “proactive time” from midnight to 0800 is common in police agencies – a higher volume of daytime calls results in a higher level of committed time during the day. Correspondingly, a lower volume of nighttime calls results in a lower level of committed time and a higher level of proactive time.

In DeKalb County, then, most hours of the day and night proactive abilities are present. However, during the high activity hours in the daytime, between 0800 – Noon and again between 1600 – 2000, proactive abilities are lost. This is a significant enforcement issue for the County. The project team will examine in later sections how this can be addressed, through re-deployment of personnel between shifts or the addition of personnel.

Conversely, officers’ available time during the shift should be managed, especially during the highest proactive time levels between midnight and 0800, so that Officers’ proactive time is used to conduct prescribed, productive tasks (as opposed to taking on random tasks without a plan or anticipated results). These planned activities should not be exclusively enforcement activities, but also qualitative tasks, such as visiting businesses, patrolling on foot, addressing specific beat problems/issues, and

other activities where Officers may reach out to and meet members of the community.

Obviously, some of these proactive activities are limited by the hour of the day.

The following tables show the committed time and proactive time for each of the four Precincts.

Committed and Proactive Time – North/Central Precinct

Patrol Task	0000 - 0400	0400 - 0800	0800 - 1200	1200 - 1600	1600 - 2000	2000 – 2400	Total
Patrol Staff Allocation	12.9%	19.4%	12.9%	20.0%	14.2%	20.6%	100.0%
Hours Staffed (ST + OT)	14,748	22,122	14,748	22,830	16,152	23,538	114,151
Administrative Time	2,206	3,309	2,206	3,414	2,416	3,520	17,072
Available Work Hours	12,543	18,814	12,543	19,416	13,737	20,018	97,079
Calls for Service (CFS)	4,831	4,586	9,333	11,745	11,947	8,935	51,378
% of Total CFS	9.4%	8.9%	18.2%	22.9%	23.3%	17.4%	100.0%
1st Officer Minutes / CFS	38.2	38.2	38.2	38.2	38.2	38.2	38.2
1st Unit Hours	3,076	2,920	5,944	7,480	7,608	5,690	32,718
Back-Up Unit Responses	2,657	2,522	5,133	6,460	6,571	4,914	28,258
Back Up Minutes / CFS	28.7	28.7	28.7	28.7	28.7	28.7	28.7
Back Up Officer(s) Hours	1,269	1,205	2,452	3,085	3,138	2,347	13,496
Reports Written	1,208	1,146	2,333	2,936	2,987	2,234	12,844
Report Writing Time	906	860	1,750	2,202	2,240	1,675	9,633
Arrests	659	626	1,273	1,603	1,630	1,219	7,010
Prisoner Handling Time	330	313	637	801	815	610	3,505
Total Committed Hours	5,581	5,298	10,782	13,568	13,801	10,322	59,353
Total “Proactive” Hours	6,962	13,516	1,761	5,847	-64	9,695	37,726
Committed Time Percent	44.5%	28.2%	86.0%	69.9%	100.5%	51.6%	61.1%
“Proactive Time” Percent	55.5%	71.8%	14.0%	30.1%	-0.5%	48.4%	38.9%

In North / Central Precinct in 2014 Patrol staff spent approximately 61% of their on duty hours handling community generated calls for service and the related workload; leaving an overall average of 39% of “proactive time”. There was one 4 hour block, from 1600-2000 hours where Patrol staff is overcommitted for the total work hours available.

Committed and Proactive Time – East Precinct

Patrol Task	0000 - 0400	0400 - 0800	0800 - 1200	1200 - 1600	1600 - 2000	2000 – 2400	Total
Patrol Staff Allocation	12.8%	18.9%	12.3%	19.7%	14.9%	21.3%	100.0%
Hours Staffed (ST + OT)	16,859	24,933	16,161	25,987	19,665	28,094	131,713
Administrative Time	2,521	3,729	2,417	3,887	2,941	4,202	19,699
Available Work Hours	14,338	21,204	13,744	22,100	16,724	23,893	112,014
Calls for Service (CFS)	5,927	4,873	10,701	13,450	14,316	11,713	60,981
% of Total CFS	9.7%	8.0%	17.5%	22.1%	23.5%	19.2%	100%
1st Officer Minutes / CFS	38.2	38.2	38.2	38.2	38.2	38.2	38.2
1st Unit Hours	3,774	3,103	6,815	8,565	9,117	7,459	38,833
Back-Up Unit Responses	3,260	2,680	5,886	7,398	7,874	6,442	33,539
Back Up Minutes / CFS	28.7	28.7	28.7	28.7	28.7	28.7	28.7
Back Up Officer(s) Hours	1,557	1,280	2,811	3,533	3,761	3,077	16,019
Reports Written	1,482	1,218	2,675	3,363	3,579	2,928	15,245
Report Writing Time	1,111	914	2,006	2,522	2,684	2,196	11,434
Arrests	809	665	1,460	1,835	1,953	1,598	8,320
Prisoner Handling Time	404	332	730	918	977	799	4,160
Total Committed Hours	6,847	5,629	12,362	15,538	16,538	13,531	70,446
Total “Proactive” Hours	7,491	15,575	1,382	6,562	186	10,361	41,568
Committed Time Percent	47.8%	26.5%	89.9%	70.3%	98.9%	56.6%	62.9%
“Proactive Time” Percent	52.2%	73.5%	10.1%	29.7%	1.1%	43.4%	37.1%

In East Precinct in 2014 Patrol staff spent approximately 63% of their on duty hours handling community generated calls for service and the related workload; leaving an overall average of 37% of “proactive time”. There was one 4 hour block, from 1600-2000 hours where Patrol staff is almost 100% committed of the total work hours available.

Committed and Proactive Time – South Precinct

Patrol Task	0000 - 0400	0400 - 0800	0800 - 1200	1200 - 1600	1600 - 2000	2000 – 2400	Total
Patrol Staff Allocation	12.8%	19.8%	13.8%	20.5%	13.3%	19.8%	100.0%
Hours Staffed (ST + OT)	18,265	28,094	19,673	29,147	18,962	28,094	142,250
Administrative Time	2,732	4,202	2,942	4,359	2,836	4,202	21,275
Available Work Hours	15,533	23,893	16,731	24,788	16,126	23,893	120,975
Calls for Service (CFS)	7,097	5,670	11,771	14,531	15,639	13,263	67,972
% of Total CFS	10.4%	8.3%	17.3%	21.4%	23.0%	19.5%	100%
1st Officer Minutes / CFS	38.2	38.2	38.2	38.2	38.2	38.2	38.2
1st Unit Hours	4,519	3,611	7,496	9,254	9,959	8,446	43,285
Back-Up Unit Responses	3,903	3,118	6,474	7,992	8,601	7,295	37,384
Back Up Minutes / CFS	28.7	28.7	28.7	28.7	28.7	28.7	28.7
Back Up Officer(s) Hours	1,864	1,489	3,092	3,817	4,108	3,484	17,855
Reports Written	1,774	1,418	2,943	3,633	3,910	3,316	16,993
Report Writing Time	1,331	1,063	2,207	2,725	2,932	2,487	12,745
Arrests	968	774	1,606	1,983	2,134	1,810	9,274
Prisoner Handling Time	484	387	803	991	1,067	905	4,637
Total Committed Hours	8,199	6,550	13,598	16,787	18,066	15,322	78,522
Total “Proactive” Hours	7,335	17,342	3,132	8,001	-1,940	8,571	42,453
Committed Time Percent	52.8%	27.4%	81.3%	67.7%	112.0%	64.1%	64.9%
“Proactive Time” Percent	47.2%	72.6%	18.7%	32.3%	-12.0%	35.9%	35.1%

In South Precinct in 2014 Patrol staff spent approximately 65% of their on duty hours handling community generated calls for service and the related workload; leaving an overall average of 35% of “proactive time”. There was one 4 hour block, from 1600-2000 hours where Patrol staff is significantly overcommitted for the total work hours available.

Committed and Proactive Time – Tucker Precinct

Patrol Task	0000 - 0400	0400 - 0800	0800 - 1200	1200 - 1600	1600 - 2000	2000 – 2400	Total
Patrol Staff Allocation	12.8%	19.7%	13.9%	20.5%	13.3%	19.7%	100.0%
Hours Staffed (ST + OT)	16,859	25,987	18,269	27,041	17,557	25,987	131,713
Administrative Time	2,521	3,887	2,732	4,044	2,626	3,887	19,699
Available Work Hours	14,338	22,100	15,536	22,996	14,931	22,100	112,014
Calls for Service (CFS)	5,038	4,094	8,314	10,373	11,793	9,383	48,996
% of Total CFS	10.3%	8.4%	17.0%	21.2%	24.1%	19.2%	100%
1st Officer Minutes / CFS	38.2	38.2	38.2	38.2	38.2	38.2	38.2
1st Unit Hours	3,208	2,607	5,295	6,606	7,510	5,975	31,201
Back-Up Unit Responses	2,771	2,252	4,573	5,705	6,486	5,161	26,948
Back Up Minutes / CFS	28.7	28.7	28.7	28.7	28.7	28.7	28.7
Back Up Officer(s) Hours	1,323	1,075	2,184	2,725	3,098	2,465	12,871
Reports Written	1,260	1,024	2,079	2,593	2,948	2,346	12,249
Report Writing Time	945	768	1,559	1,945	2,211	1,759	9,187
Arrests	687	559	1,134	1,415	1,609	1,280	6,685
Prisoner Handling Time	344	279	567	708	805	640	3,343
Total Committed Hours	5,820	4,730	9,605	11,984	13,623	10,840	56,601
Total “Proactive” Hours	8,518	17,371	5,931	11,013	1,308	11,261	55,413
Committed Time Percent	40.6%	21.4%	61.8%	52.1%	91.2%	49.0%	50.5%
“Proactive Time” Percent	59.4%	78.6%	38.2%	47.9%	8.8%	51.0%	49.5%

In Tucker Precinct in 2014 Patrol staff spent approximately 51% of their on duty hours handling community generated calls for service and the related workload; leaving an overall average of 49% of “proactive time”. There was one 4 hour block, from 1600-2000 hours where Patrol staff is over 90% committed for the total work hours available.

(1.18) Police Managers Have Limited Ability to Adjust Work Schedules to Balance Officer’s Proactive Time.

Ideally, police managers would deploy staff to provide an even balance between committed and proactive time for all hours of the day. However, Officers work a fixed 10 hour shift with regularly scheduled days off. Frequently, it is not possible to match the staffing level to the workload, as workload can vary significantly throughout the day and by day of week. The fixed schedules used by all police departments do not allow a

police manager the ability to reduce the staffing level during a “slow” night or to routinely call in additional Officers to work if a shift becomes busy.

One of the reasons for high proactive time levels during the nighttime hours is the need for a minimum staffing level that reasonably meets officer safety requirements and is adhered to notwithstanding the workload demands of calls for service. An example is the establishment of a minimum staffing level for nighttime hours. Although the workload level is generally low and the proactive time level is very high (68% - 79% from midnight to 0800 hours) a minimum number of Patrol Officers are required to be assigned to the night shift to provide adequate coverage for the County, meet officer safety needs, handle the average call workload, and have the ability to handle several critical incidents in the Precinct, each incident typically requiring four to six officers and a sergeant. Patrol must maintain the ability to handle several critical incidents with on duty staff as during the early morning hours no other police resources such as the Neighborhood Enforcement Team, Traffic Units or Detectives are on duty to provide additional assistance quickly. If additional Officers are allocated to Patrol in the future they should primarily be deployed between 1200 and 2000 hours as these are the hours of the day when Officer’s proactive time is the lowest.

These workload calculations provide managers with very important information that is valuable when making staffing and deployment decisions. It is important to note that this is the first evaluation of Patrol workload and the project team recommends a second evaluation be conducted in 2015 which will establish a clear trend of the amount of committed and proactive time. As DKPD employees become aware that the CAD data is being used to evaluate their workload it is likely that both Officers and

Dispatchers will improve the tracking of Officers' time in CAD. This will increase the accuracy of the data used to calculate field Officers workload calculations closely reflect the actual patrol workload time commitment.

Recommendation:

Review the CAD workload data for a second year to determine the level of Patrol Officer committed time and proactive time; continue annual reviews of Patrol workload.

(1.19) Determining Personnel Staffing Requirements For Patrol.

The tables in the previous section described the current patrol staffing level and the number of hours required to handle the community-generated work (calls for service, reports, and bookings) in DeKalb County and the current level of proactive time overall and at various hours of the day. This section utilizes the workload data to calculate the minimum number of Patrol Officers required at the 45% and 40% targeted proactive time levels. The results are shown on the following page.

1. Community Generated Workload	
Calls for Service (one year)	229,325
Handling Time – 1 st Unit from Dispatch until Clear	146,038
Handling Time – Backup Officer(s)	60,241
Number of Reports Written	57,331
Total Time for Report Writing	42,998
Number of Bookings	31,289
Time to Process Bookings	15,645
Total Hours	264,922
2. Additional Hours for Preventive Patrol & Officer Initiated Activity	
Proactive Time Target of 45%	216,754
Proactive Time Target of 40%	176,615
3. Total Hours Required for Reactive & Proactive Work	
Proactive Time Target of 45%	481,676
Proactive Time Target of 40%	441,536
4. Availability of Staff	
Annual Paid Work Hours	2,080
Leave Hours and On-Duty Training	329
Administrative Time (90 minutes / shift)	263
Net Available Hours	1,488
5. Officers Required to Handle Workload (10 Hour Shifts)	
Proactive Time Target of 45%	372
Proactive Time Target of 40%	342
6. Officers Required to Handle Workload (8% Attrition Factor)	
Proactive Time Target of 45%	398
Proactive Time Target of 40%	365

This table shows the minimum number of Officers required to handle the call for service workload and administrative tasks at three “proactive time” levels. A targeted overall average 40% “proactive time” will require a minimum of 342 Officers assigned to Patrol duties and a targeted 45% “proactive time” level requires a minimum of 372 Patrol Officers. This is the number of fully trained Officers assigned to Patrol duties in the Precincts.

To provide this staffing level requires additional authorized/funded positions to account for sworn personnel separating from the Department. The project team used an annual 8% attrition factor which is higher separation rate than is commonly seen in other police department studies but significantly lower than the current DKPD attrition rate of 12.9%. It is critical that DeKalb County take the necessary steps to reduce the attrition rate to a more reasonable and sustainable 8% rate or lower. An average annual 8% attrition rate requires 365 authorized/funded Officer positions at the 40% proactive time level and 398 authorized/funded Officer positions at the 45% proactive time level. The effect of this deficit is significant – the difference between a more ‘normal’ position vacancy and that currently experienced in the Department is about 25 positions. If these difference positions are allocated to patrol (evening shift) they eliminate the afternoon/evening proactivity issues identified earlier in this chapter of the report as shown in the table below.

Time Block	0000 – 0400	0400 - 0800	0800 - 1200	1200 - 1600	1600 - 2000	2000 - 0000	Total
Current							
Committed	46.6%	25.8%	79.2%	64.8%	100.8%	55.6%	59.9%
Proactive	53.4%	74.2%	20.8%	35.2%	-0.8%	44.4%	40.1%
Impact of Reduced Position Vacancy in Patrol							
Committed	46.6%	25.8%	79.2%	59.0%	78.5%	46.6%	54.5%
Proactive	53.4%	74.2%	20.8%	41.0%	21.5%	53.4%	45.5%

The alternative to achieve targeted service levels would be added staff. As a result of this analysis the County needs to redouble its efforts to achieve expected turnover and position vacancy levels.

The table above provides the overall average committed time and proactive time levels for all four Precincts in DeKalb County – the project team also calculated these

levels for each Precinct as each Precinct has a different staffing level and workload level.

North / Central Precinct:

Time Block	0000 - 0400	0400 - 0800	0800 - 1200	1200 - 1600	1600 - 2000	2000 - 0000	Total
Current							
Committed	44.5%	28.2%	86.0%	69.9%	100.5%	51.6%	61.1%
Proactive	55.5%	71.8%	14.0%	30.1%	-0.5%	48.4%	38.9%
Impact of Reduced Position Vacancy in North/Central Precinct (5 Positions)							
Committed	44.5%	28.2%	86.0%	64.1%	80.1%	43.9%	56.1%
Proactive	55.5%	71.8%	14.0%	35.9%	19.9%	56.1%	43.9%

East Precinct:

Time Block	0000 - 0400	0400 - 0800	0800 - 1200	1200 - 1600	1600 - 2000	2000 - 0000	Total
Current							
Committed	47.8%	26.5%	89.9%	70.3%	98.9%	56.6%	62.9%
Proactive	52.2%	73.5%	10.1%	29.7%	1.1%	43.4%	37.1%
Impact of Reduced Position Vacancy in East Precinct (5 Positions)							
Committed	47.8%	26.5%	89.9%	65.1%	81.8%	49.4%	58.3%
Proactive	52.2%	73.5%	10.1%	34.9%	18.2%	50.6%	41.7%

South Precinct:

Time Block	0000 - 0400	0400 - 0800	0800 - 1200	1200 - 1600	1600 - 2000	2000 - 0000	Total
Current							
Committed	52.8%	27.4%	81.3%	67.7%	112.0%	64.1%	64.9%
Proactive	47.2%	72.6%	18.7%	32.3%	-12.0%	35.9%	35.1%
Impact of Reduced Position Vacancy in South Precinct (10 Positions)							
Committed	52.8%	27.4%	81.3%	59.3%	78.1%	49.6%	56.7%
Proactive	47.2%	72.6%	18.7%	40.7%	21.9%	50.4%	43.3%

Tucker Precinct:

Time Block	0000 - 0400	0400 - 0800	0800 - 1200	1200 - 1600	1600 - 2000	2000 - 0000	Total
Current							
Committed	40.6%	21.4%	61.8%	52.1%	91.2%	49.0%	50.5%
Proactive	59.4%	78.6%	38.2%	47.9%	8.8%	51.0%	49.5%
Impact of Reduced Position Vacancy in Tucker Precinct (5 Positions)							
Committed	40.6%	21.4%	61.8%	48.4%	73.9%	42.3%	46.9%
Proactive	59.4%	78.6%	38.2%	51.6%	26.1%	57.7%	53.1%

The project team believes that a targeted 40% proactive time level for Patrol Officers is appropriate for the County of DeKalb and the Police Department. This will provide a good amount of available time for Officers to address needs in their assigned district and community needs. In each Precinct there are additional resources such as the Task Forces and Neighborhood Enforcement Teams that are charged to reduce crime and address high call for service locations/problems in the Precinct.

Currently there are 314 Officer positions that are assigned to street patrol duties (not including Officers assigned to specialty units in the Precinct) and this number would be closer to the 342 Officer positions needed in the Precincts if there were fewer vacant positions – as of October 2014 there were 103 Officer and 12 Sergeant positions that were vacant. It is very important to fill these positions to meet the needed staffing level of 342 Officers.

This patrol workload analysis from the CAD data provides police managers with valuable information regarding workload demand when making staffing and deployment decisions (as mentioned earlier a second and third year of CAD data analysis will provide valuable information and begin to reveal a historical trend and more reliable analytical workload data results).

Recommendations:

Adopt a 40% average proactive time level goal for patrol operations.

Overall, DeKalb County has sufficient patrol authorized and funded positions for patrol. However, their distribution by shift and the filling of authorized and funded positions impedes the effective delivery of service. The Police Department needs to review patrol personnel allocation and the DKPD should work with Human Resources to take the necessary steps to fill the vacant positions to maintain the necessary level of Patrol Officer staffing in the Precincts.

(1.20) Evaluation of Management Positions in the Precincts.

Currently each Precinct is managed by a Major who oversees all operations of the Precinct. He/she is assisted by two Captains who assist the Major in managing day to day operations – the Captains are assigned to supervise all of the patrol shifts or a combination of a patrol shift and the specialty units in the Precinct. An Administrative or Duty Lieutenant is also assigned to each Precinct that performs a variety of administrative and support duties in addition to a civilian Administrative Assistant. There are also six Lieutenants assigned as watch commanders on each shift and a Lieutenant assigned to the CID and to the Task Force / Neighborhood Enforcement Team. The project team believes that one Captain is sufficient to assist the Major in managing the Precinct and that the second Captain and Administrative Lieutenant positions can reasonably be eliminated and still provide sufficient management oversight of operations and necessary support functions.

DKPD also has one Officer in each Precinct assigned as a crime analyst. The project team supports staff being assigned to crime analysis functions (both in the Precincts and in CID) but believes it should be staffed with civilians rather than sworn staff. The reasons for this include lower cost, typically longer tenure of staff and providing additional career opportunities in the Department.

Recommendations:

Eliminate one Captain's position and the Administrative / Duty Lieutenant position in each Precinct (estimated salary and benefits cost savings of \$98,893 for a Captain, total of \$395,573 annually; and \$92,417 for a Lieutenant, a total of \$369,667 annually).

Eliminate the Officer Crime Analyst positions – 1 in each Precinct (estimated salary and benefits cost savings for 4 Officers is \$77,616 each, a total of 310,464 annually).

Create new civilian Crime Analyst positions – 1 in each Precinct (estimated salary and benefits cost for 4 Crime Analysts is \$65,159 each, a total of \$260,635 annually).

(1.21) Evaluation of the Precinct Specialty Units.

Each Precinct is staffed with one or more specialty units that provide that provides a variety of traditional and some non-traditional police services in support of the Precinct's operations. The specialty units are assigned at the discretion of the Precinct Commander and are assigned to address problems and issues in the Precinct. The task of Precinct Commanders in DeKalb is to determine an appropriate balance between the number of regular district Patrol Officers and the number of staff assigned to specialty units. There must be a sufficient number of Patrol Officers on duty each shift to handle the routine calls for service and also an appropriate number of Officers assigned to specialty units to effectively address the crime trends, quality of life issues/complaints and the longer term problems/issues that Patrol Officers are not equipped to handle or do not have the time during their shift.

The specialty units include Criminal Investigations (CID) and the Neighborhood Enforcement Teams (NET) or Task Forces. The current staffing and responsibilities of the specialty units vary among the Precincts and are detailed in the following table.

Precinct	Lieutenant	Sergeant	Officer	Total
Central / North CID	1	1	10	12
East CID	1	2	10	13
South CID	1	1	10	12
Tucker CID	1	1	10	12
Total	4	5	40	49
Central / North – NET	1	1	9	11
East – Task Force	1	2	9	12
South – NET	1	2	11	14
Tucker – Task Force	1	1	4	6
Total	4	6	33	43

The Precinct CID investigators are assigned to investigate property crimes (e.g. burglaries) and person robberies (central CID is responsible for commercial robberies).

The cases handled in each of the Precincts are shown in the tables below.

Central Precinct Cases	Actual Cases	Cleared	Arrests	% Cleared
Robbery	164	64	46	39.0%
Assault	4	1	1	25.0%
Burglary	1263	190	86	15.0%
Larceny	1239	253	162	20.4%
Vehicle Theft	3			0.0%
Total – Part I	2673	508	295	19.0%
Assaults	2	1	1	50.0%
Theft	8	7	6	87.5%
Forgery	251	116	100	46.2%
Credit Card Theft	189	41	16	21.7%
ID Theft	304	47	38	15.5%
Criminal Trespass	224	40	27	17.9%
Misc.	484	73	64	15.1%
Entering Auto	697	34	42	4.9%
Total – Part II	2159	359	294	16.6%
Total	4832	867	589	17.9%

Central / North Precinct Detectives handled an average of 267 Part I crime cases and 215 Part II crime cases per Detective.

The following table details the cases handled by East Precinct Detectives:

East Precinct Cases	Actual Cases	Cleared	Arrests	% Cleared
Robbery	414	104	70	25.1%
Assault	6	4	1	66.7%
Burglary	2737	629	201	23.0%
Larceny	2565	603	328	23.5%
Vehicle Theft	4	3	4	75.0%
Total – Part I	5726	1343	604	23.5%
Assaults	2			0.0%
Theft	13	9	17	69.2%
Forgery	319	106	62	33.2%
Credit Card Theft	159	19	11	11.9%
ID Theft	925	42	19	4.5%
Criminal Trespass	1524	255	48	16.7%
Misc.	404	148	38	36.6%
Entering Auto	1220	30	23	2.5%
Total – Part II	4566	609	218	13.3%
Total	10,292	1952	822	19.0%

East Detectives handled on average 572 Part I cases and 456 Part II cases.

The following table details the cases handled by South Precinct Detectives.

South Precinct Cases	Actual Cases	Cleared	Arrests	% Cleared
Robbery	320	95	44	29.7%
Assault	4	3	3	75.0%
Burglary	2425	423	188	17.4%
Larceny	2043	195	72	9.5%
Vehicle Theft	0			NA
Total – Part I	4792	716	307	14.9%
Kidnapping	1	1	1	100.0%
Assaults	4	1	2	25.0%
Indecent Exposure	2			0.0%
Vehicle Recovery	3			0.0%
Theft	370	12	12	3.2%
Forgery	218	47	22	21.6%
Credit Card Theft	342	37	9	10.8%
ID Theft	745	160	10	21.5%
Harassing Calls	14	1	1	7.1%
Trespass	598	69	20	11.5%
Misc.	595	42	19	7.1%
Entering Auto	880	64	13	7.3%
Total – Part II	3772	434	109	11.5%
Total	8564	1150	416	13.4%

South Detectives handled on average 479 Part I crimes and 377 Part II crimes.

The next table details the cases handled by Tucker Precinct Detectives.

Tucker Precinct Cases	Actual Cases	Cleared	Arrests	% Cleared
Robbery	359	125	75	34.8%
Assault	5	4	3	80.0%
Burglary	1,591	328	173	20.6%
Larceny	1,496	161	105	10.8%
Vehicle Theft	6	4	3	66.7%
Total – Part I	3,457	622	359	18.0%
Assault	3		2	0.0%
Theft	13	13	21	100.0%
Forgery	189	75	81	39.7%
Credit Card Theft	275	26	16	9.5%
ID Theft	396	72	47	18.2%
Harassing Calls	1			0.0%
Criminal Trespass	964	48	14	5.0%
Misc.	242	20	28	8.3%
Entering Auto	755	17	17	2.3%
Total – Part II	2,838	271	226	9.5%
Total	6,295	893	585	14.2%

Tucker Precinct Detectives handled an average of 346 Part I Crimes and 283 Part II crime investigations per Detective during the year.

The number of cases varies significantly between the Precincts as shown in the following table.

Precinct	Part I Cases	Part II Cases	Total	Per Detective	% of Workload	Balanced Detective Staffing
Central / North CID	2,673	2,159	4,832	483	16.1%	6.4
East CID	5,726	4,566	10,292	1,029	34.3%	13.7
South CID	4,792	3,772	8,564	856	28.6%	11.4
Tucker CID	3,457	2,838	6,295	630	21.0%	8.4
Total	16,648	13,335	29,983	2,998	100.0%	40.0
Cases per Detective	416	333	750			

The number of cases per Precinct Detective among all four Precincts averages 750 crime cases assigned in 2014⁷. However, the number of cases in the East and South Precincts is significantly higher than in Central / North and Tucker Precincts.

⁷ This is assuming that the tracking of crime cases assigned in all four Precincts is done the same.

Based on the case assignment workload Detectives from Central/North Precinct and Tucker Precinct should be redeployed to East and South Precincts.

The Neighborhood Enforcement Team (NET) and Task Forces in the Precinct are two different names but their mission is the same – they are tasked with handling the incidents, crime problems and community problems that require a longer time than Patrol Officers have to handle and resolve. Patrol Officers often refer persons, locations and problems to NET for follow up and resolution. The overall mission of this unit is to reduce crime and improve neighborhood livability. Routine NET tasks include:

- Conducting proactive targeted enforcement at the locations and looking for wanted suspects.
- Prioritizing the locations and crime suspects in their Precinct, coordinate with Patrol on problem locations/areas.
- Review the locations receiving multiple calls for service responses by Patrol and determine strategies to address the problem/issue and reduce the number of calls.
- Handling neighborhood issues and problems such as neighbor conflicts and disputes, traffic complaints and issues, graffiti tagging and panhandlers harassing people.
- Coordinate with Patrol on problem locations/areas.

One of the tasks of the NET/Task Force is to research and evaluate new problems and issues of any nature. The Neighborhood Enforcement Team and Task Forces are valuable resources for DKPD in addressing core issues in DeKalb that can drain Patrol resources. They are also intended to impact other crime related and quality of life issues in DeKalb. At the heart of these efforts is the goal of prevention and reduction of crime. The project team believes the Neighborhood Enforcement Team is a key work group that can provide the link between crime analysis/planning to

implementation (such as the work being done by the Intelligence Led Policing Unit in CID) and success of crime prevention efforts. The Neighborhood Enforcement Team mission and tasks should be clearly identified to coordinate these efforts and performance should be measured to determine the success of the efforts and modified as necessary to adapt to changing circumstances.

A well designed and organized effort must provide sufficient resources to conduct crime analysis, as it is critical to the overall success of this effort. A good crime analysis program relies on input from crime reports, case management, field interrogations, officer and detective intelligence, and community members. This information must be routinely collected, analyzed, interpreted and distributed to be effective. DKPD needs additional analysts to be able to provide this analysis. The interaction between the analyst and the beat officer is of paramount importance to problem-solving efforts and the Neighborhood Enforcement Team can provide the coordination of these efforts. The need for a planned and organized program that provides a planned response to address crime and community issues.

The project team believes that the staffing level of these specialty units is appropriate and is properly at the discretion of the Precinct Commander.

Recommendation:

Precinct Detectives from Central/North and Tucker Precincts should be moved to East and South Precincts to balance the workload in all four Precincts.

(2) Analysis of Staffing Levels in the Criminal Investigation Division.

This section is focused on the various investigative functions of the DeKalb Police Department. These major work groups in this Division are Major Crimes, Special Victims, Special Investigations and the Intelligence Led Policing Unit.

CID has 6 organizational layers in the Division – Officer (and civilians), Sergeants and civilian supervisors, Lieutenant, Captain, Major and Assistant Chief. The three layers of management is excessive and unnecessary. Additionally, CID is fairly top heavy with 17 management positions (1 Assistant Chief, 1 Major, 4 Captains and 11 Lieutenants), the Lieutenants oversee 24 Sergeants and in most cases only supervise one Sergeant. The project team recommends the elimination of one layer in the Division – the Major positions. This would result in the Assistant Chief having 5 direct reports – an Administrative Aide (Sergeant) and the 4 Captains in charge of the major work units.

The project team is also recommending the elimination of 4 Lieutenant positions – addressed individually in the individual work unit sections below.

Recommendation:

The Assistant Chief and Captains managing the individual work units are sufficient to manage the Criminal Investigations Division and the Major position should be eliminated (estimated salary and benefits cost savings of \$105,815 annually).

(2.1) CID Staffing and Cases Investigated in 2014.

The following table shows the sworn staffing level (updated March 2015) – the Captain is listed with the first work unit in the group but he/she manages all of the work units.

Criminal Investigation Division Staffing

Precinct	A.C. / Major	Capt.	Lt.	Sgt.	Detective	Total
Administration	2			1	1	4
Homicide / Assault		1	2	4	20	27
Crime Scene			1	1		2
Commercial Robbery			1	1	6	8
ATF - Violent Crime TF					1	1
Total		1	4	6	27	38
Spec. Victims - Youth & Sex		1	1	4	12	18
Spec. Victims - Dom. Viol.			1	1	4	6
Spec. Victims – ICAC				1	2	3
Spec. Victims - Missing Persons				1	2	3
Total		1	2	7	20	30
Spec. Inv. – Narcotics		1	1	2	8	12
Spec. Inv. – Vice				1	4	5
Spec. Inv. - HIDTA/K9			1	1	6	8
Spec. Inv. - Federal TF				1	4	5
Total		1	2	5	22	30
ILP – Intel		1	1	1	5	8
ILP – Fusion				1	3	4
ILP – Gangs			1	1	8	10
Auto Theft			1	2	8	11
Total		1	3	5	24	33
CID Total	2	4	11	24	94	135

There are also 19 civilians assigned in CID – nine of the positions are Crime Scene Investigators (three are Latent Print Examiners) and 10 are administrative support staff.

The next table shows the total number of case assignments for Detectives in calendar year 2014 – some of these cases (e.g. no leads to follow-up) may have been closed without being actually assigned to a Detective.

CID Case Investigations in 2014

Case Type	Actual Cases	Cleared	Arrests	% Cleared
Homicide	80	62	94	77.5%
Rape	136	90	29	66.2%
Robbery	343	132	81	38.5%
Aggravated Assault	630	401	279	63.7%
Larceny	7	6	5	85.7%
Vehicle Theft	3,858	853	368	22.1%
Total – Part I	5,054	1,544	856	30.6%
Death Investigations	24	19		79.2%
Kidnapping	45	24	10	53.3%
Missing Persons	2,061	1,706	7	82.8%
Assaults	7,682	7,196	81	93.7%
Molestation	270	192	103	71.1%
Indecent Exposure	24	16	5	66.7%
Theft	622	287	208	46.1%
Stolen Recovery	2,393	665	28	27.8%
Forgery	2	2	3	100.0%
Harassing Calls	684	637	4	93.1%
Trespass	349	348	5	99.7%
Misc.	7,675	7,412	148	96.6%
Entering Auto	251	10	1	4.0%
Total – Part II	22,082	18,514	603	83.8%
Total	27,136	20,058	1,459	73.9%

The Criminal Investigations Division reviewed a total of 27,136 cases for the year. Some of the cases were only reviewed and closed as there were no leads to follow-up.

To determine the appropriate level of staffing the project team typically uses the number of assigned Part I crimes that a Detective is actively working (has done some type of follow-up task on the case within the last 30 days). The standard is 5-10 active cases for a person's crime investigator (3-5 for a homicide investigator) and 10-15 active cases for a property crimes investigator. The DKPD has used a different methodology referred to as the "Prummell Method" to determine an appropriate staffing level in CID. This methodology, developed by Florida law enforcement professionals,

assigns an average number of hours to complete an investigation⁸. The case investigative hours developed from this study are given for the following types of cases:

• Homicide	146.7 hours
• Death Investigation	13.8 hours
• Sexual Battery	15.6 hours
• Child Sexual Assault	6.8 hours
• Child Abuse	3.8 hours
• Robbery	29.7 hours
• Aggravated Assault	25.1 hours
• Missing Person	16.2 hours
• Missing Person (runaway)	2.4 hours
• Burglary	12.2 hours
• Forgery	6.8 hours
• Grand Theft	6.7 hours
• Credit Card Fraud	17.6 hours
• ID Theft	1.8 hours
• Counterfeiting	14.4 hours

It is simple to determine the number of homicide, robbery and aggravated investigative hours needed but difficult to determine the investigative hours listed above the types of crimes reported by DKPD in the previous table. For example it is unknown how many of the 2,061 Missing Person cases in 2014 were runaways at 2.4 investigative hours each or a “regular” Missing Person case at 16.2 investigative hours each. There are examples where the types of cases reported above by DKPD can clearly be attributed to one of the hourly estimates shown above – this will be done in some of the individual work unit sections below.

(2.2) Major Crimes Work Group.

This work group is comprised of the Homicide/Assault Unit, Crime Scene Unit, Commercial Robbery Unit (as of March 2015) and ATF/VCTF Task Force Unit (one Detective). The Homicide/Assault Unit investigates crimes of murder (including cold

⁸ A study was conducted in 1985 by the Pompano Beach Police Department and the Florida Chapter of the Association of Police Planning and Research Officers and updated in 2007 in a small study by William Prummell of the Charlotte County, Florida Sheriff's Office.

cases), manslaughter, death cases and most of the aggravated assault cases in the County. The Crime Scene Unit is supervised by a Lieutenant and Sergeant but mostly staffed with civilian investigators and Latent Print Examiners who process the crime scenes for physical evidence. One other Detective is assigned to the regional Violent Crime Task Force.

The 20 Homicide/Assault Detectives (some Detectives also work cold case homicides) were assigned the follow-up investigations for all of the homicide and aggravated assault cases shown in the table above – the 87 homicide cases (7 were justifiable homicides) and 630 aggravated assault cases. Additionally, they were assigned some of the Part II crimes listed above – all of the death investigations and kidnapping investigations, approximately 3,000 simple assault/battery cases and approximately 300 of the miscellaneous case investigations.

Hourly calculations can be done for this unit as all three of the types of cases investigated have hourly estimates.

- Homicides: 87 cases x 146.7 hours = 12,763 investigative hours; divided by 1,488 net work hours⁹ per Detective = 8.6 Detectives needed.
- Death Investigations: 24 cases x 13.8 hours = 331 investigative hours; divided by 1,488 net work hours per Detective = 0.2 Detectives needed.
- Aggravated Assault: 652 cases x 25.1 hours = 16,365 investigative hours; divided by 1,488 net work hours per Detective = 11.0 Detectives needed.

Homicide / Assault Unit – calculations show that 20 Detectives are needed.

Every homicide that occurs requires a significant number of Detective hours to conduct extensive follow-up on all of the case details and 146 hours seems a low number for these most serious cases investigated by the Department. The CID should

⁹ Calculated earlier in this report: 2,080 annual paid hours – 289 hours (leave usage and training) – 263 hours of administrative time (90 minutes per shift) = 1,488 net work hours.

track the number of homicide investigative hours over the next year to determine their actual average number of investigative hours. The current staffing level is sufficient unless an increase in the number of homicides occurs which would indicate a need for additional Detectives.

The Commercial Robbery Unit was added to this work group in early 2015. Hourly calculations can also be done for this unit as the cases investigated have hourly estimates.

Commercial Robbery Unit: 348 cases x 29.7 hours = 10,336 investigative hours; divided by 1,488 net work hours per Detective = 6.9 Detectives needed.

The Robbery statistics indicate a need for 7 Detectives and currently the unit has 6 Detectives assigned to robbery investigations. The project team supports this staffing level of the Commercial Robbery Unit as each Detective averages approximately 50 cases annually.

The project team believes that the Captain and 3 Lieutenants are sufficient to manage this unit and supervise the 6 Sergeants and recommends the reduction of 1 Lieutenant position in the Commercial Robbery Unit.

Recommendation:

Eliminate the Lieutenant position in the Commercial Robbery Unit (estimated salary and benefits cost savings of \$92,417 annually).

(2.3) Special Victims Work Group.

This work group consists of the Youth and Sex Unit, Domestic Violence Unit, Missing Persons Unit and the Internet Crimes Against Children (ICAC) Unit. The Youth and Sex Unit staff are assigned to investigate sex crimes and crimes committed against juveniles. The Domestic Violence Unit staff are assigned to investigate domestic

violence crimes; additional staff are assigned to investigate missing persons. The ICAC Unit primarily works proactively to enforce child sex crime statutes.

The work of these unit is highly specialized and the assigned investigators must receive specialized training. Individual cases may take significant hours of follow-up investigative time and working with the victims of these crimes in an attempt to successfully prosecute the perpetrators. The number of investigators assigned to this area can be evaluated based on traditional caseload but personnel assigned to proactive investigative work are also necessary to locate and arrest sexual predators.

There are 12 Detectives assigned to Sexual Assault and Youth crimes and in 2014 there were 137 cases of rape reported to DKPD – a caseload of only 11.4 rape cases per Detective for the year, less than one per month. Additional follow-up investigations assigned to Detectives in this unit include molestations (276 cases in 2014) and indecent exposure (24 cases) – which adds 23 additional cases per Detective annually. This equals a total of 34 cases annually per Detective, less than 3 per month. Each Detective can reasonably handle 6 or more cases per month which indicates that if these were the only cases assigned to Detectives this unit would only require a staffing level of six Detectives – 50% less than currently assigned. However, there are additional cases that they are assigned or assist other Detectives that include investigations of missing persons (2,061 cases in 2014), domestic violence, harassment, other assaults and threats. Depending on the number of assignments for these cases the additional workload could be minor or very significant. DKPD managers report that the Detectives have a significant consistent caseload with these

additional cases and because of this additional workload no staff reductions are being recommended.

The project team believes that the Captain and 1 Lieutenant are sufficient to manage this unit and supervise the 7 Sergeants and therefore recommends the reduction of one Lieutenant position.

(2.4) Special Investigations Work Group.

This work group includes the Narcotics Unit, Vice Unit, the High Intensity Drug Trafficking Area (HIDTA) Unit and an Atlanta area federal Task Force. One Lieutenant, 2 Sergeants and 8 Detectives are assigned to the investigation of narcotics crimes. One Sergeant and 4 Detectives are assigned to investigate vice related crimes. DKPD participates in the Atlanta area HIDTA unit – a federal anti-drug task force; there is 1 Lieutenant, 1 Sergeant and 6 Detectives assigned to this unit. Two of the Detectives are K9 officers. Four Detectives participate with other local and federal agencies such as the U.S. Marshals and the Drug Enforcement Administration (DEA) in another Atlanta area Task Force involved in the investigation of financial and other crimes.

The work of the Special Investigations Unit does not lend itself to routine comparisons of case investigations per Investigator as most of their work is proactive and targeting both street drug dealers and upper level drug traffickers. The project team support the current level of personnel assigned to these areas but also believes that a Captain and a Lieutenant are sufficient to manage this unit to supervise the 4 Sergeants. The Sergeant in the HIDTA/K9 unit is sufficient to manage the 6 Detectives and report directly to the Captain and therefor recommends the reduction of the HIDTA/K9 Lieutenant position.

Recommendation:

Eliminate the HIDTA Lieutenant position in the Special Investigations Unit –^o estimated at \$92,417 per year in salary and fringe benefits.

(2.5) Intelligence Led Policing Work Group.

DKPD has initiate a new unit in CID called the Intelligence Led Policing Unit with the mission to provide effective intelligence and crime information to the rest of the PD. This effort is staffed with 1 Captain, 2 Lieutenants, 3 Sergeants, 16 Detectives and 1 civilian. The Captain, Lieutenant, 2 Sergeants, 9 Detectives and 1 civilian are assigned to the “Intel” and “Fusion” units. The other Sergeant and 9 Detectives are assigned to the Gang Unit. In early 2015 the Auto Theft Unit became part of this work group.

Police agencies have struggled for years to provide effective crime analysis and intelligence information to other Department members, primarily field units that can benefit from using this information to guide their proactive work in the field. This unit was established to accomplish the goal of providing timely and accurate information to Patrol personnel and other units working in the field to help them be more effective in the reduction of crime. In addition to conducting the analysis of crimes that have occurred, this unit also obtain the names of persons being released on parole from state prison and also from the local jail.

Hot spot policing programs maintain and review the key metrics that provide some detail into activity patterns of a certain area. This information must be made available to field personnel – particularly first-line supervisors, who are responsible for managing Officers’ usage of proactive time. Involvement of field supervisors is essential to integrating more detailed information into the process of selecting assignments and assist patrol units to be able to approach the area with a strategy that best addresses

the issue(s) present in the selected area – this is a significant gap in most police agencies that DKPD has bridged. The information researched and developed must also be disseminated to field units to use in the daily patrol activities – DKPD has successfully accomplished this task, setting themselves apart from most other police agencies.

The Department has implemented a computer based system that provides field supervisors with timely (occurrences in the last 24 hours) crime analysis information to use on a daily basis when proactive time is available. Supervisors have been trained and are held accountable to review this crime analysis information and coordinate with their Officers to decide what areas of the Precinct to provide proactive patrol during the shift.

It is impressive to see a Patrol Sergeant log into the system in their patrol car and review the crimes that have occurred since going off duty from their previous shift.

The Patrol Precincts are also free to conduct additional analysis for use in their community area. In the Tucker Precinct additional analysis is done to select small areas of the Precinct that are designated as “micro hot spots” policing areas. These areas receive 15 minutes of visible Officer presence during the shift and an additional 15 minutes of visible Officer presence later during the shift. Other Precincts review the crime analysis data and each shift the field supervisor puts together an “Impact Team” of several Officers to provide proactive patrol in a selected area that has had an uptick in crime or police related incidents. These Impact Teams spend 30 to 60 minutes in the selected area providing a visible presence talking to people and taking appropriate

action to incidents they observe. There are a number of actions Officers may choose from during their proactive time, they include:

- Non-investigative citizen contacts
- Business contacts
- High visibility patrol
- Investigative traffic stops
- Investigative pedestrian contacts
- Crime prevention/problem solving

For a number of reasons, the development of an effective hot spot policing program is an important step forward for the Department, representing a progressive shift toward intelligence-led policing and a community-based approach to the reduction of crime and disorder within the County.

The Auto Theft Unit was added to this work group in early 2015. It is staffed with 1 Lieutenant, 2 Sergeants and 8 Detectives are assigned to auto theft. Hourly calculations can also be done for this unit as the cases investigated have hourly estimates.

Grand Theft (e.g. auto theft): $4,175 \text{ cases} \times 6.7 \text{ hours} = 27,973 \text{ investigative hours}$; divided by 1,488 net work hours per Detective = 18.8 Detectives needed.

The Auto Theft statistics indicate a need for 19 Detectives and currently the unit has 8 Detectives assigned to these investigations. The project team supports this staffing level in Auto Theft as the number of Detective hours spent on individual cases can vary widely as many cases will not receive any follow-up as they commonly do not have leads on the case. The Auto Theft Unit ends up working suspects involved in criminal auto theft rings which is an appropriate use of these resources.

The project team supports the current level of personnel assigned to these work units but also believes that a Captain and a Lieutenant are sufficient to manage this unit to supervise the 5 Sergeants. The Sergeant in the Fusion Unit is sufficient to supervise the 5 Detectives and the 2 Sergeants in the Auto Theft Unit are sufficient to supervise the 8 Detectives and report directly to the Captain and therefor recommends the reduction of the two Lieutenants in these units.

Recommendations:

Maintain the existing Intelligence Led Policing efforts and Precinct based efforts to use timely crime analysis information to provide proactive patrol.

Eliminate two Lieutenant's positions in the Intelligence Unit and the Auto Theft Unit (estimated salary and benefits cost savings of \$92,417 each annually, total savings of \$184,834 annually).

(3) Analysis of Staffing Levels in the Special Operations Division.

This Division is staffed with an Assistant Chief, a Major, 1 Captain (a vacant position), 4 Lieutenants, 16 Sergeants, 70 Officers and 2 civilian personnel. The Major has an Administrative Assistant and four Lieutenants that are direct reports. The project team does not believe that two upper management positions below the Assistant Chief are necessary to run the Division. The Major position can be eliminated and still have sufficient management personnel in the Division – this is the only position the project team is recommending for elimination in this Division.

The Special Operations Division tasks are to provide various specialized functions for DKPD and is organized under the Traffic Section and the Tactical Section. There are 2 Lieutenants in the Traffic Section and 2 Lieutenants in the Tactical Section. Sixteen Sergeants supervise the daily operational and training aspects of each Unit or

Team in the Sections. There are a total of 70 authorized Officers in both Sections and 11 positions are vacant – all of which are in the Traffic Section.

The Traffic Section deploys Motors (motorcycle officers), S.T.E.P. Unit (Strategic Traffic Enforcement), T.S.U. (Traffic Safety Specialist Unit), S.T.A.R. Team (Strategic Traffic Accident Reduction/D.U.I. Task Force), and Security and Warrants.

The Tactical Section deploys the K9 Unit (Canine), Bomb Unit, S.W.A.T. Team, and the Aerial Support Unit (A.S.U.).

Recommendation:

The project team does not believe that two upper management positions below the Assistant Chief are necessary to run the Special Operations Division and recommends elimination of the Major position (estimated salary and benefits cost savings of \$105,815 annually).

(3.1) Traffic Section

The Motors and S.T.E.P. Units are housed at the Burgess Building, 3630 Camp Circle. TSU is housed at the Fire Headquarters Building, 1950 W. Exchange Place, and the S.T.A.R. Team is housed at the Flakes Mill Substation, 4540 Flakes Mill Road.

The Units include the following:

- S.T.E.P. – 1 Sergeant, 13 Officers with 2 vacancies; traffic safety and enforcement, special events; in vehicles not motorcycles, work Monday – Thursday and Tuesday – Friday 0700-1700 hours and 1400-2200.
- T.S.U. – 1 Sergeant, 7 Officers; traffic accident investigation of fatal/major injury accidents, follow-up on hit and run accidents; work Monday – Friday 0700-1700 and 0800 – 1800 hours with 1 Officer assigned on Saturday.
- S.T.A.R. – 1 Sergeant, 4 Officers with 1 vacancy; D.U.I. task force; work 1800-0400.
- Motors – 2 Sergeants, 10 Officers with 8 vacancies; traffic safety and enforcement; work Monday – Thursday and Tuesday – Friday 0700-1700 hours.
- Security and Warrants – 1 Sergeant, 6 Officers; process and serve traffic warrants and coordinate security details.

A total of 40 Officers have the primary duty to provide traffic safety and enforcement services throughout the City and respond to traffic complaints made by members of the public. This includes public events such as parades, special security details, safety fairs and educational events. The seven Officers in the Traffic Safety Specialist Unit (TSU) have advanced accident investigation training.

The Traffic Section personnel in the Motor Unit deployed 1,568 times to supplement patrol officers on details, or relieve patrol officers at a detail to free up the patrol officer for a new detail. DKPD should reduce the amount of time that Traffic Officers relieve patrol officers at routine calls for service as this impacts the ability of the Traffic Section to fully utilize staff on their mission of traffic safety and enforcement.

(3.2) Traffic Section Statistics – Citations Written and Traffic Accidents.

The Traffic Section provided the following statistics of the number of citations and warnings written as well as the number of accidents occurring in DeKalb.

Enforcement Activities – all DKPD

Action Taken	2013	2014
Warning ¹⁰	20,944	19,817
Moving Violation	75,143	73,445

For 2012 and 2013, the Traffic Section wrote a portion of the warnings (568 / 285) and citations (56,695 / 48,023) listed in the chart above. The number of traffic accidents reported in DeKalb over the last two years is shown in the following table.

¹⁰ To calculate the Traffic Enforcement Index the project team estimated that 50% of the warnings were issued for hazardous / moving violations.

Traffic Accidents

	2013
Fatal	59
Injury	6,163
Property Damage Only	16,122
Private Property Reports	6,793

One of the main goals of a Traffic Safety Unit is to reduce collisions and injuries. One measure used to evaluate traffic safety is the Northwestern Traffic Enforcement Index (T.E.I.). The Index uses the combined total of citations for hazardous violations and DUI arrests, which is then divided by the number of fatal and injury accidents in the City. An agency that has an enforcement index in the 1:25 to 1:35 range is an indicator that the agency has an effective traffic safety program which results in a reduction in the number of accidents. The following table shows the calculations for DeKalb using 2013 data.

2013 Traffic Enforcement Index

Item	Number
Citations Written + DUI Arrests	86,046
<i>divided by</i>	
Fatal and Injury Accidents	6,222
<i>Equals</i>	
Traffic Enforcement Index	13.8

DeKalb's Traffic Enforcement Index is 13.8 for calendar year 2013 as shown above. To achieve a 1:25 ratio DKPD would need to increase the number of citations by 69,504 (or reduce the number of traffic accidents) as shown in the following table.

Targeted Traffic Enforcement Index

Targeted Ratio	Fatal and Injury Accidents	Target # of Citations	Actual Cites + DUI Arrests	Variance
1 (accident): 25 (citations)	6,222	155,550	86,046	(69,504)
1 (accident): 35 (citations)	6,222	217,770	86,046	(131,724)

One method to increase the number of citations and reduce the number of accidents is to fill the current eleven vacancies in the Traffic Section. Another method is to evaluate the citation and traffic safety productivity of the patrol officers and increase their performance objectives related to issuing citations and performing traffic safety duties.

Evaluate the need to use Traffic Section personnel to perform patrol duties such as back-up and relief so that they may focus on traffic safety duties more effectively to increase the amount of citations they have an opportunity to issue and perform proactive traffic safety enforcement.

Recommendation:

Fill the vacant Officer positions in the Traffic Section to improve operational effectiveness and meet the goals of reducing the number of injury and fatal accidents based upon the Traffic Enforcement Index (T.E.I.).

(3.3) Tactical Section.

The K9 Unit, Bomb Unit, S.W.A.T. Team and Aerial Support Unit are housed at the Burgess Building, 3630 Camp Circle.

- K9 Unit – 2 Sergeants, 7 Officers; narcotic detection and apprehension/enforcement, work a floating schedule based upon call volume/incidents and provide 24 hours/7 days per week service.
- Bomb Unit – 1 Sergeant that is a certified bomb technician, 5 Officers; 4 dog handlers and 1 certified bomb technician; work Tuesday – Friday, 0700 – 1700.
- S.W.A.T. Team – 4 Sergeants, 15 Officers; structured as 2 Teams of 9 personnel each, high-risk/hostage, special weapons and tactics, full-time deployment; work Monday – Friday, 0800 – 1600 and 1400 – 2200.
- Aerial Support Unit – 2 Sergeants, 4 Officers; flight support field operations as required; training work Monday – Thursday 0700-1700 hours.

A total of 30 Officers have the primary duty to provide tactical operations and enforcement services throughout the City and to neighboring jurisdictions upon request. This includes collaboration with Patrol and Investigation personnel on high-risk details, execution of high-risk search warrants, security details for dignitary visits, aerial support for vehicle and foot pursuits and other violent incidents involving weapons, explosives, and drugs.

The Tactical Section spends a significant amount of time each day in training, preparing or maintaining specialized equipment, and preparing or reviewing tactical operations plans. Dignitary protection in 2013 included the U.S. President and Vice President, U.S. Attorney General, U.S. Secretary of State, the Dalai Lama and the President of Guyana.

Special events included an Active Shooter exercise attended by 33 local, state, and federal agencies, Bomb Unit sweeps for dignitary visits, the Final Four college basketball tournament and the Peachtree Road race. The Bomb Unit also provided educational engagement with the community at schools, churches and local malls. The Bomb Unit participates in the annual UASI Training evaluation/exercise.

(3.4) Tactical Section Statistics – Arrests, Seizures, Call-Outs, Flight Hours, and Devices Found.

The following table presents a selection of Tactical Section statistics.

Item	2012	2013
Misdemeanor Arrests S.W.A.T.	116	229
Misdemeanor Arrests K9	229	128
Felony Arrests S.W.A.T.	285	468
Felony Arrests K9	295	277
K9 Currency Seizures	\$1,077,889	\$2,989,654
K9 Drug Seizures	\$6,070,056	\$31,292,735
Bomb Unit Call-outs	44	40
Bomb Unit Devices Found	40	26
Aerial Unit Flight Hours		372.7

An Assistant Chief and a Major manage the Division; the Captain position has been vacated. The Major has an Administrative Assistant and four Lieutenants and that are direct reports. The project team does not believe that two upper management positions below the Assistant Chief are necessary to run the Division. The Captain position can be eliminated and still have sufficient management personnel in the Division.

Recommendation:

The Tactical Section has an acceptable level of management and supervision to meet its current performance objectives. Unit staffing, span of control, training, and personal equipment meet acceptable best practices and required certifications.

(4) Analysis of Staffing Levels in the Support Services Division.

This section is focused on the Support Services functions of the DeKalb Police Department that comprise the following Sections: Training Academy, Recruiting and Background Investigations, Personnel, Outreach Services, Auxiliary Services, Central Records, and Operational Services.

An Assistant Chief, a Major and two Captains and a Records Manager manage the Division; one of the Captain positions is currently vacant. The Major has six direct reports and reports directly to the Assistant Chief. The Training Academy is managed by a Captain, Personnel by a civilian professional Supervisor, Outreach Services by a Lieutenant, Auxiliary Services by a Lieutenant, Central records by a civilian professional Manager, and Operational Services by a Lieutenant. Other staff in the Division includes six Sergeants, twenty-five Officers, and thirty-four civilian professionals.

The project team believes the Major position can be eliminated and the duties can reasonably managed by a Captain. This will result in the Training Captain, the three Lieutenants (Auxiliary Services, Operational Services and Out Reach Services) and the Records Manager reporting directly to the Assistant Chief, in addition to his/her Administrative Aide Sergeant. The reduction of the Major position will still leave sufficient management personnel in the Division.

Recommendations:

Eliminate the Major position in the Support Services Division (estimated salary and benefits cost savings of \$105,815 annually).

(4.1) Training Academy Section.

The Training Academy Section manages the Basic Academy for the new entry-level police officers and In-Service training for currently employed officers. This includes Firearms/Range, Emergency Vehicle Operations, Defensive Tactics and all classroom instruction. A Captain, two Lieutenants and three Sergeants manage this section. There are 12 officers assigned as Instructors, and one officer assigned as the Project Officer. There is one vacancy for Sergeant and four at the Officer position. The Units include the following:

- Range – 1 Lieutenant, 1 Sergeant, 4 Officers, duty weapon qualifications, work Monday – Thursday or Tuesday-Friday 0700-1700 hours.
- In-Service Training – 1 Sergeant, 2 Officers with two vacancies; course curriculum, defensive tactics, State mandated certifications and qualifications Monday – Thursday or Tuesday - Friday 0700-1700.
- Academy Training – 2 Sergeants with one vacancy, 6 Officers with 2 vacancies; basic training certification for entry-level officers; Monday – Thursday or Tuesday - Friday 0700-1700.

The following subsections evaluate the Police Department training program.

(4.2) Training Section Statistics – Academy

The Training Academy Section provided the following statistics of the number of new officers starting the Police Academy and the number that graduated.

Training	2012	2013	2014
96 th Academy	Start 39	Graduate 26	
97 th Academy		Start 27	Graduate 19
98 th Academy		Start 29	Graduate 23
99 th Academy		Start 28	Graduate 23

In 2013, Academy staff provided ten courses for In-Service Training that averaged 2.2 hours in length and were attended by an average of 700 officers each. All officers received the State-mandated twenty hours of In-Service Training. Staff also instructed sixty-five Miscellaneous Courses that averaged 18.3 hours length and were attended by an average of 46 officers each. The total number of Range shooters was 3,233 with 802 hours of instruction provided by staff. The Range was open 215 days. All officers completed Firearms Qualifications twice each year per policy.

In 2013/2014, the Academy conducted four 40-person Basic Police Officer Academies for a total of 160 candidates. Staff anticipates successfully screening and hiring approximately 130 and of those approximately 90 will graduate. The successful graduation rate will fall below the current attrition rate of 10-15 sworn staff per month.

Recommendations:

The Training Academy Section has an acceptable level of management, supervision and staff to meet its current performance objectives. The project team does not believe that two upper management positions below the Assistant Chief are necessary to run the Division.

Implement a streamlined and continuous hiring process to increase the quality and quantity of the candidates such that the Basic Academy classes can be full and the graduation rate can be increased.

(4.3) Auxiliary Services, Operational Services and Outreach Services Sections.

The table below outlines the staffing levels of the remaining three Sections within the Support Services Division.

Work Details	Major	Capt.	Lt.	Sgt.	Det.	Ofc.	Civ.	Total
Admin. Sergeant			1	1			1	3
ATU						2		2
Supply Unit and Facilities							2	2
Auxiliary Services			1	1				2
Reserve Officers								0
VIPS								0
Explorers								0
Operational Services			1					1
Special Projects								0
Permits, Taxi/Wrecker				1		6	3	10
Property Room				1		3		4
Honor Guard								0
Outreach Services			1					1
Open Records							2	2
PAL Plus					4			4
Chaplain Program								0
Total	0	0	4	4	4	11	8	31

It should be noted that bolded units signify the units or individuals that supervise and manage units/work groups listed below them. Additionally, the Tactical Response Team, while managed by the Lieutenant in charge of the Operational Services work group within the Support Services Division is not included in the table above, but is discussed in the analysis of management processes. Units that don't show any staff allocations are either volunteer-based or are staffed as an ancillary duty of sworn staff in other Divisions.

While current staffing levels are adequate and appropriate for the workload and services provided by each of the functions included in the table, there are opportunities for improvements in how work is shared among staff.

The Operational Services Section, headed by a Lieutenant position, is responsible for a wide range of functions that includes permitting services, the property and evidence room, as well as the ancillary duties of the Tactical Response Team, Honor Guard and Special Projects. While the three ancillary duties provided by the unit do not impact staffing in the same manner as services with staff assigned on a full-time bases, they do require the full-time management resources provided by Lieutenant in charge of the unit, as well as the cost impact of additional training time – among other resources. Given the larger number of areas managed by the Lieutenant, there is no capacity for additional functions to be placed within the unit.

While the Property Room has been able to operate effectively and reliably, and at staffing levels comparable to other similarly sized jurisdictions, the degree to which staff are cross-trained remains an area with high potential for improvement. Given that the Property Room is staffed exclusively by sworn positions the potential for staff to either be transferred or promoted into another unit necessitates that all staff assigned to the operation must be able to perform and understand all of its services. This includes a complete knowledge of all policies and procedures, as well as fully documented methods for storing sorting property and evidence. It is important to ensure that all staff are cross trained.

Staff assigned to Permits, for example, are cross-trained to perform each of the services provided by the unit. The same individual that is assigned to work at the front window is also trained to complete taxi and wrecker inspections. This is an effective practice that increases the utilization of staff, as well as the flexibility of the unit in accommodating leave and other staff absences.

Recommendations:

Maintain existing staffing levels in Training.

Ensure that the procedures, policies, and methods for storing property and evidence are fully documented. In addition, completely cross-train staff assigned to the unit in all duties performed by the unit in order to ensure stability when personnel transitions occur.

(5) DeKalb County Animal Services and Enforcement.

The DeKalb County Animal Services and Enforcement is a separate entity from the Police Department but some staff from DKPD are assigned to Animal Services to investigate animal cruelty cases. This unit has two Divisions – Animal Services and Enforcement. Animal Services Division provides sheltering, pet adoption, spay/neuter services and public education. These services are managed by DeKalb County but provided by contract with LifeLine Animal Project, a non-profit organization.

The Enforcement Division provides field services for DeKalb County and the cities of Brookhaven and Dunwoody. This Division is staffed with 26 civilian personnel and two DKPD sworn personnel:

Position	Funded	Vacant
Director	1	
Police Sergeant	1	
Police Officer	1	
Administrative Assistant	1	1
Animal Control Supervisor	3	
Animal Control Master Officer	3	
Animal Control Senior Officer	2	
Animal Control Officer	11	5
Senior Office Assistant / Dispatchers	5	
Total	28	6

This Division has the following primary responsibilities:

- Respond to all animal related calls for service (e.g. including stray, injured and vicious animals; animal bites, cruelty/neglect cases, wildlife and livestock calls).

- Investigate complaints and reports of bites, animal cruelty, nuisance animals and animal abandonment.
- Provide field patrol to enforce leash laws and other animal control ordinances; issuing warnings or citations for violations.
- Assist police agencies when requested to take custody of animals related to police criminal investigations.
- Impounding animals in violation of county ordinances

Animal Control Officers (ACOs) work two shifts – Shift 1 is from 0700-1700 and is typically staffed with five Officers; Shift 2 is from 1200-2200 and is typically staffed with two Officers. Between 2200 and 0700 an Officer is on call to respond to emergencies as necessary. Animal Services provided statistical information (for the two year period November 2012 – October 2014) and call for service (for July 2013 – June 2014) which was used to show the annual workload in the following tables.

Tasks and Calls (Annual Average)

Task / Call	Incident #	%	Investigation #	%
Administrative	5	0.03%	-	
Animal Owner Call	470	3.6%	-	
Bite / Scratch Cases	-		633	64.8%
Cruelty / Neglect Cases	-		343	35.2%
Calls for Service & Enforcement	484	3.8%	-	
Livestock Calls	42	0.3%	-	
Animal Seizure Calls	34	0.3%	-	
Stray Animal Calls	11,036	85.7%	-	
Transport	406	3.1%	-	
Wildlife Calls	409	3.2%	-	
Total	12,883	100.0%	976	100.0%

The Enforcement Division field services units handled a total of 12,883 calls during this 12 month period, an average of almost 1,100 calls per month. Over 85% of the call for service workload was related to stray animals. The number of investigations averaged 81 cases monthly and over 35% of the investigations were for animal cruelty or neglect.

The next table shows the field services calls (July 2013 – June 2014).

Field Calls for Service

Call Type	Incident #	%
Calls Resolved	4,372	46.4%
Self Initiated	52	0.6%
Assists	427	4.5%
Warnings	697	7.4%
Captured Animals	3,872	41.1%
Total	9,420	100.0%

The Enforcement Division field services units handled a total of 9,420 calls during this 12 month period, an average of 785 per month. There is no specific information on the nature of individual incidents for the “calls resolved” call type.

Staff reported the most significant issue for their work group was the long time it takes to hire a new employee – after submitting the hiring form to the County Human Resources Department it takes between four and nine months to fill the vacancy. To date there has not been a resolution to this concern. This is a long hiring process and is similar to the slow time it takes to fill vacancies in the Police Department – County Administration, Animal Services and County Human Resources should meet to resolve this issue.

Another area of concern is the number of vehicles assigned to the Enforcement Division. Currently there are 11 trucks assigned that are used by field staff on their shifts and when both shifts are on duty from 1200-1700 there is a need for at least nine vehicles (the seven Animal Control Officers and the two Supervisors) to be in service. This should be a sufficient number for the current staff if all of the vehicles are operational but when the vacant positions are filled additional vehicles will be needed. Animal Services should meet with Fleet Services to address to ensure that a sufficient

number of vehicles are available for staff needs now and in the future when full staffing is obtained.

Recommendations:

County Administration, Animal Services and County Human Resources should meet and develop a plan to reduce the hiring process time for vacant Enforcement Division positions.

Animal Services should meet with Fleet Services to address to ensure that the sufficient number of vehicles are available for staff needs now and in the future when full staffing is obtained.

* * *

The following table summarizes the recommended changes in staffing made in this chapter of the report.

Unit / Function	Positions	Positions Additions	Position Reductions
Uniform Division / Patrol	Captain		4 at \$98,893 each = \$395,573
Uniform Division / Patrol	Admin. Lieutenant		4 at \$92,417 each = \$369,667
Uniform Division / Patrol	Officer (Crime Analyst)		4 at \$77,616 each = \$310,464
Uniform Division / Patrol	Civilian Crime Analyst	4 at \$65,159 each = \$260,635	
CID	Major		1 at \$105,815
CID / Major Crimes Work Group	Lieutenant		1 at \$92,417
CID / Special Investigations Work Group	Lieutenant		1 at \$92,417
CID / Intelligence Led Policing Work Group	Lieutenant		2 at \$92,417 each = \$184,834
Special Operations	Major		1 at \$105,815
Support Services	Major		1 at \$105,815

2. ANALYSIS OF MANAGEMENT.

This section provides an assessment of the overall management of the DeKalb County Police Department and will highlight several items. There are two items that are significant issues and challenges for the Department – stability in management

assignments in the police department and the high attrition rate. Additionally, the Department needs to work with the Emergency 9-1-1 unit to obtain reliable Patrol workload data from the CAD system. Several excellent management efforts include the annual planning/goal setting process and the use of crime analysis to provide direction for Patrol Officers proactive time.

(1) High Turnover Rates in Managers and the High Overall Attrition Rate of Sworn Employees Significantly Impacts Department Operations.

Over approximately the last 10 years the DKPD has had 8 Police Chiefs. This is a very high number of people leading the Department – an average tenure of just over one year. The frequent change of top leadership results in instability in the organization and multiple changes in priorities and direction. Each Chief comes with some desire to put his/her “stamp” on the organization and has particular programs, ideas or direction to take the Department. If there are too many changes in top leadership and changes in the direction of the organization it often results in many employees “waiting it out” until the next Chief arrives in a year or too. This can also result in some work units intentionally or unintentionally ignoring changes in direction or waiting a longer period of time to implement the changes, just in case priorities change again a few months later. New Chiefs also commonly make changes in the assignments of executive staff (Assistant Chiefs, Majors and Captains) which in many cases causes additional instability. A normal tenure in a management assignment should be 3-4 years and assignments lasting less than 3 years should be the exception as it does not contribute to organizational stability.

The PD also has a significant number of executive staff that are nearing retirement age or have already achieved it. There have been 44 sworn employees that

have retired in the last three years which is approximately 5% of the sworn workforce. This includes eight executive staff (of the 29 positions) and eight Lieutenants. A succession plan should be developed to evaluate the number of executive staff retiring in the next few years and begin to plan for their departure by having a robust and comprehensive career development program for Captains, Lieutenants and Sergeants.

The number of retirements is related to another significant issue – the overall high attrition rate of the Department and the number of vacant Officer level positions. There are over 100 Officer positions (all classifications) and over 80 Emergency 911 Operator positions. The number of vacant positions as of October 2014 are listed in the following table.

Position Title	Vacant
Administrative Assistant I	1
Central Records Assistant Manager	1
Central Records Clerk, Sr.	1
Crime Scene Investigator	2
Emergency 911 Deputy Director	1
Emergency 911 Operator	83
Emergency 911 Operator Senior	6
Emergency 911 Shift Supervisor	11
Investigative Aide, Senior	1
IS Field Service Specialist	1
IS Systems Administrator	1
IS Systems Support Manager	1
Office Assistant Senior	1
Payroll Personnel Tech Sr.	2
Police Lieutenant	4
Police Major	2
Police Officer	24
Police Officer, Master	61
Police Officer, Senior	18
Police Sergeant	12
Public Education Specialist	1
Requisition Technician	1
Total	236

One of the reasons for the high number of vacancies is the very high attrition rate DKPD has experienced over the last several years. As discussed earlier in this report since 2012 an average of 119 sworn employees have separated from DKPD annually which is an annual attrition rate of 12.9% (based on 925 sworn employees). At this high attrition rate an organization is operating in crisis mode to hire and train new employees. It takes over a year to complete the basic training program and become a functioning Officer that can replace a tenured employee who has separated from the Department. The process of training a new employee takes significant organizational resources to recruit, hire and train the new employees as well as assimilating them into the Department operational philosophy. Once an Officer is trained they can begin to share the daily workload in the Precincts but it normally takes several years of experience before an Officer can begin to consistently add value to the organization in all of his/her endeavors.

The main contributor to the high attrition rate over the last three years is the 125 Officers who have left “for another position” and 78 Officers whose reason for leaving is only listed as “resignation”.¹¹ This equals 203 employees of the 358 sworn employees separating from the PD. One of the main reasons that Officers are leaving is the pay and benefits package at DeKalb County is less than an Officer can make going to work for another regional police department and often the workload will be less as well. Police Department managers should work with County and the Human Resources Department to develop a pay and benefits package that is at least the average of regional agencies.

¹¹ All of the attrition details are shown in the Patrol section earlier in this report.

An additional aspect of a large number of new employees is that it becomes increasingly difficult to provide a high level of consistent quality service with large numbers of new Officers as they are always assigned to field patrol duties. New employees require regular supervision of the field supervisor and other veteran Officers to develop skills and maturity. A high number of new Officers as DKPD has seen make it difficult to successfully assimilate them into the organizational culture and still maintain a consistent quality of service delivery to the community.

(2) DKPD Should Work with Emergency 9-1-1 to Obtain Reliable Patrol Workload Data From the CAD System.

The CAD data used in this study was discussed earlier in this report in the Uniform Division section (Patrol Officer call for service workload) but deserves mentioning here to highlight the need to improve the data for review Patrol Officer workload in the future. The data provided to the project team did not include Officer designators (radio call signs appropriate for their work assignment) for all incidents so the project team was not able to determine whether a Patrol, Traffic or Detective unit was the initiator of an incident. Additionally, the call processing times and the Officer travel times are very high and for emergency and urgent incidents and the project team doubts their accuracy. DKPD managers should work with the Emergency 9-1-1 group to be able to obtain call for service CAD data for the purpose of evaluating the performance of the Department in responding to calls for service. This includes how long it takes from the receipt of the call in the Communications Center until the Officer is dispatched to the call and how long it takes for the Officer to arrive at the scene. These calculations and review should be completed at least annually and reported to County Officials and the public.

There are many positive efforts and programs that have been undertaken by DKPD that show the Department is a progressive law enforcement organization and are working hard to serve the community. The next sections will highlight several of these efforts.

(3) DKPD Has an Organizational Goal Setting Process Tied to Executive Managers Performance Plan.

Each year the Chief of the Department establishes goals and objectives for the year. This plan is provided to the Assistant Chiefs and Majors for them to review and create their own performance plans for the year. The focus for the year is developed from these plans and results in specific tasks to be accomplished. Examples of tasks include annual or semi-annual Operation Plans (coordinated efforts in a Precinct to serve outstanding arrest warrants, conduct traffic enforcement campaigns and targeted enforcement in high crime areas), community festivals (e.g. Heart of South DeKalb and a Halloween alternative event), Coffee with a Cop events and crime reduction efforts in the Precinct such as hot spot policing and impact team policing. It has also led to managers spending regular time out in the field on patrol to meet residents, hearing their concerns as a way to stay connected with the community and providing services they need.

These plans are formal written plans and they are evaluated on their performance at the end of the year. Development of formal plans and specific tasks are effective measures to accomplish organizational objectives.

(4) Managers have Developed an Effective Crime Analysis and Intelligence Gathering Process that is useful to Officers in the Field.

The effort to provide crime analysis and intelligence information useful to Officers in the field is a goal of many police departments but one that is not often accomplished or is only partially accomplished. The DeKalb County Police Department has made significant efforts in this area over the last several years in the successful development and implementation of their program – it is the best example of an effective crime analysis and intelligence led policing process seen by the project team in law enforcement studies throughout the United States. DKPD conducts analysis of crime incidents, gathers criminal suspect information, uses the knowledge of investigators and provides comprehensive information to Detectives and Patrol units to use in solving crimes and preventing crimes from occurring.

The DKPD program has many components and many people involved in its successful implementation. This effort recently has been led by a relatively new unit in CID – the Intelligence Led Policing (ILP) Unit which is coordinating the crime analysis, intelligence efforts and “fusion” of information that is disseminated throughout the PD (see the ILP Unit analysis discussed previously). There are many others involved in this successful effort, including those involved in developing and implementing the technology (hardware and software) that is used to transmit the information to employees, Support Services and CID staff, the crime analysts in CID and the Precincts and also many individual efforts in various work units and Precincts. Some of these efforts exist in many police organizations but a successful program is only partially accomplished.

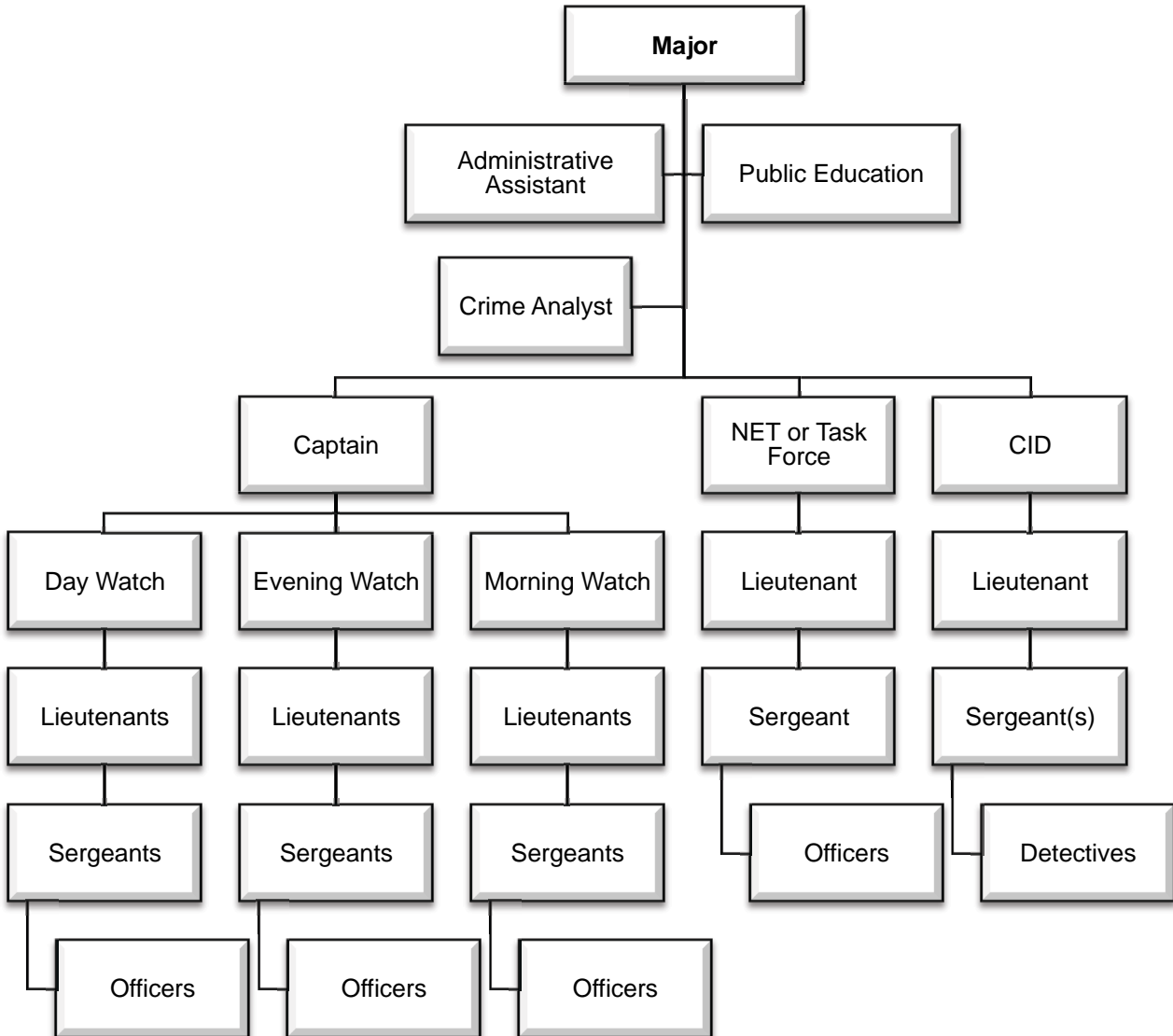
In an agency as large as DKPD a comprehensive, coordinated and sustained crime analysis/intelligence led policing effort can only be accomplished through a sustained effort by top management. This is a significant and noteworthy accomplishment for an organization as it is very difficult to achieve. The challenge for DKPD to maintain the infrastructure and continue to improve the process as crime analysis is not a static but dynamic and changing as the community changes.

3. ANALYSIS OF THE ORGANIZATIONAL STRUCTURE.

This section provides revised organizational charts for each of the four Divisions based on the staffing recommendations made earlier in this report. There are always several staffing and reporting options that are viable and these charts provide the project teams suggestions.

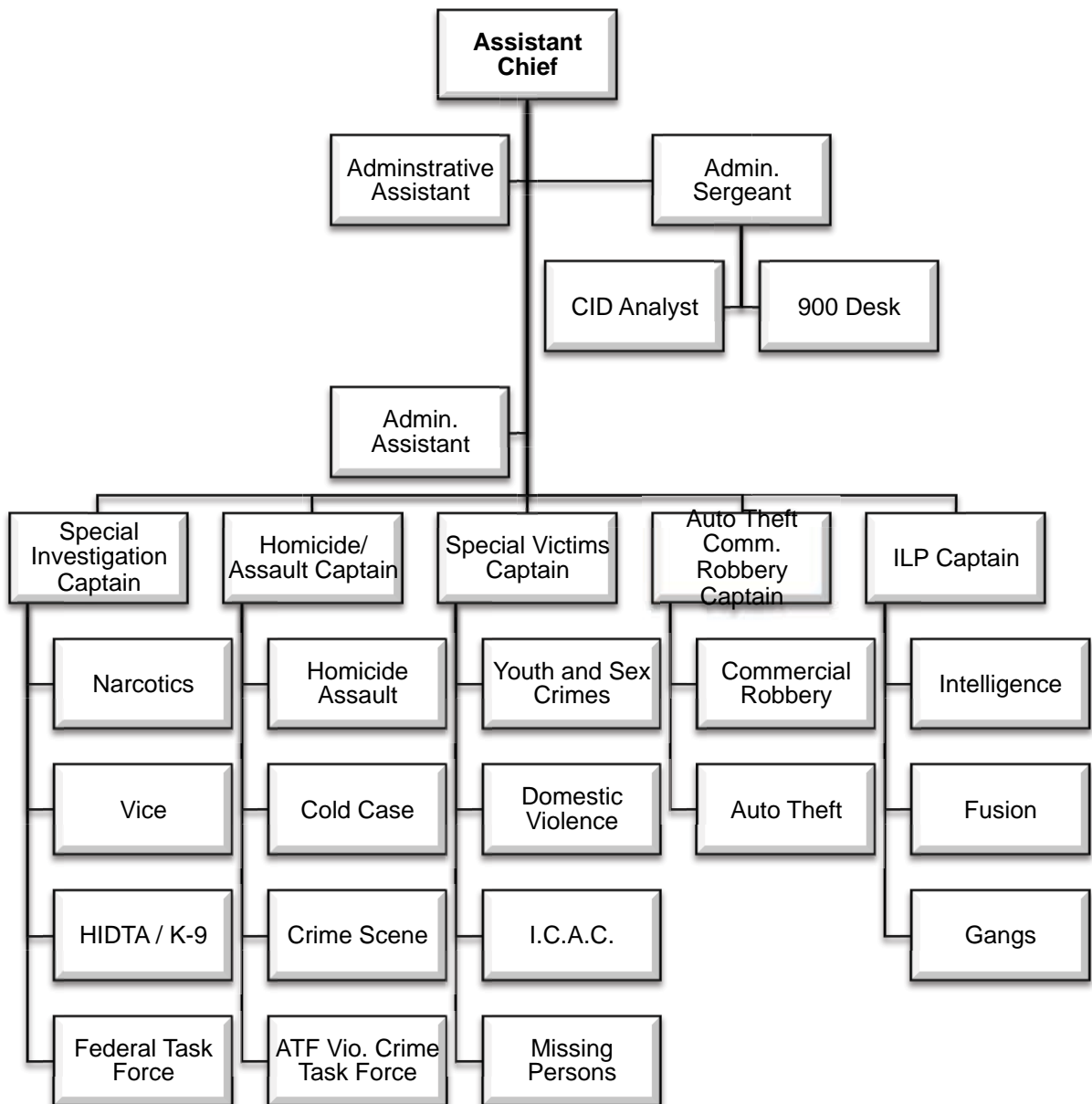
(1) Uniform Division.

The revised organization chart reflect the reduction of 4 Captain positions (one in each Precinct) and the elimination of 4 Administrative (or Duty) Lieutenant positions. The following chart shows the re-organization of the Precincts.



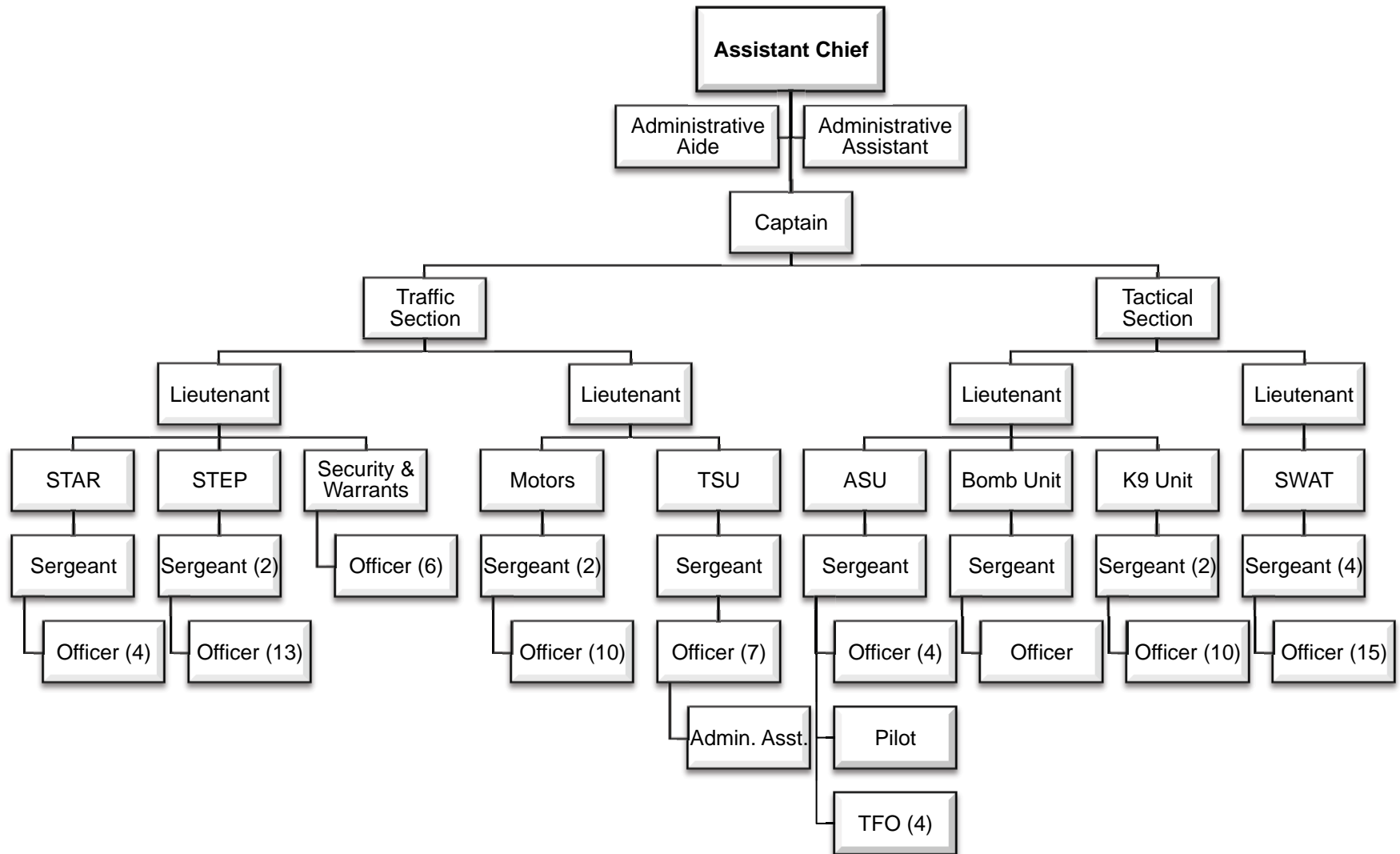
(2) Criminal Investigation Division.

The revised organization chart reflects the reduction of the 2 Major positions in CID and the elimination of 4 Lieutenant positions (Homicide/Assault, Internet Crimes Against Children, Auto Theft and HIDTA / K9 units), as shown below:



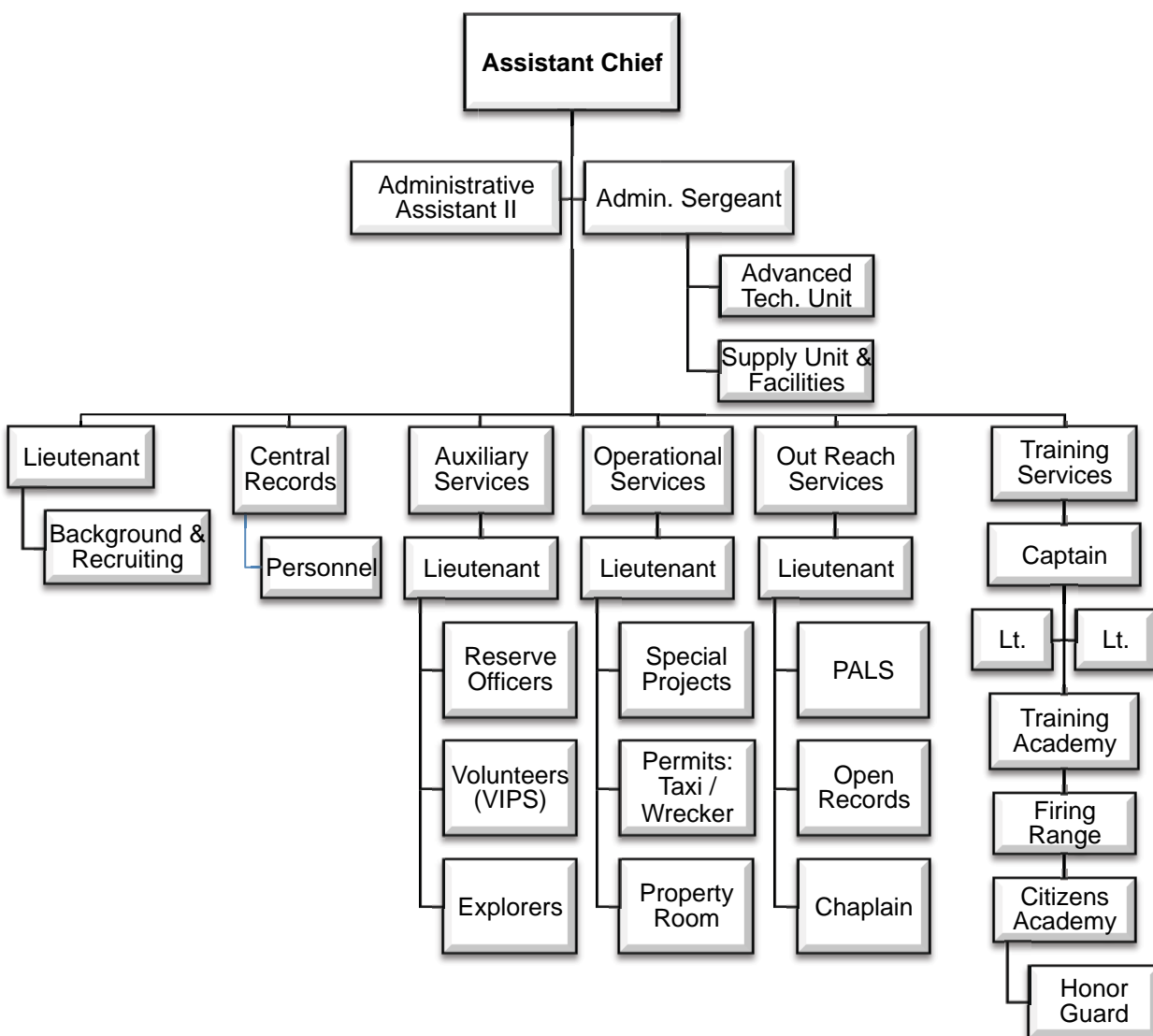
(3) Special Operations Division.

The next revised organization chart reflects the elimination of the Major position.



(4) Support Services Division.

The revised organization chart reflect the elimination of the Major position and the addition of a new civilian Records Manage position.



1-2 ANALYSIS OF THE FIRE RESCUE DEPARTMENT

This chapter of the report provides the project team's evaluation of the overall staffing, management and organization of the Fire Rescue Department. The Fire Rescue Department provides fire suppression, emergency medical first response, fire prevention, public education and specialty response services to all of DeKalb County, with the exception of the City of Decatur.

1. ANALYSIS OF STAFFING LEVELS.

The DeKalb County Fire Rescue Department employs approximately 605 sworn and 25 civilian personnel. There are three major Divisions within the Fire Rescue Department – Administration, Operations Division, Support Services Division and Support Services Division. Each Division will be evaluated separately in the sections below.

(1) Operations Division.

This section provides information about the Operations Division which includes the personnel assigned to the 26 fire stations operated by DeKalb County Fire Rescue (DCFR). This Division represents the area with the largest staffing in the Department.

The first sections in this chapter review the staffing and deployment of personnel in the fire stations and response apparatus. An analysis of the budgeted/authorized staffing level is compared with the “actual” staffing level. Subsequent sections provide a detailed analysis of the workload and the staffing that is needed to respond to emergency calls for service to ensure an “effective response force” can be deployed to mitigate emergency scenes.

(1.1) Station and Apparatus Deployment.

Shift Operations for DCFR is divided among the 26 fire stations. When fully staffed, there are a total of 212 staff assigned to each of the three (3) 24 hour fire shifts for, a total of 636 shift personnel, with the following breakdown:

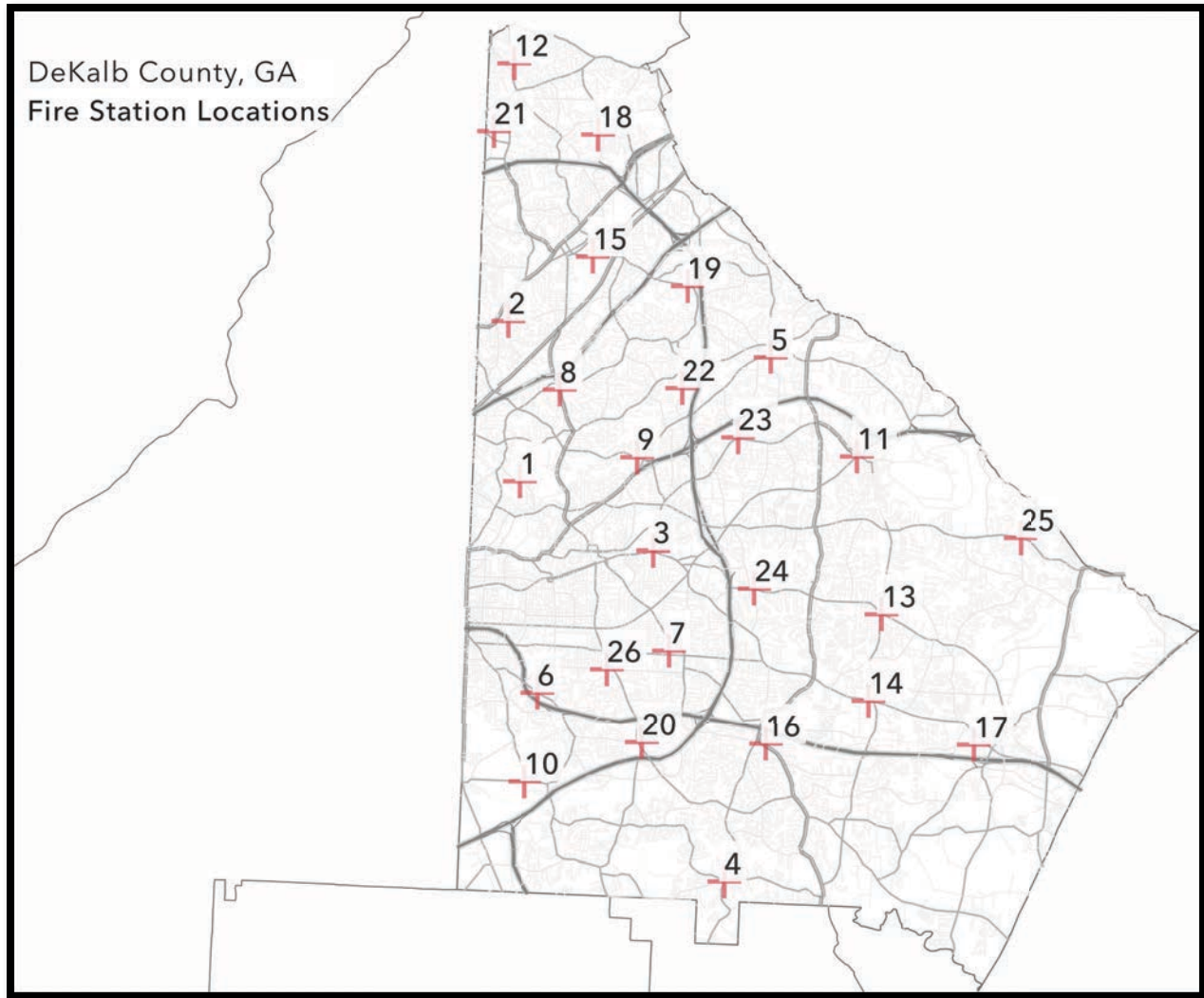
- Assistant Chief: 1
- Battalion Chief: 5
- Captain: 36
- Firefighter: 170

These personnel staff the following apparatus and vehicles on a daily basis:

- Command Vehicle 6
- Engines 15
- Quints 8
- Tillers 3
- Crash Truck 1
- Hazardous Materials 1
- Medical Officer 1
- Ambulance 1
- Air Unit 2

There were approximately 94 vacant positions as of November 2014. The number of funded and the number of vacant positions varies from year to year.

The map on the following page illustrates the current station locations of the DeKalb Fire Rescue Department.



The Assistant Chief of Operations is responsible to ensure daily minimum staffing levels are achieved. Each Battalion Chief first utilizes personnel in their assigned Battalion to staff apparatus by allocating personnel to apparatus and specialty equipment and moving personnel to other stations if needed. From there any over staffing is used to ensure minimum staffing in each of the other Battalions prior to overtime be called in to staff apparatus.

The following tables show the number of budgeted positions assigned to each station and apparatus in DeKalb Fire Rescue. The personnel numbers in the tables

below include personnel off on various types of long-term leave and those currently assigned to light duty.

Station and Apparatus Budgeted Staffing

Station/Apparatus	Assistant Chief	Battalion Chief	Captain	Firefighter	Total
Station 1					
Engine 1			1	3	4
Truck 1			1	3	4
Station 2					
Engine 2			1	3	4
Tiller 2			1	3	4
Station 3 (Under Construction)					
Station 4					
Engine 4			1	4	5
Station 5					
Engine 5			1	3	4
Station 6					
Engine 6			1	3	4
Air 6				2	2
Station 7					
Engine 7			1	3	4
Station 8					
Engine 8			1	3	4
Squad 8				1	1
Foam 8					0
Station 9					
Engine 9			1	3	4
Station 10					
Engine 10			1	3	4
Station 11					
Engine 11			1	3	4
Reserve Engine					0
Station 12					
Engine 12			1	3	4
Station 13					
Engine 13			1	3	4
Station 14					
Engine 14			1	3	4
Station 15					
Engine 15			1	3	4
Crash 15				2	2
Battalion 1		1			1
Reserve Crash					0
Station 16					
Engine 16			1	3	4
Truck 16			1	3	4
Station 17					

Quint 17			1	3	4
Battalion 4		1			1
Forestry 17					0
Manpower 17					0
Mountain 17					0
Station 18					
Engine 18			1	3	4
Truck 18			1	3	4
Hazmat 18			1	4	5
Station 19					
Quint 19			1	3	4
Hazmat 19			1	4	5
Station 20					
Engine 20			1	3	4
Truck 20			1	3	4
Battalion 3		1			1
Station 21					
Quint 21			1	3	4
Reserve Engine					0
K9 Van					0
SWAT Truck					0
Station 22					
Engine 22			1	3	4
Air 22				2	2
Rescue 22				2	2
Battalion 2		1			1
Station 23					
Engine 23			1	3	4
Truck 23			1	3	4
Assistant Chief	1				1
Battalion 5		1			1
Car 7					0
Station 24					
Quint 24			1	3	4
Heavy Rescue 24			1	4	5
Engine 3			1	4	5
Station 25					
Engine 25			1	3	4
Truck 25			1	3	4
Station 26					
Engine 26			1	4	5
Squad 26				1	1
TOTAL	1	5	36	124	166

As shown above, current staffing allocates 166 personnel daily to staff emergency response apparatus.

The next section provides information related to leave hours for personnel assigned to staff the emergency apparatus.

(1.2) Leave and Training Hours for Operations Staff.

Personnel assigned to the 24-hour shift schedule are scheduled to work 2,912 hours in a year. The total number of hours actually worked during the year is reduced by the amount of leave hours used by employees, in-service training and other assigned tasks. The project team was provided annual personnel leave data for employees to calculate the average number of leave hours.

The table below shows the estimated availability of shift personnel after deducting these hours.

Leaves, Training and Staff Availability	Work Hours	Percent
Total Annual Work Hours	2,912	
Average Annual Leave Usage	362	
Average Annual Sick Leave	79	
Estimated Training Hours (on duty)	40	
Total Unavailable Hours	481	
Net Work Hours (Present on Apparatus)	2,431	83.5%

The following points summarize the data above:

- Shift personnel averaged 401 hours annually of leave usage (November 2013 – October 2014). This includes time off for vacation, sick, holiday, comp time, training, military leave, bereavement and other leave.

The leave usage is slightly lower than the approximately 450 hour average typically seen in other fire agency studies conducted by the project team, which is a positive factor for the Department.

- An estimated average of 40 training hours “on duty” as part of their regular paid work hours where personnel are removed from staffing apparatus for mandatory training such as EMS. The exact number of on duty training hours is not specifically tracked but the hours were estimated based on information provided by Training personnel.

In 2014 a DeKalb shift personnel were on duty and available for emergency response approximately 2,431 hours per year or 83.5% of their annual paid hours.

(1.3) Actual Staffing Level in Operations.

The average leave hours and training hours shown above were used to calculate the “actual” available staffing level for the Operations Division. The actual staffing level is always lower than the authorized/funded level due to the use of leaves and personnel being sent to training as part of their regular duty schedule.

Based on the availability rate of 83.5% the typical actual daily staffing for the DeKalb Fire Rescue Department will be approximately 139 personnel. It is important to note that when positions such as the Assistant Chief, Battalion Chief and Captain are off duty, personnel qualified to serve in those positions step up to fill the vacancies. The use of step-up staffing is a positive approach for staffing used by DCFR as it ensures overtime staffing is typically limited to firefighter personnel, which have a lower overall cost than supervisory and command staff.

(1.4) Employee Attrition Rate.

An organization's attrition rate is the result of many factors, including the average age of the workforce, availability of other jobs in the region to which an employee may transfer laterally, pay and benefits of the DCFR and other agencies in the region, satisfaction with organization management and peers, and general employee satisfaction with their job. The number of employees who separate from the organization are one of the metrics used to that reflects the health of an organization – high separation rates (8% or above) as DeKalb County is experiencing could indicate that a group of employees have attained retirement age, are dissatisfied with the pay

and benefits or management of the Department organization. DCFR's attrition rate over the last three years has averaged 47 separations of sworn personnel annually, approximately 9.3% (based on 510 sworn employees). Attrition rates above 8% annually represent a challenge for organizations to replace employees. At this rate it is often difficult to maintain "minimum" staffing levels in the Department. It also requires a higher training budget and puts a strain on existing training resources such as Field Training Officers.

Correspondingly, a low attrition rate (under 6%) is a positive indicator of the health of an organization and results in fewer organizational resources that must be spent or dedicated to recruiting, hiring, training, and assimilating new personnel.

The table below shows the number of sworn employees who have separated from the DCFR for any reason over the last 3 years (November 2011 – October 2014).

Fire Department Attrition Rate

Reason for Separation	2012	2013	2014	Total	3 Year Average
Resignation	19	18	8	45	15.0
Resigned for Other Position	14	9	4	27	9.0
Retirement	2	7	14	23	7.7
Violation of Rules	0	1	6	7	2.3
Personal/Family Reasons	6	3	2	11	3.7
Relocation	0	1	2	3	1.0
Health Reasons	0	1	2	3	1.0
Dissatisfied with Pay	0	0	0	0	0.0
Death	1	0	2	3	1.0
Other	2	9	9	20	6.7
Total	44	49	49	142	47.3
Annual Average	8.63%	9.61%	9.61%	---	9.3%

A total of 142 sworn employees separated from the department over the last three years, equating to an average of 9.3% annual attrition rate. The reasons for separations are listed but the reason listed as “resignation” does not provide an actual reason for the person leaving the County and could be any of the other reasons listed.

The next sections evaluate the CAD system calls for service data and fire operations workload

(1.5) Community Generated Call for Service Data.

The project team collected information regarding the DCFR workload activities for operations personnel. The project team obtained the raw data from the Department’s Computer Aided Dispatching (CAD) system that captures all community calls for service the agency responded to as well as DCFR annual reports. The following table illustrates the call volume for the DeKalb County Fire Rescue Department over the past three (3) years.

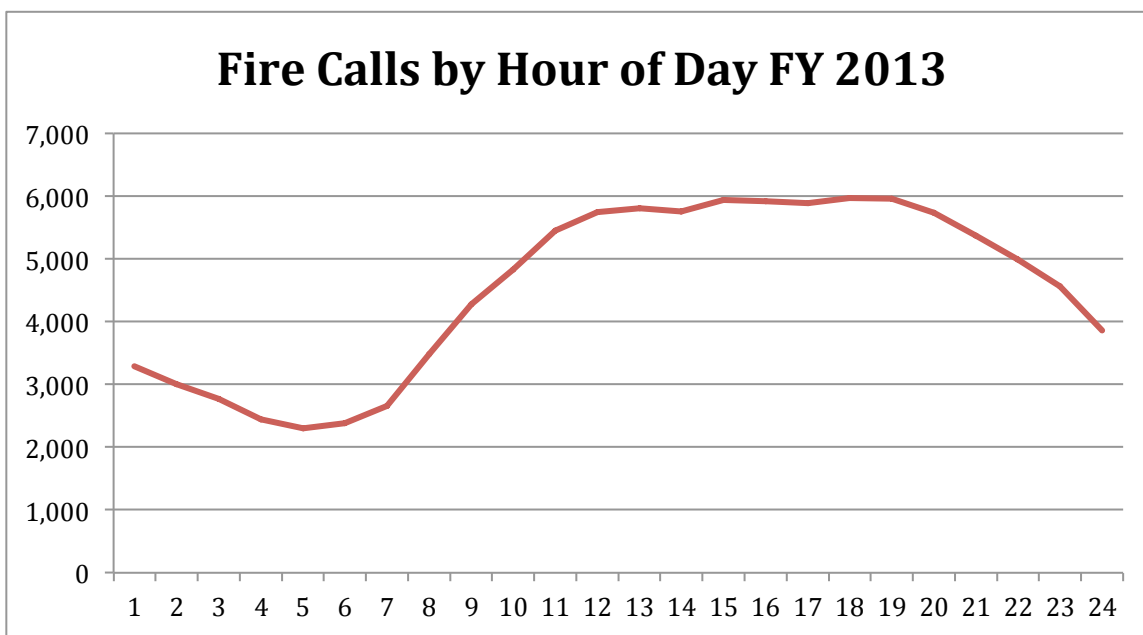
DeKalb County Fire Rescue Calls for Service

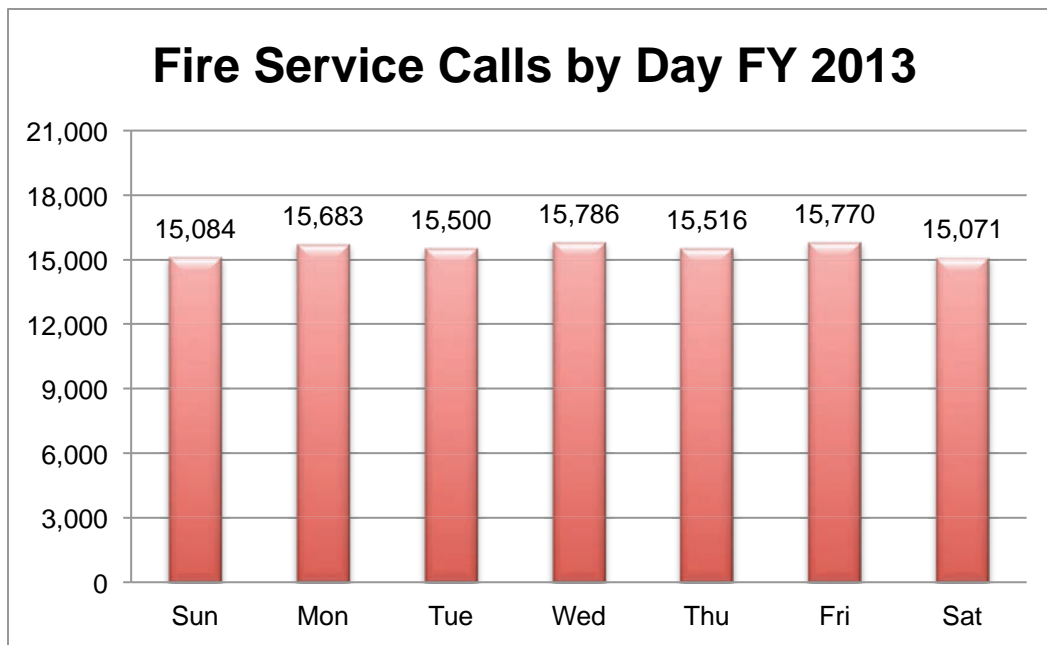
Year/Call Type	2011	2012	2013	Change	Average
Fire	4,495	4,730	4,083	-8.2%	4,436
Medical	66,813	78,759	72,864	9.1%	72,812
Other	13,830	72,864	15,589	12.7%	34,094
Total	85,138	249,341	49,427	8.7%	92,016

The following highlights the information presented above:

- Overall calls for service for the Fire Rescue Department have increased 8.7% since 2011.
- Fire Calls have decreased 8.2% over the three-year period, while EMS calls have increased 9.1% and Other call types have increased 12.7%.
- EMS calls represent approximately 78.7% of the call volume, while Fire calls represent 4.4%.

The following graphs illustrate the call demand by hour and day and day of week for the 12-month period from October 2013 – September 2014.





As shown above, the call volume for DeKalb County Fire Rescue is lowest in the overnight hours and begins to increase around 8:00 a.m. before peaking in the late afternoon and remaining busy through the evening hours. The days of the week have fairly steady call volume with Sunday being the slowest day for emergency calls and Wednesday being the busiest.

(1.6) Workload Levels by Station and Apparatus

Response capabilities for fire and rescue apparatus are different from actual response times. When stations reach capacity in terms of emergency calls for service, it becomes common for apparatus from adjoining stations to cover a high percentage of emergency calls for the busy apparatus.

The following table illustrates the call load by unit for the DeKalb County Fire Rescue in 2014:

Station	Apparatus	Responses	Station Total
Station 1	Engine 1	2,471	
	Truck 1	1,341	3,812
Station 2	Engine 2	2,793	
	Truck 2	1,085	3,878
Station 3	Engine 3	3,682	3,682
Station 4	Engine 4	1,775	1,775
Station 5	Engine 5	2,665	2,665
Station 6	Engine 6	2,843	
	Air 6	274	3,117
Station 7	Engine 7	5,417	5,417
Station 8	Engine 8	2,408	2,408
Station 9	Engine 9	2,786	2,786
Station 10	Engine 10	2,677	2,677
Station 11	Engine 11	4,028	4,028
Station 12	Engine 12	809	809
Station 13	Engine 13	4,376	4,376
Station 14	Engine 14	4,670	4,670
Station 15	Engine 15	2,666	
	C15	54	2,720
Station 16	Engine 16	4,242	
	Truck 16	2,092	6,334
Station 17	Quint 17	1,819	1,819
Station 18	Engine 18	2,126	
	Truck 18	854	2,980
Station 19	Quint 19	3,235	
	HM 19	1,533	4,768
Station 20	Engine 20/20A	4,652	
	Truck 20	1,955	6,607
Station 21	Quint 21	1,562	
	Air 22	170	
	Rescue 22	1,102	2,834
Station 23	Engine 23	4,409	
	Truck 23	1,685	6,094
Station 24	Quint 24	4,812	4,812
Station 25	Engine 25	2,119	
	Truck 25	920	3,039
Station 26	Engine 26	3,910	3,910

DeKalb Fire Rescue should continue monitoring the number of responses by agency apparatus each year to determine if additional apparatus are required to handle the emergency call workload.

According to industry best practices, the following unit/station call loading can determine if increased capacity is needed in the system.

- Single-Unit Station: 3,500 calls per year

- Two-Unit Station: 8,760 calls per year
- Three-Unit Station: 14,000 calls per year

According to the response table shown above, the following apparatus and/or stations are above best practices in terms of the number of responses they are conducting. The table, below illustrates the apparatus/stations outside of best practices based on the above information and the number of apparatus assigned to the station:

Station / Apparatus	Number of Responses	% Over Best Practice
Station 3 / Engine 3	3,682	5.2%
Station 7 / Engine 7	5,417	54.8%
Station 11 / Engine 11	4,028	15.1%
Station 13 / Engine 13	4,376	25.0%
Station 14 / Engine 14	4,670	33.4%
Station 24 / Quint 24	4,812	37.5%
Station 26 / Engine 26	3,910	11.7%

As shown above, there were no stations staffed with two units that exceeded the best practice of 8,760 calls per year for the station, but several single unit stations exceeded the recommended call volume of 3,500 calls for a station staffed with a single unit by a considerable margin.

As a majority of the calls for service responded to by these units are EMS calls, the County should staff EMS quick response vehicles to reduce the number of calls responded to by the units listed above. These units are more practical than purchasing and staffing additional engines as they only require 2 staff and cost less than half of an engine. These two units would be expected to handle approximately 7,000 calls per year, which will bring each of the above units in line with the best practices of 3,500 responses per year.

Recommendations:

Annually review the number of responses by emergency apparatus to determine the trend in emergency response workload and when additional response units are required.

Examine station response areas to determine if boundaries can be adjusted to equalize responses and lower the number of responses from high call apparatus.

Purchase and staff two (2) EMS quick response units, one at station 13 and one at station 7 to reduce the workload on engines 3, 7, 11, 13, 14, and 26 and quint 24 related to EMS calls for service.

(1.7) The DCFR Should Develop Service Level Performance Standards.

The adoption of performance standards for fire and EMS response is a critical first step in the evaluation of service levels and staffing alternatives. While there are national standards that can be employed to evaluate fire and EMS service delivery, each community must identify the key risks and necessary level of protection it needs based on its own unique circumstances. Once these performance standards are established, a community can assess its performance and determine if current resources support the desired level of service.

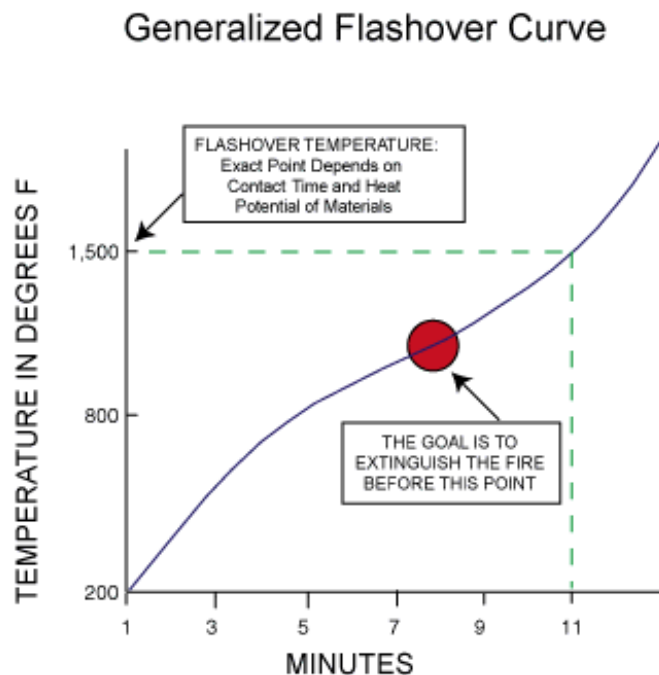
(1.8) Efforts to “Standardize” Service Level Objectives Are Based on Fire Growth Behavior and Research on Cardiac Arrest.

Nationwide, a great deal of effort and research have been put into developing performance objectives for the delivery of fire and EMS services. This effort is critical for agencies making decisions about deployment and location of emergency resources. The objectives promoted for fire/rescue and EMS have their basis in research conducted on two critical issues:

- What is the critical point in a fire’s “life” for gaining control of the blaze while minimizing the impact on the structure of origin and on those structures around it?

- What is the impact of the passage of time on survivability for victims of cardiac arrest?

The following chart shows a typical “flashover” curve for interior structure fires. The point in time represented by the occurrence of “flashover” is critical because it defines when all of the contents of a room become involved in the fire. This is also the point at which a fire typically shifts from a “room and contents” fire to a “structure” fire – involving a wider area of the building and posing a potential risk to the structures surrounding the original location of the fire.



Note that this graphic depicts a fire from the moment of inception – not from the moment that a fire is detected or reported. This demonstrates the critical importance of early detection and fast reporting, as well as the significance of rapid dispatch of responding units. This also shows the critical need for a rapid (and sufficiently staffed) initial response – by quickly initiating the attack on a fire, “flashover” can be averted.

The points below describe the major changes that occur at a fire when “flashover” occurs:

- It is the end of time for effective search and rescue in a room involved in the fire. It means likely death of any person trapped in the room – either civilian or firefighter.
- After this point in a fire is reached, portable extinguishers can no longer have a successful impact on controlling the blaze. Only larger hand-lines will have enough water supply to affect a fire after this point.
- The fire has reached the end of the “growth” phase and has entered the fully developed phase. During this phase, every combustible object is subject to the full impact of the fire.
- This also signals the changeover from “contents” to “structure” fire. This is also the beginning of collapse danger for the structure. Structural collapse begins to become a major risk at this point, mounting to highest risk during the decay stage of the fire (after the fire has been extinguished).

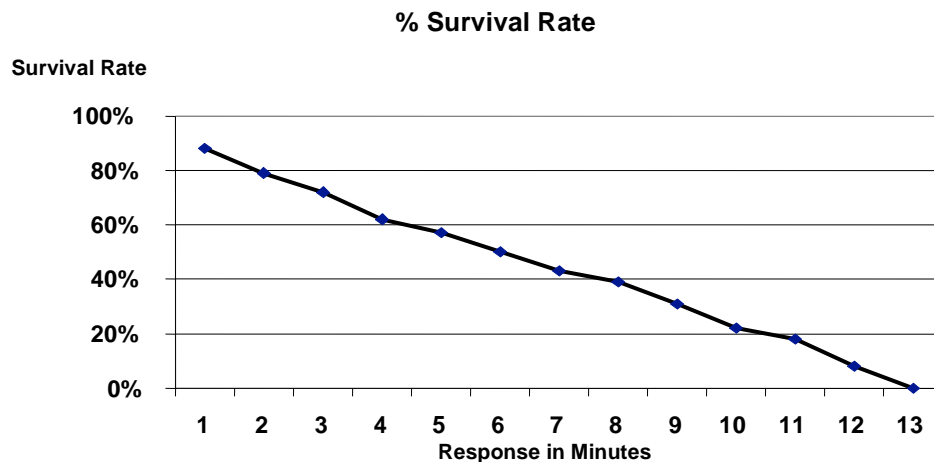
It should be noted that not every fire will reach flashover – and that not every fire will “wait” for the eight-minute mark to reach flashover. A quickly responding fire crew can do things to prevent or delay the occurrence of flashover. These options include:

- Applying a portable extinguisher or other “fast attack” methodology.
- Venting the room to allow hot gases to escape before they can cause the ignition of other materials in the room.
- Not venting a room – under some circumstances this will actually stifle a fire and prevent flashover from occurring.

Each of these techniques requires the rapid response of appropriately trained fire suppression individuals that can safely initiate these actions. In the absence of automatic fire suppression systems, access to interior fires can again be limited by a safety requirement related to staffing levels. Industry standards and OSHA regulations require the presence of at least two (2) firefighters on the exterior of a building before entry can be made to a structure in which the environment has been contaminated by a

fire. In the absence of a threat to life demanding immediate rescue, interior fire suppression operations are limited to the extent a fire service delivery system can staff to assure a minimum of four people actively involved in firefighting operations.

The second issue to consider is the delivery of emergency medical services. One of the primary factors in the design of emergency medical systems is the ability to deliver basic CPR and defibrillation to the victims of cardiac arrest. The graphic on the following page demonstrates the survivability of cardiac patients as related to time from onset:



This graph illustrates that the chances of survival of cardiac arrest diminish approximately 10% for each minute that passes before the initiation of CPR and/or defibrillation. These dynamics are the result of extensive studies of the survivability of patients suffering from cardiac arrest. While the demand for services in EMS is wide ranging, the survival rates for full arrests are often used as benchmarks for response time standards, as they are more readily evaluated because of the ease in defining patient outcomes (a patient either survives or does not).

This research results in the recommended objective of provision of basic life support (BLS) within four minutes of notification, and the provision of advanced life support (ALS) within eight minutes of notification. The goal is to provide BLS within six minutes of the onset of the incident (including detection, dispatch and travel time) and ALS within ten minutes. This is often used as the foundation for a two-tier system where fire resources function as first responders with additional (ALS) assistance provided by responding ambulance units and personnel, as is the system utilized in DeKalb County.

Additional recent research is beginning to demonstrate the impact and efficacy of rapid deployment of automated external defibrillators (AED) to cardiac arrests. This research – conducted in King County (WA), Houston (TX), and as part of the OPALS (Ontario Pre-Hospital ALS) study in Ontario, Canada – shows that the AED can be the largest single contributor to the successful outcome of a cardiac arrest – particularly when accompanied by early delivery of CPR. It is also important to note that these medical research efforts have been focused on a small fraction of the emergency responses handled by typical EMS systems – non-cardiac events make up the large majority of EMS and total system responses, and this research does not attempt to address the need for such rapid (and expensive) intervention on these events.

Communities and first responders have used the results of these research efforts, often on their own to develop local response time and other performance objectives. However, there are now three major sources of information to which responders and local policy makers can refer when determining the most appropriate response objectives for their community:

- The Insurance Services Office (ISO) provides basic information regarding distances between fire stations. However, this “objective” does little to recognize

the unique nature of every community's road network, population, calls for service, call density, etc.

- The National Fire Protection Association (NFPA) promulgated a document entitled: "NFPA 1710: Objective for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments." This document (NFPA 1710) was published in 2001 and generated a great deal of dialogue and debate – which is still on-going.
- The Commission on Fire Accreditation International (CFAI), in its "Standards of Cover" manual, places the responsibility for identifying "appropriate" response objectives on the locality. These objectives should be developed following a comprehensive exercise in which the risks and hazards in the community are compared to the likelihood of their occurrence.

While each of these efforts provides a reference point for communities to follow, only NFPA 1710 and CFAI offers any specificity. It is important to note that the performance objectives (in terms of response times) provided in the NFPA 1710 document are derived from the basic research previously described above, while the CFAI standards allow the agency to establish performance objectives based on local population and risk factors. CFAI also allows for a range from baseline (acceptable) to benchmark (best practice) in their performance objectives, which provides flexibility to communities as they strive to achieve performance objectives. A comparison of these performance objectives is described in the following table:

Comparison of Performance Objectives

Performance Objective	NFPA 1710 (90%)	CFAI (90%)
Call processing (dispatch) time/ call answered to units dispatched	<ul style="list-style-type: none">• 60 seconds	<ul style="list-style-type: none">• 60 seconds (Benchmark)• 90 seconds (Baseline)
Turnout Time (units en-route)/ unit dispatched to time en-route to the emergency.	<ul style="list-style-type: none">• 60 seconds	<ul style="list-style-type: none">• 80 seconds (Benchmark) Fire• 60 seconds (Benchmark) EMS• 90 seconds (Baseline) Fire & EMS

Performance Objective	NFPA 1710 (90%)	CFAI (90%)
Travel time/time en-route until arrival at emergency scene.	<ul style="list-style-type: none"> • Four (4) minutes for first unit/ Fire • Eight (8) minutes for first alarm/fire assignment. • Four (4) minutes first responder/EMS • Eight (8) minutes ALS unit/EMS 	<p>Urban (2,000+ per square mile)</p> <ul style="list-style-type: none"> • Four (4) minutes for first unit (Benchmark) • Eight (8) minutes for second unit/first alarm assignment • 5:12 for first unit (Baseline) • 10:24 for second unit/first alarm assignment (Baseline) <p>Suburban (1,000 – 2,000 per square mile)</p> <ul style="list-style-type: none"> • Five (5) minutes for first unit (Benchmark) • Eight (8) minutes second unit (Benchmark) • Ten (10) minutes first alarm assignment (Benchmark) • 6:30 first unit (Baseline) • 10:24 second unit (Baseline) • 13 minutes first alarm assignment (Baseline) <p>Rural (Less than 1,000 per square mile)</p> <ul style="list-style-type: none"> • Ten (10) minutes for first unit (Benchmark) • 14 minutes for second unit/first alarm assignment (Benchmark) • 13 minutes for first unit (Baseline) • 18:12 for second unit/first alarm assignment (Baseline) <p>Wilderness (no public/private road access)</p> <p>No performance standards established</p>

It is important to note the “and/or” found in the initial response objective statement for NFPA 1710. This indicates that a system would meet the intent of the standard if it can reasonably plan to deliver either the single unit, four minute travel time standard, the first alarm, eight minute travel time standard, or both. It should also be noted that it is implied that the total time allotted is additive with each successive event in NFPA 1710, but each event is evaluated individually in the CFAI model. For example, in NFPA 1710 a system that arrived on-scene in six minutes or less, 90% of the time (from time of call) would be in compliance – even if the dispatch or turnout time was longer than a minute (though that should clearly be improved).

It is also critical to note that these time objectives apply to emergency calls for service – there is nothing in NFPA 1710 or CFAI that suggests that communities cannot establish a differential response to calls for service determined to be non-emergency in nature. A second element of the NFPA 1710 performance objectives addresses unit and total response staffing. These objectives are described in NFPA 1710 as follows:

- Engine and truck companies should be staffed with a minimum of four personnel (sections 5.2.2.1.1 and 5.2.2.2).
- Section A.3.3.8 defines a company as either a single unit or multiple units, which operate together once they arrive on the fire ground.
- A total initial response is defined (in section 5.2.3.2.2) as having a total of 15 people (if an aerial is utilized) for 90% of calls. This is broken down as follows:
 - One (1) incident commander.
 - One (1) on the primary supply line and hydrant.
 - Four (4) to handle the primary and backup attack lines.
 - Two (2) operating in support of the attack lines, performing forcible entry.
 - Two (2) assigned to victim search and rescue.

- Two (2) assigned to ventilation.
- One (1) assigned to operate the aerial device.
- Two (2) to establish an initial rapid intervention team.
- If an incident is determined to require additional resources, the fire department should have as an objective the ability to respond with:
 - Additional units as needed (through its own resources or via automatic and mutual aid).
 - Assignment of two (2) additional personnel to the rapid intervention team.
 - Assignment of one (1) as an incident safety officer.

It is interesting to note that the four person companies discussed in some areas of NFPA 1710 are not maintained in the description of primary tasks to be accomplished on the fire ground – recognition that the requirements of the response in the field are dynamic and do not fit neatly into size and shape of any particular response configuration. These objectives apply to the initial and follow-up response for reported structure fires. The document does not suggest that this response be mounted for all incidents.

CFAI also recognizes the importance of deploying an effective response force, but does not require the four-person staffing of engine and truck companies; rather they base staffing on the number of personnel needed to be effective on the fire ground. They base this on the types of risk to which the agency is responding and the number of personnel required to perform the critical fire ground tasks. The following table shows the effective response force by risk type.

Effective Response Force by Risk Category

Critical Task	Maximum Risk	High Risk	Moderate Risk	Low Risk
Attack Line	4	4	4	2
Search and Rescue	4	2	2	0
Ventilation	4	2	2	0
Backup Line	2	2	2	2
Rapid Intervention	2	2	0	0
Pump Operator	1	1	1	1
Water Supply	1*	1*	1*	1*
Support (Utilities)	1*	1*	1*	1*
Command	1	1	1	1
Safety Officer	1	1	1	1
Salvage/Overhaul	2	0	0**	0
Command Aid	1	1	0	0
Operations Chief	1	1	0	0
Logistics	1	0	0	0
Planning	1	0	0	0
Staging Officer	1	1	0	0
Rehabilitation	1	1	0	0
Division Supervisors	2	1	0	0
High-rise Evacuation	10	0	0	0
Stairwell Support	10	0	0	0
Total Personnel	50-51	21-22	14-15	8-9

It is essential for a response plan to be in place in order to be able to deliver a sufficient number of personnel to the scene to accomplish the critical tasks. Structure fires are the most labor-intensive incidents and, depending on weather conditions, can require additional personnel to maintain an effective operation. The majority of risks for the City will fall into the high and moderate categories, as these risk categories describe risks from a typical single family home to unprotected multi-family housing and high concentration areas as in the downtown and developing midtown areas. It is important to note that DeKalb County also has a considerable number of occupancies that fall into the special risk category, such as those storing large quantities of hazardous materials, hospitals, and government buildings. The following table provides a brief description of risk categories by occupancy type:

Risk Categories by Occupancy Type

<p>Moderate</p> <ul style="list-style-type: none"> • Detached single family dwellings • Older multi-family dwellings easily reached with pre-connected attack lines • Railroad facilities • Mobile homes • Industrial or commercial occupancies under 10,000 sq. ft. without high fire load • Aircraft on airport property • Loss of life or property limited to occupancy 	<p>High</p> <ul style="list-style-type: none"> • Concentrations of older multi-family dwellings • Multi-family dwellings that are more than two stories tall and require major hose deployment • Buildings with low occupant load, but with high concentrations of fuel load or hazardous materials • Aircraft off airport property • Mercantile facilities • Built-up areas with high concentrations of property with substantial risk of life loss, severe financial impact upon the community or the potential for unusual damage to the property or the environment
<p>Low</p> <ul style="list-style-type: none"> • Automobile fires • Carbon monoxide calls • Grass and low fuel type fires • Single patient EMS calls • Automobile accidents or industrial accidents • Tractor trailer fires • Storage sheds • Out buildings • Detached garages 	<p>Special Risk</p> <ul style="list-style-type: none"> • Apartment complexes over 25,000 sq. ft. • Government or infrastructure risks • Hospitals • Nursing Homes • Industrial complexes with fire flows of more than 3,500 GPM • Refineries and warehouses • Vacant/abandoned structures • All building where available water supply is less than projected fire flow

As the size of structure, complexity of the incident, or life safety risks increases, so does the risk category. For this reason, high occupancy and unprotected structures fall into the high-risk category. This will include assemblies, schools, and high-rise and mid-rise occupancies.

As shown earlier, DCFR has a total authorized strength of 177 emergency response personnel assigned each day to handle emergency responses, with current staffing being 166 personnel. This number is effective to handle a large number of incidents occurring in the County simultaneously. The depth of resources and capabilities of the organization to handle emergency incidents is excellent. With an

availability of 83.5% and annually turnover of 9% as shown earlier, typical daily staffing for DCFR should be approximately 126 - 134 personnel.

(1.9) Response Time and Handling Time of Calls for Service.

The response to and handling of emergency calls for service is one of the primary tasks of any fire rescue agency and one that frequently is the subject of inquiry from County leaders and members of the community. The project team calculated the performance of the DCFR from the CAD data provided from all of the calls for service in 2014.

The following definitions explain the individual time components that comprise the overall response time to a community generated call for service:

- Call processing time – from the time the call was received in the Communications Center until a DCFR unit is dispatched. This includes the “call taker” time and the “dispatcher” time; it also includes time when a call may be ready for dispatching but remains in the “queue” until a police unit is available.
- Turnout time – from the time the call is dispatched until the first unit goes enroute to the call.
- Travel time – from the time the call was dispatched to an officer until the arrival of the first police unit (the difference between the “dispatch time” and the “on scene time” for the first arriving unit).

The following table shows the call processing time, turnout time and travel time for the primary fire rescue unit response to emergency calls for service. The 12 months of CAD data provided to the project was used to calculate the times shown below.

Response Time Performance at 90th%

Call Process	Turnout Time	Travel Time
2:24	1:37	4:57

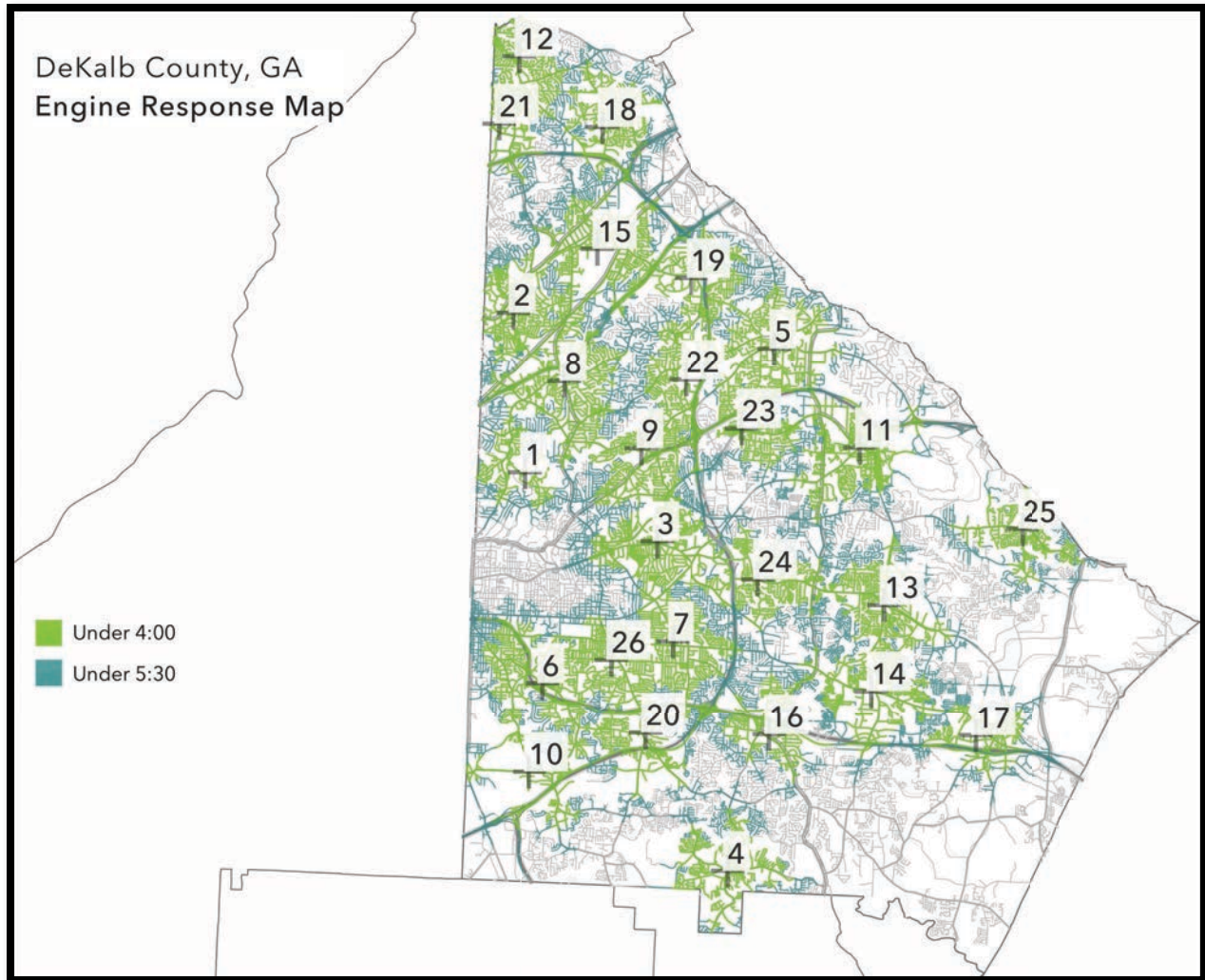
As shown in the table above, the DCFR is currently not meeting industry best practice performance standards at 90% when overall emergency call response is

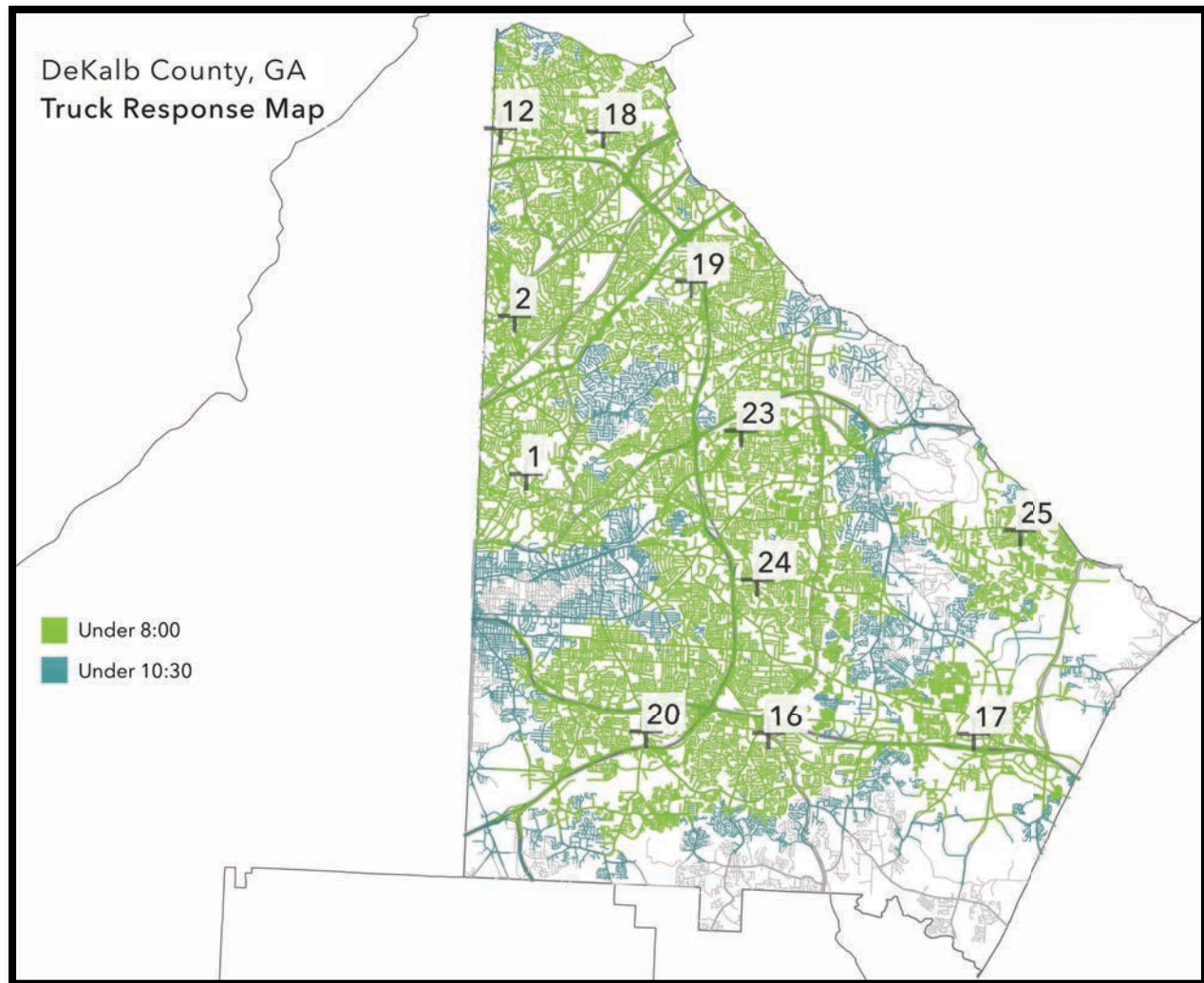
evaluated. The DCFR should develop standards for types of emergency calls they consider high priority and begin measuring system performance against those standards as many calls received by the DCFR do not pose an immediate threat to life or property and should not be factored into overall system performance.

Call processing times exceed the goal of processing emergency calls in 60 – 90 seconds 90% of the time by approximately one minute. Turnout times exceed the 90th percentile goal of 1 minute 30 seconds by seven (7) seconds.

Travel times are excellent and meet baseline performance objectives for urban fire rescue agencies. This is a clear indication that the overall current response network is well designed to provide consistent response coverage to the County and ensure a timely response of emergency apparatus.

The maps on the following pages project the predicted response times for engine and truck companies in DeKalb County based on the current station locations and road network. The first map illustrates predicted engine travel times, showing areas that can be reached in 4 minutes or less and 5 minutes 30 seconds or less. The second map illustrates predicted truck company response times, showing areas that can be reached in 8 minutes or less and 10 minutes 30 seconds or less.





As shown in the maps above, the current station network provides acceptable travel times for DeKalb County Fire Rescue throughout the majority of the areas they are expected to provide fire protection for. This was confirmed through the CAD analysis that showed overall response times in line with best practice recommendations.

Recommendations:

The Department should work with the Emergency 911 Center to improve call processing times.

The Department should determine the call types, which pose an immediate threat to life or property and measure performance at the 90th% for those emergency calls for service and report their performance quarterly.

The Department should continue to regularly audit response time data captured by the CAD and RMS system to ensure that critical response time data – dispatch processing times, turnout times, travel times, and clear times are being accurately captured and personnel are aware of their performance compared to established standards.

(1.10) Factors That Should Be Considered When Determining an Appropriate Fire Rescue Operations Staffing Level.

As discussed throughout this report, there are varying thoughts and best practices regarding the appropriate staffing of emergency apparatus for a fire rescue agency. The most critical factor is the ability of the agency to deploy an effective response force in a timely fashion to mitigate the emergency situation. The project team used this approach to determine the staffing level required in a community such as DeKalb County. There needs to be a balance between cost effectiveness and required response. Due to the depth of the current system and the varied number and types of apparatus available, the project team does not support the current plan to staff all engine and truck companies with a minimum staffing level of four personnel. The agency and the DCFR should conduct a risk assessment of the response areas for apparatus and staff according to risk and call demand. The following is the recommended approach for staffing DeKalb County Fire Rescue emergency apparatus.

- Staff all truck and tiller companies with four person minimum staffing.
- Staff engines 4, 7, 11, 13 and 25 with four-person minimum staffing. Staff the remaining Engine Companies with 3-person minimum staffing. Staff the remaining engine companies with three person minimum staffing.
- Staff two (2) EMS quick response units on a daily basis.
- Continue the staffing plan for specialty units such as Hazardous Materials, Heavy Rescue and Crash.
- Continue to cross staff lower demand units such as USAR and Forestry.

Based on this staffing approach and using an 83.5% availability rate and 9% annual turnover rate, the following daily staffing levels are recommended for the Operations Division.

Position	Recommended	Change
Assistant Chief	3	0
Battalion chief	15	0
Captain	36	0
Firefighter	131	7
Total per Shift	185	7
Total (per shift x 3)	555	21

As shown above, the project team is recommending a total staffing for the Operations Division of 555 personnel or 21 more than the current staffing level. This is a much lower increase in staffing than the current plan to bring all engine and truck companies to a four-person minimum staffing level and includes the addition of two additional apparatus to handle EMS responses more efficiently. The project team estimates this staffing approach will result in a cost avoidance to the County of \$3,315,168 in annual salary and benefit costs by not staffing all engine and truck companies with four-person minimum staffing.

Recommendations:

Staff all Truck Companies and engines 4, 7, 11, 13 and 25 with four-person minimum staffing. Staff the remaining Engine Companies with 3-person minimum staffing.

Authorize a total of 555 positions for the staffing of the Operations Division.

Continue to staff the Hazardous Materials Unit, Heavy Rescue, Air Units and Crash Units according to the current staffing plan.

(2) Analysis of Staffing Levels in the Support Services Division.

This section is focused on the various support functions of the DeKalb Fire Rescue Department. These functions include the Fire Marshal's Office, Fire Rescue Training, Public Safety Education, Fleet Maintenance and Logistics.

Support Services is lead by a Deputy Chief. There is one Fire Marshal, one Battalion Chief, four Captains, one civilian supervisor, one civilian fleet coordinator, nine inspectors, five plan reviewers, 15 instructors, six civilian public education specialists, 2 fire equipment repair techs, and five admin support positions.

(2.1) Fire Marshal's Office Staffing

The Fire Marshal's Office is responsible for enforcing the adopted Fire Code in the County. This includes both existing commercial structures and new construction. Inspections on new commercial construction projects occur at 50% and 80% completion as well as final inspection prior to authorizing the Certificate of Occupancy to be issued. The inspectors conduct routine and State mandated (schools, daycares, hospitals, assemblies, etc.) inspections. Plan review personnel review new construction plans for fire and life safety issues. There is currently no company inspection program in place in DCFR.

Fire Marshal's Office Staffing

Precinct	Fire Marshal	Supervisor	Inspector	Plan Review	Admin	Total
Administration	1				1	2
Plan Review				5	1	6
Inspections		1	9		1	11
Total	1	1	9	5	3	19

As shown above, there are a total of 19 personnel assigned to the Fire Marshal's Office.

As the workload, processes and staffing were recently evaluated as part of a separate study conducted by the Matrix Consulting Group. The Fire Marshal's Office staffing and operations will not be evaluated as part of this project. The agency would however benefit from implementing a company inspection program to allow operations personnel to conduct routine fire inspections of commercial occupancies in their response area. The Fire Marshal's Office should develop a list of non-mandated occupancies and an inspection schedule and work with the Deputy Chief of Operations to implement the inspection schedule as part of the scheduled work of Operations personnel.

Recommendation:

Implement a company inspection program in DCFR to allow Operations personnel to assist in the inspection of non-mandated commercial inspections and allow the fire inspectors to focus on high hazard and mandated occupancy inspections.

(2.2) Fire Rescue Training

Fire Rescue Training is led by a Battalion Chief. One Captain oversees the Fire Training with a second Captain overseeing EMS training. There are also nine Fire instructors and six EMS instructors assigned to the Unit. Two personnel provide administrative support to the Training Unit. The following table illustrates personnel assigned to Fire Rescue Training.

Fire Rescue Training Staffing

Precinct	Battalion Chief	Captain	Instructor	Admin	Total
Administration	1			1	2
Fire Training		1	11	1	13
EMS Training		1	6		7
Total	1	2	15	2	22

As shown above, there are a total of 22 personnel assigned to Fire Rescue Training. The Training Unit is responsible for providing new recruit training, which last approximately 10 months and ensures personnel are certified to the MPQII firefighter certification level. EMS training also works with new recruits to train them to the EMT Advanced Certification level. EMS ongoing training is focused on providing a minimum of 40 hours of training to personnel during their certification year. EMS certifications are valid for a two-year period so approximately half the Department is due for EMS recertification each year.

In terms of continuing in-service training. Fire training conducts company standard drills, Firefighter II and II courses, driver operator training, Acting Officer training and Company Officer training for personnel promoted to the rank of Captain. The Fire Training personnel ensure personnel receive the minimum of 24 hours of State mandated training each year and strive to ensure all personnel receive 192 hours of training annually to receive full Insurance Services Office (ISO) credit.

Recommendation:

Continue with the current staffing of Fire Rescue Training.

(2.3) Public Education.

This work group includes one Captain and six Public education Specialists. Public Education is responsible for training all personnel on infection control procedures and HIPPA compliance, coordination of all public education classes in the County, scheduling of the fire safety house, car seat installations, fire extinguisher training, public education social media production, teaching fire safety at businesses and hosting

the annual Fire Safety Festival. The following are the types of programs and demonstrations conducted by the personnel in Public Education.

- Fire Safety House Demonstration
- Fire Safety Assemblies in Schools
- Fire Safety Extinguisher Demonstrations
- Save Our Seniors
- 15 Minute Merchant Fire Safety Training
- Car Seat Safety Installations
- Juvenile Fire Setters
- Special Events
- Fire Drills
- Refugee Fire and Life Safety
- CPR Training
- Fire Engine/Truck Demonstrations
- Community Outreach

The following table shows the total number of demonstrations and classes for 2013 and 2014 by month taught by Public Education personnel.

Public Education Activity by Month 2013 and 2014

Month	Demos Classes	Participants	Demos Classes	Participants	Change in Demos Classes	Change in Participants
2013			2014			
Jan	94	2,091	80	3,264	-14.9%	56.1%
Feb	43	2,952	136	4,058	216.3%	37.5%
Mar	144	7,036	140	6,701	-2.8%	-4.8%
Apr	128	10,063	114	10,518	-10.1%	4.5%
May	144	7,036	209	7,339	45.1%	4.3%
Jun	151	6,094	111	3,976	-26.5%	-34.8%
July	135	5,702	110	8,385	-18.6%	47.1%
Aug	139	10,960	236	10,364	69.8%	-5.5%
Sept	111	11,708	255	12,842	129.7%	9.7%
Oct	172	14,119	150	12,900	-12.8%	-8.6%
Nov	133	7,331	137	7,551	3.0%	3.0%
Dec	83	3,063	88	3,155	6.0%	3.3%
Total	1,477	88,155	1,766	91,053	19.6%	3.3%

As shown above the Public Education personnel conducted 1,766 classes and demonstrations in 2014 to approximately 91,053 participants. This was an increase in classes and demonstrations of 19.6% and an increase in participants of 3.3%. Overall the productivity of the Public Education personnel is excellent and shows a strong fire prevention effort in DeKalb County.

Recommendation:

Maintain the current staffing levels in Public Education.

(3) Analysis of Staffing Levels in the Administrative Division.

The Chief of Staff leads this Division. The Administrative functions include human resources, fiscal, public information, payroll, internal affairs and Arson. The following table illustrates the staffing of the Administrative Division.

Administrative Staffing

Unit	Chief of Staff	Captain	Supervisor	Detective	Clerk	Total
Admin	1					1
Fiscal			1		2	3
Public Information		1				1
Payroll			1		3	4
Internal Affairs				1		1
Arson		1		4		5
Total	1	2	2	5	5	15

As shown above, there are 15 personnel assigned to staff the Administrative function of the DCFD.

(3.1) Fiscal

The Fiscal unit is lead by the Fiscal Officer. This unit ensures the fiscal integrity of the DeKalb County Fire Rescue Department and provides reports to ensure fiscal transparency

- Budget Preparation
- Grant Preparation and Management
- Procurement Services
- P-Card Issuance
- Travel and travel re-imbursement

Based on the roles and responsibilities of the unit the staffing appears to be appropriate, but the span of control is light at 1:2.

Recommendation:

Maintain the current staffing levels in the Fiscal Unit.

(3.2) Payroll

Payroll is led by a supervisor and has three (3) payroll clerks, each responsible for one of the three fire shifts and a percentage of 40-hour personnel. The unit is responsible for ensuring the accuracy of payroll records, processing and ensuring compliance with Workman's compensation, FMLA and FLSA overtime regulations. Personnel also enter all status changes for personnel and payroll purposes as well as open enrollment and benefit administration for DCFR.

Best practices indicate that a payroll clerk can effectively process 250 employee payroll records in a pay period. The current staffing levels for payroll allow for appropriate work levels and ensure there is room to expand personnel numbers without the need for additional payroll personnel.

Similar to Fiscal, the Payroll span of control is light at 1:3 for the supervisor. To improve the span of control and ensure appropriate supervisory responsibility, the project team recommends the elimination of the supervisor position in payroll and having the payroll clerks report to the Fiscal Officer as part of the Fiscal chain of command. This will bring the span of control for the Fiscal Officer to 1:5, which is a more appropriate supervisory span of control.

Recommendation:

Eliminate the Supervisor position in the Payroll Unit and have Payroll Clerks report to the Fiscal Officer to improve the supervisory span of control.

(3.3) Public Information and Relations

The Public Information and Relations function is staffed with a single Captain. This office handles media relations at emergency scenes, prepares press releases,

develops marketing material for Departmental events and develops proactive public service announcements and messaging.

As this is a single function position which does require the skills associated with having a sworn member at the Captain level staff the assignment, the project team is recommending staffing the public information function with a civilian media relations officer and assigning the position under the supervision of the Public Education Captain. There are many overlaps in the information and scope of services between public education and public relations and having a single supervisory oversight of these areas will improve the coordination and dissemination of proactive messages from DCFR to the public.

Recommendation:

Eliminate the Public Information Captain position and staff the function with a civilian media relation's employee that reports to the Public Education Captain.

(3.4) Internal Affairs and Arson.

The Internal Affairs and Arson Unit is led by a Captain and staffed with five (5) Detectives. The personnel in the unit are cross-trained sworn peace officers with four (4) detectives being assigned to fire investigations and one (1) detective assigned to handle the investigation of internal affairs complaints. The unit responded to 380 call outs in 2013 to investigate a fire, which was considered suspicious, which resulted in 140 arson cases being worked. This equates to an average annual investigative caseload of 95 cases as lead investigator or a caseload of approximately 8 cases per month as the lead investigator for a suspicious fire, which is appropriate.

Recommendation:

Continue to monitor the workload for the Arson unit to ensure detectives maintain an average monthly caseload of 8- 10 cases per month.

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The following table summarizes the recommended changes in staffing made in this chapter of the report.

Unit / Function	Positions	Positions Additions	Position Reductions
Operations Division	Firefighter	6 at \$69,066 each = \$414,396	
Operations	Cost Avoidance Firefighter		48 at \$69,066 each = \$3,315,168
Administration	Captain		1 at \$87,192
Administration	Supervisor		1 at \$82,270
Administration	Media Relations	1 at \$77,616	

2. ANALYSIS OF MANAGEMENT.

This section provides an assessment of the overall management of the DeKalb County Fire Rescue Department and will highlight several items. The most critical area facing management in the Department is the high attrition rate and ability to bring staffing levels of Operations personnel to authorized levels. In order to achieve this, the Department is embarking on hiring 100 firefighters each year over the next three years. Fortunately the staffing levels recommended by the report will allow this number to be reduced while still achieving staffing levels, but with an attrition rate of nearly 50 sworn personnel annually effective recruiting and hiring will continue to be a major focus for DCFR.

(1) The Overall Attrition Rate of Sworn Employees Significantly Impacts Department Operations.

As shown earlier in the report, the annual attrition rate of just over 9% is higher than what is considered appropriate for an organization. The DeKalb Fire Rescue

Department should work to maintain attrition rates at 6% or lower annually. The number of vacant positions as of October 2014 are listed in the following table.

Position	General Fund	Fire Fund
Fire & Rescue Battalion Chief (28 D/Cyl)		1
Fire & Rescue Assistant Chief (28 D/Cyl)	1	2
Fire Apparatus Operator		1
Fire Apparatus Operator (28 D/Cyl)		27
Fire Captain (28 D/Cyl)	2	2
Fire Medic I	2	
Fire Medic I (28 D/Cyl)	15	1
Fire Medic II	2	
Fire Medic II (28 D/Cyl)	4	
Firefighter II (28 D/Cyl)		7
Firefighter I / EMT-I (28 D/Cyl)		
Firefighter II / EMT-I (28 D/Cyl)	3	1
Firefighter III / EMT-I (28 D/Cyl)	5	
Firemedic Apparatus Operator		
Firemedic Apparatus Operator (28 D/Cyl)	4	2
Paramedic Senior		
Rescue Captain	3	
Rescue Captain (28 D/Cyl)	2	
Administrative Assistant I		1
Fire Equipment Repair Technician		2
Fire Inspector I		1
Fire Investigator Supervisor		1
Fire Investigator II		1
Fire Investigator III		1
Fire Inspections Supervisor		1
Fire & Rescue Captain		1
Total	43	53

One of the reasons for the high number of vacancies is the current attrition rate DCFD has experienced over the last several years. As discussed earlier in this report since 2012 an average of approximately 49 sworn employees have separated from DCFR annually, which is an annual attrition rate of 9.1%. At this attrition, DCFR has had

to embark on an annually hiring goal of 100 firefighters to ensure they can train enough personnel to fill vacancies occurring through attrition and return the staffing levels to authorized budget levels. It takes over a year to complete the basic training program and become a functioning Firefighter on emergency apparatus. The process of training a new employee takes significant organizational resources to recruit, hire and train the new employees as well as assimilating them into the Department operational philosophy.

An additional aspect of a large number of new employees is that it becomes increasingly difficult to provide a high level of consistent quality service with large numbers of new Firefighters as they must assimilate and become part of the firefighting and emergency medical response team, fully learning and functioning as a integral part of the emergency response system. These firefighters require a greater amount of supervision by Captains and senior fire personnel to ensure they operate safely at emergency scenes and do not engage in activities that put themselves, the public or fellow responders in a dangerous situation.

(2) DCFR Should Develop a Company Inspection Program.

During interviews with Fire Prevention personnel it became clear that DCFR understands the importance of a well-developed fire inspection program. Currently the number of fire inspectors is adequate to ensure that State mandated inspections and inspections of high risk occupancies is occurring on an annual basis, but it is not possible for these personnel to conduct routine and ongoing inspections of other commercial occupancies in the County.

The current occupancy inspection program does not have a schedule for businesses outside those special risk occupancies identified above. According to the Fire Marshal, the majority of low and moderate risk businesses are not inspected according to the currently adopted inspection schedule, which is based on occupancy type or risk. The backlog in inspections is largely due to the fact that while companies are checking Knox Boxes, they are not conducting company inspections while onsite.

Shift personnel are currently not utilized to inspect moderate risk occupancies, which is a common method for inspecting businesses by most fire departments. These inspections serve several purposes including: building familiarization, pre-fire planning, training, identification of fire code violations, and public relations. If serious fire code violations are discovered those are sent to the Fire Prevention Inspector for follow-up. These company inspections should occur in the first due response area to ensure personnel remain available for immediate response and are most familiar with occupancies in their immediate response district.

These company inspections will also provide DeKalb County Fire Rescue personnel the opportunity to perform pre-fire planning activities on commercial occupancies in the County and use those plans as learning tools during training sessions to ensure all personnel understand the risks present and the plan for addressing emergencies at these locations.

A self-inspection program for small, lower risk occupancies is another program that can be developed to reduce the workload on prevention and line staff. When administered properly, these programs are an effective way to address inspecting small businesses.

Recommendations:

Formalize and schedule company inspections on a regular basis.

Consider establishing a self-inspection program for small, B-type occupancies.

(3) DCFR Should Develop a Formalized Facility Maintenance Plan.

During interviews with personnel the subject of inadequate facility maintenance was often raised as a high concern for the Fire Rescue Department. In order to examine the validity of these concerns the project team conducted a site visit of each fire station to evaluate the overall station condition and note any improvement opportunities required. Overall the inspections revealed that most stations have issues that need to be addressed.

The following table is intended to provide an brief overview of the issues found at each of the fire stations currently in service in DeKalb County.

Facility	Station Condition	Accessibility	Performance	Safety	Apparatus	Additional Notes
Station 1	The station is in overall good condition. The building has some cracks in the walls and deteriorating tiles. The air condition and heat units are functional, but need constant maintenance.	There are no issues identified concerning the accessibility of the station. The station has adequate emergency information for the public to utilize.	The station has established turnout times at 60 seconds medical / 90 seconds fire and the company officer monitors the performance against the standards.	The ventilation system in the apparatus bay is in need of repairs and the neederman does not work properly. The station does not have carbon monoxide detectors or a decontamination room.	The apparatus area is adequate. Additional storage space is need for protective gear. The station does not have an extractor for washing protective gear. The gear is washed as needed and inspected once a month.	The station wants additional protective/turnout gear on site.
Station 2	The station exhibits visible water damage throughout building. Ceiling tiles are cracking and falling. Additionally the ceiling pieces are falling over the stove in the kitchen area. The roofing shingles are in need of repairs.	There are no issues identified concerning the accessibility of the station. The station has adequate emergency information for the public to utilize.	The station has established turnout times and the company officer monitors the performance against the standards.	The ventilation system in the apparatus bay is in need of repairs and only one of the ventilations is operating. The station does not have carbon monoxide detectors or a decontamination room.	The apparatus storage and area is adequate. The station does not have an extractor for washing protective gear. The gear is washed as needed and inspected regularly.	
Station 4	The station is in overall fair condition. The building is in need of maintenance for mold and severe leaks.	There are no issues identified concerning the accessibility of the station. The station has adequate emergency information for the public to utilize.	The station has established turnout times and the company officer monitors the performance against the standards utilizing the apparatus monitoring system.	The ventilation system in the apparatus bay is need of repairs to the tubing. The bay heaters do not work properly. The station has carbon monoxide detectors and does not have a decontamination room.	The apparatus storage and area is adequate. The station has an extractor for washing protective gear. The gear is washed as needed and inspected once a month.	

Facility	Station Condition	Accessibility	Performance	Safety	Apparatus	Additional Notes
Station 5	The station overall condition is fair and needs remodeling. There are major cracks and erosion occurring in floors of the bay area. Throughout the building there are cracks, leaks and mold. The windows are not properly sealed. There is not an adequate space for female personnel.	There are no issues identified concerning the accessibility of the station. The station has adequate emergency information for the public to utilize.	The station has established turnout times and the company officer monitors the performance times with the MDT system.	The ventilation system in the apparatus bay is in need of repairs. The station does not have carbon monoxide detectors or a decontamination room. The building has pest infestations of rodents and spiders.	The apparatus storage and area is adequate. The station does not have an extractor for washing protective gear. The gear is washed as needed and inspected once a month.	The station is very old (1954). Speed bumps added to entrance of bay area, allow for water to flow under bumps and erode the foundation. Facilities came and painted over black mold. Carpet is very old and dirty. The communication speakers don't work in the dorm.
Station 6	The station overall condition is fair. There are major cracks in the walls of the bay area. Throughout the building there are leaks that need to be repaired.	The driveway of the station exhibits a large sinkhole and cracks in pavement. The station has adequate emergency information for the public to utilize.	The station has established turnout times and the company officer monitors the performance against the standards.	The ventilation system in the apparatus bay is in need of repairs. The neederman is not functional. The station does not have carbon monoxide detectors or a decontamination room.	The apparatus storage and area is adequate. The station has an extractor for washing protective gear. The gear is washed as needed and inspected once a month.	

Facility	Station Condition	Accessibility	Performance	Safety	Apparatus	Additional Notes
Station 7	The station is in overall poor condition. The building is in need of maintenance for foundation issues, cracks, leaks and mold. The male and female personnel share all living quarters. The light fixtures need proper securing and maintenance.	The pavement of the station exhibits hole and cracks in pavement. The station has adequate emergency information for the public to utilize.	The station has established turnout times and the company officer monitors the performance against the standards utilizing the apparatus monitoring system.	The ventilation system in the apparatus bay is in need of repairs. The neederman is not functional and there is not an air purifier. The station does not have carbon monoxide detectors or a decontamination room. The building has pest infestations of rodents and spiders.	The apparatus storage and area is adequate. The station does not have an extractor for washing protective gear. The gear is washed every 6 months as needed and inspected once a month.	
Station 8	The station is in overall good condition. The bathroom has one urinal that overflows and needs maintenance.	The driveway of the station needs to be repaved. The driveway and signs need to be more visible inform drivers to not block the driveway. The station has adequate emergency information for the public to utilize.	The station has established turnout times and the company officer monitors the performance against the standards.	The ventilation system in the apparatus bay is in need of repairs. The station does not have carbon monoxide detectors or a decontamination room.	The apparatus storage and area is adequate. The station has an extractor for washing protective gear. The gear is washed at least every 6 months or as needed and inspected on a regular basis.	

Facility	Station Condition	Accessibility	Performance	Safety	Apparatus	Additional Notes
Station 9	The station is in overall poor condition. The building has missing and loose exterior bricks. The building has severe leaks and mold. Additionally the gutters are in need of repairs. The air conditioner and heating units are in need of maintenance. The kitchen area is in need of repairs. The bathroom locks are in need of replacing.	The rear entrance of the station exhibits hole and cracks in pavement. The parking lot floods during a rainy day due to the drainage system not properly working. The station has adequate emergency information for the public to utilize.	The station has established turnout times and the Battalion Chief monitors the performance times.	The ventilation system in the apparatus bay is in need of repairs. The station does not have decontamination room or carbon monoxide detectors. The station has smoke detectors, however some areas of the station are missing smoke detectors. The building had recent pest infestations of rodents and scabies. Need to new mattresses after scabies infestation.	The apparatus storage and area is adequate. The station does not have an extractor for washing protective gear. The gear is washed at least every 6 months or as needed and inspected once a month.	Air tank is down.
Station 10	The station is in overall good condition. The water pressure in women's bathroom is very low and the plumbing system has hot water flowing through the toilets.	There are no issues identified concerning the accessibility of the station. The station has adequate emergency information for the public to utilize.	The station has established turnout times and the company officer monitors the performance against the standards.	The station does not have a neederman or an air purifier. The station does not have carbon monoxide detectors or a decontamination room.	The apparatus storage and area is adequate. The station has an extractor for washing protective gear. The gear is not washed as needed and not every 6 months. The gear is inspected once a month.	

Facility	Station Condition	Accessibility	Performance	Safety	Apparatus	Additional Notes
Station 11	Throughout the building there are leaks and mold. There is not a separate female shower area. The air condition units and ventilation are in some repairs.	There are no issues identified concerning the accessibility of the station. The station has adequate emergency information for the public to utilize.	The station has established turnout time at 60 seconds and the company officer monitors the performance times by utilizing the computer recording function.	The ventilation system in the apparatus bay is in need of repairs. The air purifier works part of the time. The station does not have decontamination room or carbon monoxide detectors. The building has a season pest infestations of centipedes.	The apparatus storage and area is inadequate, the reserve engine does. The main drain in the bay areas consistently gets clogged. The station does not have an extractor for washing protective gear. The gear is washed as needed and inspected once a month.	
Station 12	The living quarters needs additional insulation. There is not a separate female locker room. The air condition units and ventilation are in some repairs.	The driveway pavement exhibits sinkholes. The emergency public information sign needs to be updated and the telephone is damaged, but damaged.	The station has established turnout times and conducts performance reviews.	The station has a ventilation system in the apparatus bay that is not being utilized. The station does not have carbon monoxide detectors or a decontamination room.	The apparatus storage and area is adequate. The station does not have an extractor for washing protective gear. The gear is washed as needed and inspected regularly.	Computer systems are old and slow. "Actual turnout times are skewed, the new MBT system is not accurate".

Facility	Station Condition	Accessibility	Performance	Safety	Apparatus	Additional Notes
Station 13	The station is in overall fair condition. The building is in need of maintenance for leaks and mold. There is a significant leak over the electrical boxes and loose wires in the office ceiling. The station has a back-up generator that is not operational. The male and female personnel share all living quarters. The mattresses are in need of replacing.	The driveway pavement exhibits many cracks. The station has adequate emergency information for the public to utilize.	The station has established turnout times, but does not monitor the performance against the standards by utilizing a call response timer.	The ventilation system in the apparatus bay is in need of repairs due to the neederman is not functioning properly. The station does not have decontamination room or carbon monoxide detectors. The dormitory exhibits a pest infestation.	The apparatus storage and area is adequate. The station does not have an extractor for washing protective gear. The gear is washed as needed and inspected regularly.	security concerns, fence not tall enough.
Station 14	The station is in overall fairly poor condition. The station is in need of major repairs to the leaking ceiling in a majority of the building and areas that exhibit water damage or mold. The lights fixtures in the kitchen are not are falling. Foundation is moving and sinking in some areas. There is not a separate female shower area.	The pavement is in need of repairs. There are major uneven bumps in the pavement that cause the vehicle to hit the ceiling when moving. The second bathroom is small and almost inaccessible.	The station has established turnout times, but does not monitor the performance against the standards.	The ventilation system in the apparatus bay is in need of repairs. Exhaust fumes vent in to the dorm and day room. The water system is contaminated. The station does not have decontamination room or carbon monoxide detectors.	The apparatus storage and area is adequate. The frame around the apparatus door is rotting. The station does not have an extractor for washing protective gear. The gear is washed as needed or after a fire call and inspected once a month.	The mattresses are old

Facility	Station Condition	Accessibility	Performance	Safety	Apparatus	Additional Notes
Station 15	The station is in overall fair condition. The building is in need of maintenance for leaks and mold. There is not a separate bathroom for female personnel due to the size of the station. The bathrooms sinks and urinals need repairs. Additionally the station has a large drainage issue.	The pavement exhibits a sinkhole in the station apron. The station has adequate emergency information for the public to utilize.	The station has established turnout times and the company officer uses the monitoring system that tracks the engines that are in route.	The ventilation system in the apparatus bay is in need of repairs, the neederman and air purifier are not functional. The station does not have decontamination room or carbon monoxide detectors.	The apparatus storage and area is adequate. The station does not have an extractor for washing protective gear. The gear is washed at least every 6 months and inspected on a regular basis.	Computers and phone need to be updated.
Station 16	The station is in overall fair condition. The building is in need of maintenance for cracks, leaks and mold. The showers need large repairs. There are not separate areas for female personnel. The kitchen area is need of repairs. Need additional lockers for the personnel. Furniture and mattresses need to be replaced. Phone lines for the station are not operational.	There are no issues identified concerning the accessibility of the station. The station has adequate emergency information for the public to utilize.	The station has established turnout time at 60 seconds and the company officer monitors the performance against the standards.	The ventilation system in the apparatus bay is in need of repairs, the neederman functions properly for truck, but not fro the engine. The station does not have decontamination room or carbon monoxide detectors. The station exhibits a pest infestation of snakes, roaches, rodents and bees, due to the lot next to the building was not maintained properly.	The apparatus storage and area is adequate. The station does not have an extractor for washing protective gear. The dryer in not connected properly. The gear is washed at least every 6 months or as needed and inspected once a month.	Requested security fence, parking lot break ins.

Facility	Station Condition	Accessibility	Performance	Safety	Apparatus	Additional Notes
Station 17	Generally the station is in good condition. The dormitory needs to be repaired for leaks in the ceiling. Some repairs are needed to showers and kitchen stove.	There are no issues identified concerning the accessibility of the station. The station has adequate emergency information for the public to utilize.	The station has established turnout times, but the company officer monitors the performance times from the truck monitors.	The station does not have decontamination room or carbon monoxide detectors. The station bell does not work properly and does not always alert personnel.	The apparatus storage and area is adequate. The station does not have an extractor for washing protective gear. The gear is washed as needed and inspected once a month.	
Station 18	The station is in overall fair condition. The building displays cracks along the floors. All but one showers unit is broken and the shower area exhibits signs of rotting. The kitchen is in need of repairs.	The station rear parking lot exhibits uneven pavement and sinkholes. There is no safe zone information available outside for the public.	The station has established turnout times and conducts performance reviews.	The ventilation system in the apparatus bay is in need of repairs. Engine exhaust fumes are able get in to the building ventilation. The station does not have carbon monoxide detectors or a decontamination room.	The apparatus storage and area is adequate. The station does not have an extractor for washing protective gear. The linens of the gear are washed at least every 6 months and the gear is inspected once a month.	The process for a work order is long and do not always get accepted. The firemen must still maintain the station without the necessary repairs.

Facility	Station Condition	Accessibility	Performance	Safety	Apparatus	Additional Notes
Station 19	The station is in overall fair condition. The building displays cracks along the floors. Currently there is mold and one leak in the building. There is not an adequate space for female personnel.	The pavement exhibits sinkholes and repairs are schedule to fix this issue. The station has adequate emergency information for the public to utilize.	The station has established turnout times and the company officer monitors the performance times via the CAD system.	The ventilation system in the apparatus bay is in need of repairs. Exhaust fumes are able get in to the dormitory room and community room. The station does not have decontamination room or carbon monoxide detectors. The building exhibits a pest infestation of millipedes in the spring and summer. Need to new mattresses after infestation.	The apparatus storage and area is adequate. Additional space is need for equipment storage. The station does not have an extractor for washing protective gear. The gear is washed as needed and inspected once a month.	Air tank is down
Station 20	The station is in overall fair condition. The building is in need of maintenance for cracks, foundation issues, leaks, mold. There is not a separate dormitory for female personnel. The kitchen area is need of repairs.	The sidewalk exhibits a large cracks. The station has adequate emergency information for the public to utilize.	The station has established turnout times and the company officer uses the monitoring system that tracks the engines that are in route.	The ventilation system in the apparatus bay is in need of repairs, the neederman and air purifier are not functional. The station does not have decontamination room or carbon monoxide detectors. The bathroom exhibits a pest infestation of bugs.	The apparatus storage and area is adequate. The bay doors are in need of maintenance. The bay exhibits sewage back up. The station does not have an extractor for washing protective gear. The washer is in need of repairs. The gear is washed at least every 6 months and inspected once a month.	

Facility	Station Condition	Accessibility	Performance	Safety	Apparatus	Additional Notes
Station 21	The station is in overall good condition. The building displays some cracks along the floors. The roof of the building leaks during incidents of heavy rain.	There are no issues identified concerning the accessibility of the station. The station has adequate emergency information for the public to utilize.	The station has established turnout times and the company officer monitors the performance against the standards.	The ventilation system in the apparatus bay is in need of repairs. The station does not have decontamination room or carbon monoxide detectors.	The apparatus storage and area is adequate. Two addition swat vehicles are stored at the station. There is no extractor for washing protective gear. The gear is washed as needed and inspected once a month.	
Station 22	Throughout the building there are leaks and mold. There is not a separate female shower area. The air condition and heater units are in need of replacing. The station needs new furniture and mattresses. The speakers and radio require maintenance.	There are no issues identified concerning the accessibility of the station. The station has adequate emergency information for the public to utilize.	The station has established turnout times and the company officer ensures fire fighters are properly protected at the arrival at an incident.	The ventilation system in the apparatus bay is in need of repairs. The station does not have carbon monoxide detectors or a decontamination room.	The apparatus storage and area is adequate. The station does not have an extractor for washing protective gear. The gear is washed as needed and inspected once a month or after major fires calls.	

Facility	Station Condition	Accessibility	Performance	Safety	Apparatus	Additional Notes
Station 23	The station is in overall poor condition. The station is in need of major repairs to the leaking ceiling in a majority of the building and areas that exhibit water damage. The ceiling in the dormitory was removed due to water damage. The dormitory and the shower area exhibit mold. The windows need proper sealing and the showers floors have cracks and holes. A large portion of furniture is old and in need of replacement.	The pavement exhibits expanding sinkholes. The parking lot floods during a rainy day due to the drainage system not properly working. The station has adequate emergency information for the public to utilize.	The station has established turnout times and the company officer monitors the performance against the standards.	The ventilation system in the apparatus bay is in need of repairs and only one of the ventilations is operating. The station does not have carbon monoxide detectors or a decontamination room. In the dorm there are exposed electrical receptacles.	The apparatus storage and area is adequate. The station does not have an extractor for washing protective gear. The gear is washed as needed and inspected once a month or after major fires calls.	The apparatus doors are old and slow. The alarm at the station is a old large bell, a new tone alarm would be less stressful for handling emergency situations.

Facility	Station Condition	Accessibility	Performance	Safety	Apparatus	Additional Notes
Station 24	The station is in overall fair condition. The building has severe mold. There is only one functional shower. The air condition system malfunctions on a regular basis.	The pavement exhibits a sinkhole. The station has adequate emergency information for the public to utilize.	The station has established turnout time at 60 seconds and the company officer monitors the performance against the standards.	The ventilation system in the apparatus bay is in need of repairs. The neederman is not functional and air purifier is not consistently functional. The station does not have carbon monoxide detectors or a decontamination room. In the dormitory there are exposed electrical receptacles. The building exhibits a pest infestation of flies nested in the shower area.	The apparatus storage and area is adequate. The bay doors are causing the springs to break from constant use. The station does not have an extractor for washing protective gear. The washer is in need of repairs, currently personnel take washable clothing to a public Laundromat. The gear is washed not able to be washed every 6 month, though is inspected once a month.	Burglary issues, partial fence was installed recently.
Station 25	The station is in overall poor condition. The building has severe leaks and mold. The air conditioner and heating units are in need of maintenance. Additionally the air filters are old and in need of replacing. The kitchen area is in need of repairs.	There are no issues identified concerning the accessibility of the station. The station has adequate emergency information for the public to utilize.	The station has established turnout times and the company officer monitors the performance against the standards.	The ventilation system in the apparatus bay is in need of repairs. Exhaust fumes are able get in to the dormitory room and community room. The station does not have decontamination room or carbon monoxide detectors. The building exhibits a pest infestation of spiders.	The apparatus storage and area is adequate. The station does not have an extractor for washing protective gear. The gear is washed as needed and inspected once a month.	The stations radio and speaker are in need of repairs.

Facility	Station Condition	Accessibility	Performance	Safety	Apparatus	Additional Notes
Station 26	The station is in overall good condition. The community room needs replacement furniture. There are leaks in the building from the clogged gutter that need cleaning.	There are no issues identified concerning the accessibility of the station. The station has adequate emergency information for the public to utilize.	The station has established turnout time at 60 seconds and the company officer monitors the performance against the standards utilizing the apparatus monitoring system.	The ventilation system in the apparatus bay. The station has carbon monoxide detectors and does not have a decontamination room. The station personnel do not have the entry code to the electrical room.	The apparatus storage and area is adequate. The bay doors do not close properly and are left slightly open. The station does not have an extractor for washing protective gear. The gear is washed every 2 months and inspected once a month.	facilities has the door code to the electrical room, it was recently changed by facilities.

Facility	Station Condition	Accessibility	Performance	Safety	Apparatus	Additional Notes
Overall	Majority of the stations have major issues with leaks, molding and cracks. A lot of stations have ceilings falling out. Most stations needed the kitchen area, stove and counters repaired. A majority of stations need A/C and heating units repaired/replaced. Some stations don't have separate living quarters for female personnel while some stations have only 1 shared areas (dormitory, showers or bathroom). Some stations need new mattress and/or furniture.	Some stations have no issues, while some stations have sinkholes and cracks. Only a few need the public emergency information updated.	Not a main concern and a majority of stations are compliant.	Most ventilation systems are in need of repairs. A few stations have carbon monoxide detectors. None of the stations have a decontamination room. Less than half of the stations have or had a pest infestation.	A majority of the stations apparatus storage and area are adequate. Some stations need repairs to their bay doors. A few stations had an extractor and a few stations has washers that need to be repaired. Most stations washed their protective gear at least every 6 months as needed and inspected once a month.	

Recommendation:

DeKalb County should adopt a formal facility maintenance program which requires the period inspection of all fire facilities and procedures for the timely repair of reported deficiencies.

3. ANALYSIS OF THE ORGANIZATIONAL STRUCTURE.

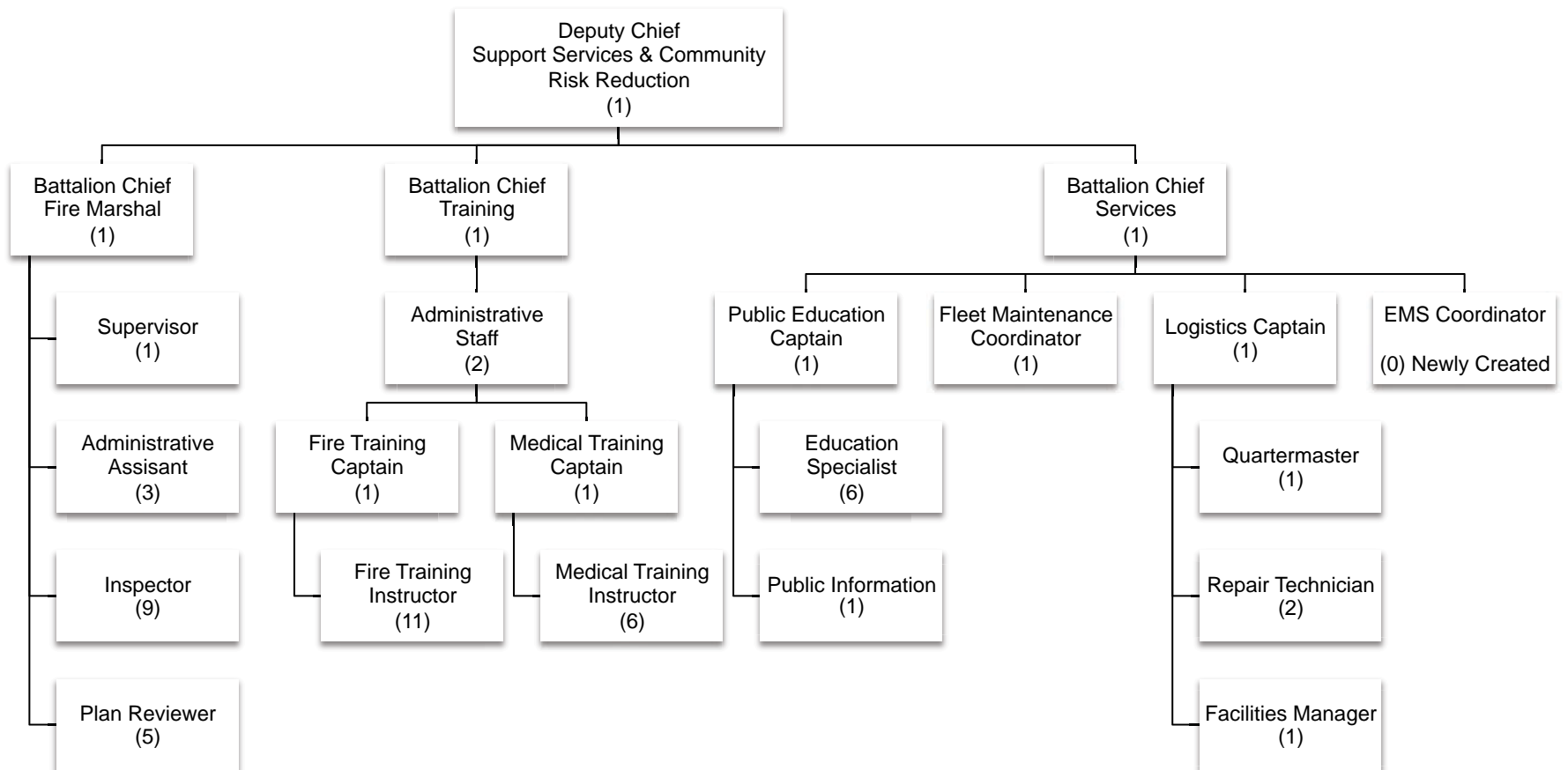
This section provides revised organizational charts for each of the three Divisions based on the staffing recommendations made earlier in this report. There are always several staffing and reporting options that are viable and these charts provide the recommendations of the project team.

(1) Operations Division.

There are no recommended changes to the organization of the Operations Division.

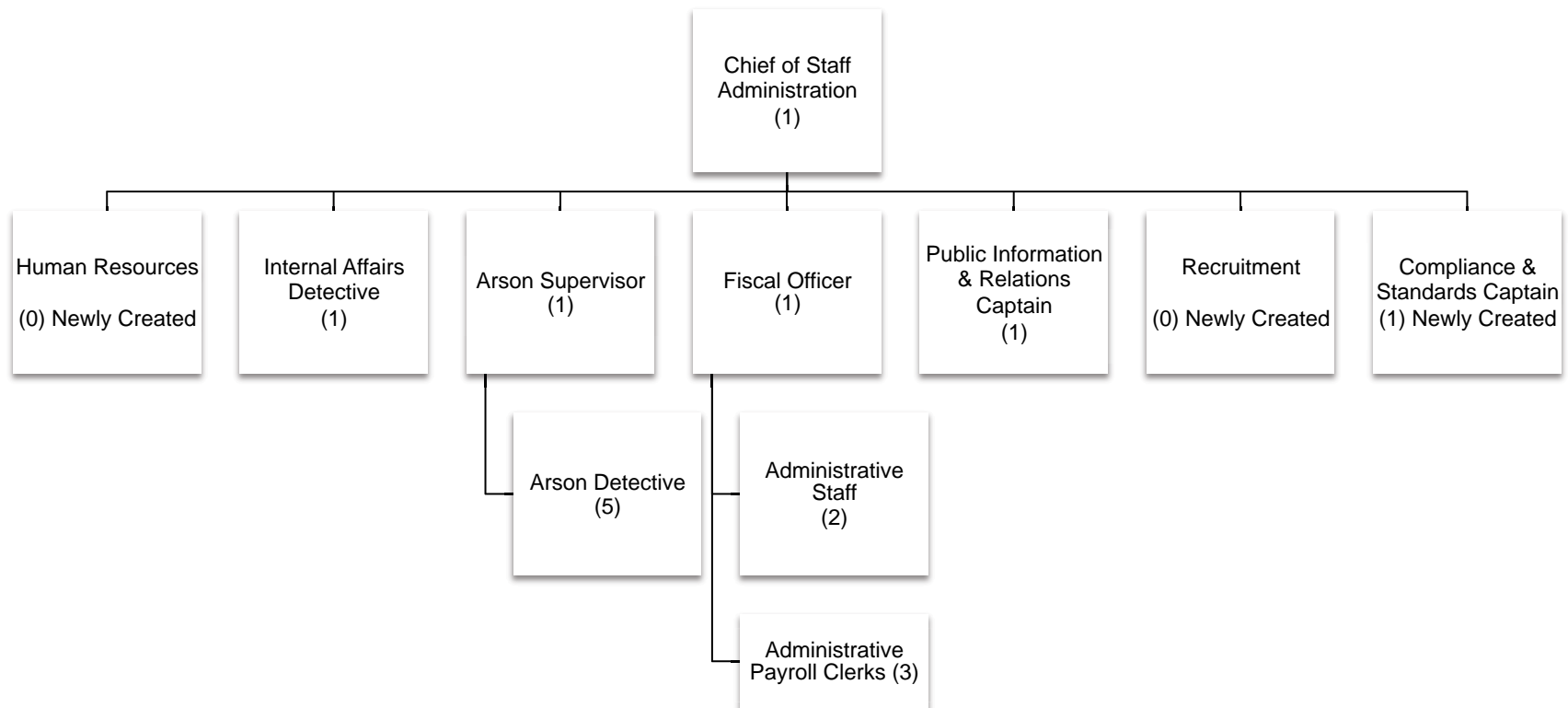
(2) Support Services Division.

The recommended revised organizational structure for the Support Services and Community Risk Reduction is shown on the following page and includes the recommendation to add a civilian public information (media relations) position, which is relocated from the Administrative Division.



(3) Administration Division.

The revised organization chart for Administration is shown below and reflects the of one supervisor position in payroll and moving the payroll clerks under the direction of the Fiscal Manager.



1-3 ANALYSIS OF THE EMERGENCY 911 CENTER

This chapter of the report provides the project team's evaluation of the overall staffing, management and organization of the Emergency 911 Center, which is responsible for providing telephone and dispatch services to the County of DeKalb. The department provides services that include: receive emergency and non-emergency 911 calls and provide dispatch for EMS, fire, police, animal control and school resource.

1. ANALYSIS OF STAFFING LEVELS

The DeKalb County Emergency 911 Center has a total authorized staffing allocation of 213 full-time and 4 Part-time employees. The following table illustrates the authorized staffing by position in the Center:

Position	FTE
E911 Director	1
E911 Deputy Director	1
Watch Commander	4
Supervisors	24
Training Specialists	2
Senior Operators	28
Operators	138
IS System Support Manager	2
IS System Support Administrator	2
IS Field Specialist (Senior)	1
IS Field Specialist	2
CAD Analyst	3
Telecom Analyst	3
Administrative Coordinator	1
Administrative Assistant	1
Total	213

2. STAFFING MODELS USE NUMEROUS VARIABLES TO DRIVE OVERALL CALL TAKER AND DISPATCHER STAFFING REQUIREMENTS.

Developing an appropriate staffing model for an emergency dispatch operation is not only critical to ensuring effective service to the end user (i.e. emergency caller), but

to operate in the most efficient manner possible, by right-sizing both the staff and the necessary infrastructure to support these staff. The Matrix Consulting Group has reviewed and used a variety of dispatcher staffing models over the last several years. Indeed, as new information becomes available, these models are selectively modified to enhance their ability to assess necessary staffing in a dispatch environment. Because of the importance in accurately predicting staffing requirements, the Matrix Consulting Group used a variety of models to evaluate the Calltaker and Dispatch staffing requirements for the Emergency 911 Center. These will be described subsequently. The sub-section below deals with staff availability – a variable important in all staffing models.

(1) Net Dispatcher Availability Is Calculated at 1,744 Hours Per Year.

Whereas the table on the prior page demonstrated the number of personnel authorized to staff Emergency 911 Center staff, it does not necessarily reflect actual number of staff on-duty given both scheduled and unscheduled absenteeism. A critical workload element to determine staffing requirements is the amount of annual time available for Center personnel to perform their work. A typical employee is paid for 2,080 regular hours per year; however, these employees perform core business duties well below this figure due to scheduled and unscheduled leave, administrative requirements, etc. The following table provides the calculation of the “net availability” of dispatchers and calltakers in the DeKalb Emergency 911 Center based on data abstracted from source documents provided. The project team defines net availability as the number of hours that an emergency operator is available to perform their key roles

and responsibilities after the impact of leaves and administrative responsibilities have been subtracted from their gross 2,080 scheduled hours of work.

Leave Type and Hours Per Year

Leave Type	Ave Hrs. Per Per Year
<i>Baseline Annual Hours Available</i>	<i>2,080.0</i>
Average Vacation	-120
Average Holiday Leave	-80
Average Sick Leave	-104
Average training Leave	-16
Average Leave Admin/Other	-16
Average Annual Assignment Hours Available	1,744.00

The table above shows the “average” Telecommunicator assignment hours available for personnel in the Emergency 911 Center. The points below expand on key issues identified in the table:

- Data show that net annual assignment hours available are 1,744 hours after all leave categories have been accounted for. It is assumed the average Emergency Operator position would be available 1,744 hours per annum. This is equivalent to 83.8% of the available annual time. Net availability includes the impact of all absenteeism factors.
- Based on the project team’s experience, the current available hours fall within an appropriate range of hours typically found within most public safety agencies to include dispatch operations.

Although dispatchers are assigned over 1,700 hours per annum after leave, they are not available to perform core business work until various kinds of administrative time, per policy or otherwise, are abstracted from their assignment. Although, given staffing resources in the Emergency 911 Center actual meal and break time away from the dispatch consoles may differ from what is stated in policy, it is the project team’s opinion that such meal and break time should be offered as often as possible and thus any staffing model should subtract such time from staff availability. As a result, the

project team subtracts 172 hours from assignment availability¹² resulting in 1,570 hours net availability for each Emergency Operator position. It is important to note that using this net availability factor is an attempt to ensure all staff receives on-duty breaks and meals. This is not common practice for many dispatch agencies; however, when the project team develops any staffing model, this philosophical approach is included within all staffing numbers generated. It should also be noted that subtracting these administrative requirements results in a net availability factor within ranges typically seen by the project team. Net annual available hours from 1,500-1,700 hours per annum fall in a range considered the norm.

This net availability is a critical variable to be used throughout various staffing models.

(2) How Long an Emergency Operator Should Be Occupied with Workload Is a Function of Several Factors.

The calculation for net availability note previously essentially results in the amount of time each Emergency Operator is available to perform work. In any profession, however, no position is occupied 100% of the time. By example, most “blue-collar” professions, such as fleet mechanics, are ideally occupied 80% of the time performing direct work on vehicles. This helps ensure productivity and, in the private sector, profitability. More relevant to the public safety field, law enforcement agencies would typically strive for patrol staff to have from 45 – 50% unobligated patrol time thereby allowing them to selectively work, in this “free time,” particular community-oriented problems. This proportion of unobligated time also allows for patrol units to

¹² Two 30-minute breaks for a total of one hour per shift. Estimated 172 shifts deployed.

generally be available for relatively rapid response to community generated calls for service.

The amount of time dedicated to actual work in the public safety telecommunications field is a function of several inter-related variables. An allowance needs to be made regarding the proportion of time desirable to have a Emergency Operator actually involved in call handling, radio transmissions, keyboard entry, records research, etc. There are several reasons why direct task allocation should not be nearly 100%, including the following:

- Dispatch centers which have excessively high utilization levels tend to "burn-out" staff and consequently have high levels of employee turnover.
- Professions that require extreme concentration during work activities, such as dispatch, air traffic control, or other professions in which failure brings unacceptable risk, should have lower work utilization rates.
- Dispatch centers that have high utilization levels experience "queuing" problems in which responses to incoming telephone calls and radio transmissions are delayed because the Telecommunicator is pre-occupied with other concurrent workload.
- In dispatch centers with high utilization quality begins to suffer because Telecommunicators must cut calls and radio exchanges short, thereby impacting effectiveness, perceived customer service, and potentially safety in the field for law enforcement, fire, and emergency medical response professionals.

Based on these variables, the project team typically uses a utilization rate of 50% for Emergency Operators. This implies that Emergency 911 Center personnel will be busy performing work an average of 30 minutes per hour, or one second every two seconds of net available time. It should be noted that this utilization or "occupancy rate" is one of the primary drivers in staffing requirements, particularly for larger dispatch centers. Modifying this variable by relatively small increments can have an important impact on staffing requirements. This will be noted throughout this chapter.

The following section discusses the importance in including turnover information in staffing estimates.

(3) Average Annual Turnover Rate is Calculated at 19% Per Year.

Public safety dispatch operations suffer from one of the highest turnover rates in the public safety industry (or, for that matter, most industries). The average national turnover rate for dispatchers ranges from 17% to 18% per year. Based on information provided by the DeKalb Emergency 911 Center related to turnover over the past three years, turnover at this agency is approximately 19%. Given national averages and past history, the project team believes it is practical to develop staffing models based on historical averages.

Effective staffing models must compensate for turnover, as a sufficient number of authorized staffing levels should be approved to ensure that the actual staffing levels fielded meet staffing level requirements based on workload. This is particularly important for positions that take significant time to recruit and train and that have a reasonably high “wash-out” rate for success compared to other professions. Although authorizing positions above actual staffing needs is an important policy decision for any organization, the project team strongly recommends such factors as turnover rates be included, as budgeting and recruiting based exclusively on actual staff needs results in a workforce below that which is necessary to productively perform dispatch services. As a result, the project team includes turnover rate variables in any staffing model used.

(4) A Variety of Emergency Communication Center Staffing Models Use Some Workload Elements Indirectly; the Work They Represent is Captured in Other Fashions.

There are some relatively common workloads in the Emergency Communications profession that are generally understood, but because of various factors, they are not directly used to drive most staff modeling. These workload elements include the following:

(4.1) Case and “Run” Numbers.

Police case numbers and total fire/EMS run numbers are another method of identifying CAD entries. All case numbers have an incident number but not all incidents have a case number. For example, the vast majority of Traffic Stops (incidents) do not have a case number unless some type of recording event will occur on the part of the officer. As discussed subsequently, some of the law case numbers are community generated calls for service and others are not as they are the results of self-initiated law enforcement activities.

Total fire/EMS run numbers are the closest reflection of fire-related community generated calls for service. In conclusion, as with total incident numbers, the workloads related to these CAD entries are indirectly captured in the staffing models we utilize.

For example, DeKalb Emergency Communications had 712,846 from December 2013 – November 2014. The following table illustrates the counts of incidents by the type of agencies dispatched during the one-year period.

DeKalb Emergency Communication CAD Incident Activity

Organizations Dispatched	Total
Fire Only	7,528
Fire and Police	100,519
Fire, Police and EMS	321
Fire and EMS	42
Police Only	593,929
Police and EMS	1,558
EMS Only	8,949
Total	712,846

In closing, there are some very important workload elements that are directly captured in staff modeling. These include identification of community generated calls for service and linking the significant amount of work related thereto. Additionally, major work elements such as call volumes, radio transactions, keystroke entries, etc. are all major variables in the staff models used. The following section begins with a discussion of community generated calls for service.

(5) Workload and Data Elements Utilized in the Matrix Consulting Group Dispatcher Staffing Model.

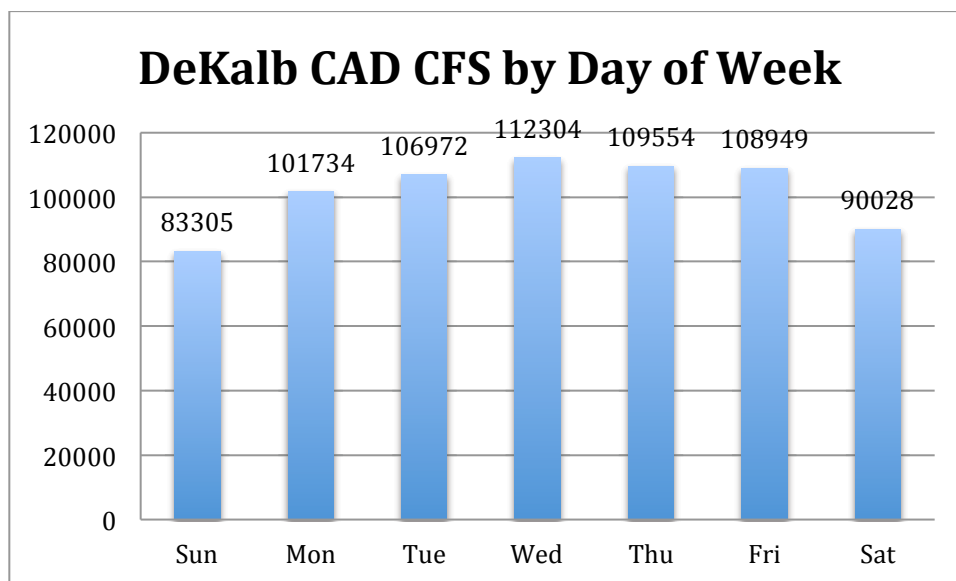
One of the primary duties, and indeed the core responsibility, of dispatcher staff is the effective handling of a community generated call for service. Community generated call for service workload can be used as a primary driver in developing a dispatcher staffing model. This workload element is foundational in deriving the total dispatcher staffing levels required based on desired services levels. These calls certainly do not represent all workload, however, such as the variety of administrative work that a dispatcher undertakes to support public safety staff in the field, radio traffic related to field unit self-initiated activities, etc. Notwithstanding this fact, community generated calls for service does reflect workload that requires a mandatory response from the dispatch agency; the community expects immediate service when it dials an E-

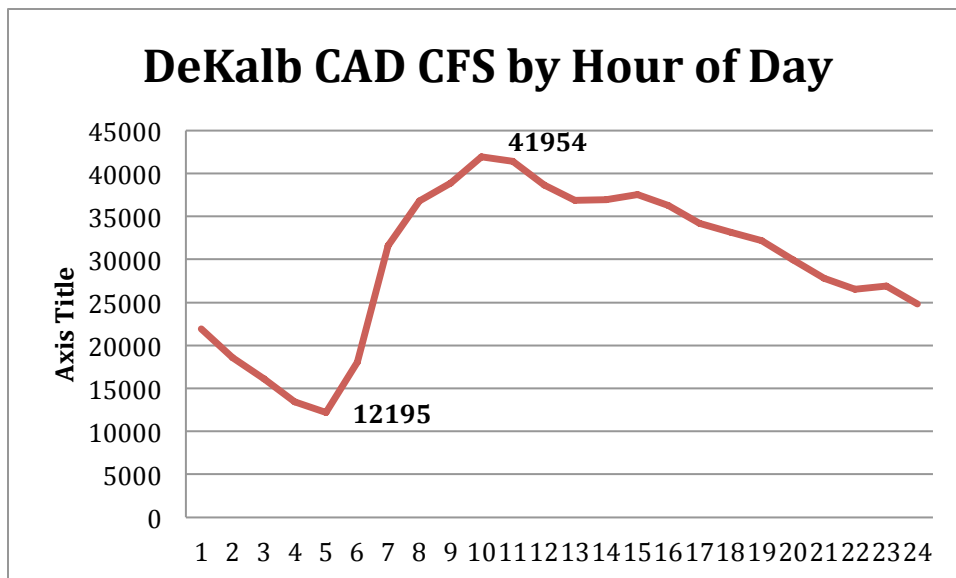
911. Whereas all other dispatcher activities are vitally important, community generated calls for service response is the primary core business of a dispatch agency.

Community Generated Calls for Service, as defined herein, represent contacts from the community, via E-911 landline, non-emergency lines or cell phones, ultimately resulting in one dispatched event regardless of the number calls reporting the event or the number of public safety units sent in response. It is critical to understand this fundamental definition in order to comprehend how future analyses are performed in this particular staffing model. Based on this definition, the following data are presented.

(5.1) Distribution of Workload in the 911 Center.

The distribution of workload in the Emergency 911 Center varies by hour of day and day of week. The following graphs illustrate the workload of the Center as it relates to police, fire and EMS calls received:



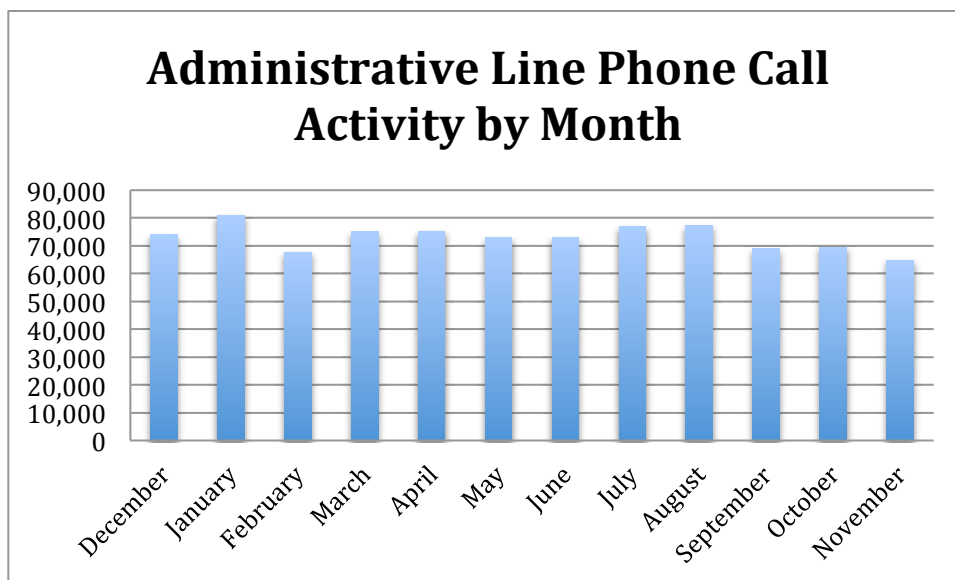
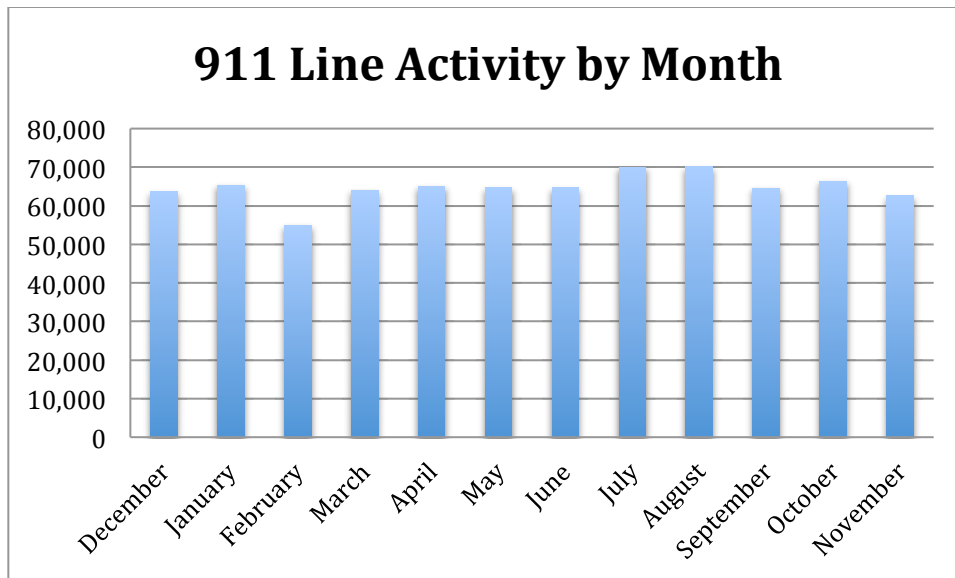


Based on the data shown in the graphs, there are several points to be made:

- Sunday, as is typical of other agencies, is the slowest calls for service day of the week; however, Saturday is slower than Thursday and Friday, which is uncommon in many public safety agencies which experience a very busy Friday and Saturday time period. Overall Wednesday is the busiest day in the Emergency 911 Center.
- Calls for service by time of day have peaks and valleys, which are generally typical with one exception: calls for service start to decline in the late morning hours, hitting the slowest period of the day between 5:00 and 6:00 a.m. and then rise quickly, peaking between 10:00 and 11:00 a.m. Generally, call volumes remain high into the later evening approaching Midnight.

There is nothing significant which would have an unusual impact on staffing and scheduling a dispatch operation. As in nearly all public safety agencies, DeKalb 911 must contend with comparatively low workloads in the early morning hours with busier times extending from the late morning into the early evening. Such workload patterns create challenges that impact both staffing levels and scheduling programs.

The fluctuations in workload can be further demonstrated by examining the incoming 911 and administrative line phone calls to the Emergency 911 Center as shown in the workload exhibit below:



As shown in the preceding graphs, call takers are in the summer months and in January. February has the lowest call activity, which is expected as it also has the fewest days.

(6) APCO Has Developed a Staffing Model Based on Major Workload Elements Performed by Dispatchers.

. In the last few years, APCO has published a staffing model as part of their Project RETAINS efforts, developed by the University of Denver Research Institute.

In effect, the APCO project RETAINS model requires several discreet data elements based on actual workloads to be effective. These include:

- Net annual staffing availability as shown earlier in this chapter.
- Average telephone busy time (call duration in seconds), from phone records. This should ideally distinguish between police and fire E-911 calls and administrative calls for service.
- Average call completion time (in minutes, this includes time for keyboard data entry, radio transmission, address verification, etc.). Average call completion time is often not accurately available. While some agencies are capable of collecting accurate radio transmission time, other dispatcher-related workload, such as records checks or keyboard data entry by staff, is most often not available.
- Average Processing Time, or APT— which is the sum of the two above bullets. What the APCO model fails to account for is the workload directly related to other activities unrelated to telephone call's workload; that is, by example, officer initiated activities and the variety of tasks associated thereto.
- Agent Occupancy Rate (AO) which reflects the proportion of time that the agency desires a dispatcher to be occupied with workload. This is, in effect the opposite of the prior model's Utilization Rate which calculates the proportion of time a dispatcher should be free of workload as opposed to busy with workload. Nevertheless, the concept is the same although the mathematics differs.

In brief, the APCO project RETAINS staffing model is a generally good methodology with a few notable exceptions, but it is data intensive to the extent that many agencies do not possess the level of detail required to properly complete the model. The Matrix Consulting Group, using the APCO model as a baseline, has made some slight revisions using major work activities captured, as well as some assumptions regarding other types of work. These are discussed in the following sub-sections.

(6.1) Total Time Spent on Calls for Service “Transactions” Are Major Workload Drivers in the Matrix Consulting Group Staffing Model.

This quantitative approach ties volumes of community generated calls for service workload with developed time standards to determine total communications center

workload and the attendant staffing needs based on net staff availability and other variables. Members of the project team have utilized this methodology for over twenty years. This process is based on the premise that there are relationships among dispatch center workloads that are reasonably constant from one dispatch agency to another. These are most often related to the following:

- The total number of telephone calls received in a dispatch center can be expressed on a community-generated call for service basis and converted to average time requirements.
- The total number of radio transmissions received in a dispatch center can be expressed on a community-generated call for service basis and converted to average time requirements.
- The total number of other workloads (e.g., data entry) handled in a dispatch center can be expressed on a community-generated call for service basis and converted to average time requirements.

These assumptions are critical because while many public safety agencies believe that counting only incidents entered into CAD and/or capturing telephone calls is an appropriate reflection of workload, few count other dispatching tasks to include radio transmissions, keyboard entries, research tasks and other administrative dispatcher activities related to providing emergency services. Our firm has converted all these activities to total minutes of workload, which are expressed on a per community-generated call-for-service basis. That is, estimates of total dispatch center workloads are converted to minutes and expressed on the basis of average minutes per community generated call for service. The time standards utilized in this study for law enforcement and fire/EMD are as follows:

- Our project team has researched that an average of 130 seconds (2.17 minutes) are allocated to process a community-generated E-911 service request (phone call) that is subsequently routed to a dispatch console. This standard incorporates the fact that multiple calls can be generated by each incident.

- Average call completion time – The average call completion time is related to dispatcher workload, is estimated at 6.73 minutes for *law enforcement* calls and includes the following time estimates.
 - Approximately 327 seconds of total radio transmissions related activity expressed on a per call for service basis – including call-related and officer self-initiated field workloads and administrative transmissions.
 - Approximately 13 seconds are allocated for records checks.
 - Approximately 64 seconds are allocated for other tasks associated with the dispatch center (e.g., administrative record-keeping, other activities).

Note that these standards represent averages – they do not represent actual workload per call. For example, it does not take 13 seconds to process a records request as some calls have more records research and others have none; however, the overall time required to process a records request averages 13 seconds per community generated call.

- Average Processing Time for dispatcher positions only – will be 6.73 minutes per call for service dispatched.
- Similar to the above law enforcement workload, *fire/EMD* time calculations reflect a total of 6.52 minutes total for community generated calls for service. This standard is slightly below law enforcement as there is typically less records-checking and other work associated with fire calls.

Using the available data methodology described herein, as well as community generated calls for service by type, net availability for dispatcher staff, utilization rates, and turnover rates, staffing baselines linked to this particular staffing model are possibilities for development. The following table reflects this staffing baseline for the 911 Center:

**911 Center – Matrix Baseline Staffing Model Based Upon Community Generated Calls for Service
(December 2013 – November 2014)**

Workload and Standards	Data Elements
Police Community Generated Calls for Service (CGCFS)	646,068
Time Standard in Minutes for CGCFS	6.73
Total Time in Minutes for CGCFS Workload	4,348,038
Radio Transmissions	1,839,522
Avg. Time per Transmission	0.0715
Total Time in Minutes for Radio Transmissions	131,526
Total Time in Minutes for Workload	4,479,563
Fire/EMD Community Generated Calls for Service	66,779
Time Standard in Minutes for CGCFS	6.52
Total Time in Minutes for CGCFS Workload	435,399
Radio Transmissions	92,854
Avg. Time per Transmission	0.071
Total Time in Minutes for Radio Transmissions	6,593
Total Time in Minutes for Workload	441,992
Grand Total Time in Minutes for Police	4,479,563
Total Hours of Workload	74,659
Net Employee Availability (hours)	1,570
Utilization Rate	50%
True Employee Availability (hours)	785
Full Time Equivalent Dispatchers required baseline using CGCFS Work	95.1
Turnover rate	19%
FTE's Baseline Police Dispatchers Required	113.2
Grand Total Time in Minutes for Fire	441,992
Total Hours of Workload	7,367
Net Employee Availability (hours)	1,570
Utilization Rate	50%
True Employee Availability (hours)	785
Full Time Equivalent Dispatchers required baseline using CGCFS Work	9.4
Turnover rate	19%
FTE's Baseline Required Fire Dispatchers Required	11.2
Total Emergency Operators to Fill Dispatch Positions	124.3

The table above reflects the baseline required number of Emergency Operators required in the DeKalb Emergency 911 Center to staff the Dispatcher functions based on the numerous variables presented previously in this chapter. The following important points should be noted:

- The full time equivalent (FTE) baseline assumes proportional workload distributions throughout a 24-hour, seven-day period are equal over the 168-hour workweek. Clearly, this is not the case as shown in the prior community-generated calls for service table by day/hour noted previously. This unequal workload distribution must be accounted for.
- The law enforcement and fire/EMD time standards of 6.73 and 6.52 minutes, respectively, do not reflect actual work performance, but the ideal work outputs in a public safety dispatch environment. These standards may not be achieved due to a variety of factors including technical limitations in radio, phone, or CAD systems; policies which dictate communication protocols (e.g. use of “10” or “12” code versus “plain English”); community expectations relative to the amount of time spent on the phone; contract stipulations with serviced entities; officers/deputies use of Mobile Data Terminals (MDT) in cruisers to conduct their own records checks, clearances, etc.; and a variety of other possibilities.
- As noted previously, the impact of the Utilization Rate can have a dramatic impact on staffing estimates.

Despite the above caveats, the Matrix staffing model provides an important framework upon which to develop staffing requirements.

Recommendation:

Authorize a total of 125 Emergency Operator positions to staff the Dispatcher functions of The DeKalb Emergency 911 Center.

(7) The Erlang C Model Recommends Staffing Levels Based on Service Responsiveness in the Dispatch Center and is Appropriate to Determine Calltaker Staffing.

A third model that can be used to estimate staffing needs is based on the work of Danish engineer Agner Erlang. Unlike the prior two models that estimate staffing based upon community generated calls for service workload standards or actual work outputs for major tasks, the Erlang model uses workload variables, but the primary driver is

related to developing staffing levels based on desired performance or “response time.” In effect, the Erlang Model is a predicted performance model that calculates the probability of a certain average wait time that a caller would experience. One of the primary criticisms of the Erlang model is that it assumes an acceptable “on-hold” time for the caller. While initially this may seem to make the Erlang model impractical for use in an E-911 PSAP environment, using national or local policy-driven standards for call answering times eliminates the shortcoming of an assumed hold time. The Erlang model uses calculations to find the amount of time it takes to answer a call based on a certain level of staffing; these times can then be compared to standards to assure performance minimums are achieved. Although the Erlang model has been traditionally used to estimate staffing needs and performance predictions for non-emergency call center operations, the input values can be manipulated such that the model is well adaptable to a PSAP.

As it relates to standards, according to the National Emergency Number Association (NENA), PSAPs should meet or exceed the minimum standard of 90% of E-911 calls answered within ten (10) seconds and 95% of E-911 calls answered within twenty 20 seconds. DeKalb County uses a standard of answering 90% of E-911 calls within ten (1)) seconds or less.

The Erlang model uses sophisticated formulae based on probability theory and Poisson Distribution¹³ that will not be replicated in this report. Rather, the table below shows the primary variables used in the model to derive a staffing outcome.

¹³ The Poisson distribution is most commonly used to model the number of random occurrences of some phenomenon in a specified unit of space or time. For example, the number of phone calls received by a telephone operator in a 10-minute period; The number of flaws in a bolt of fabric or the number of typos per page made by a secretary.

911 Center – Erlang Baseline Staffing Model Based Upon Performance Expectations

Variable	Notes	Result
Average Community Generated Calls for Service (CGCFS) Per Hour	The average number of CGCFS in any hour based upon calculated workloads.	88.6 Calls
Average Call Telephone Call Duration	The average call duration in any hour based upon calculated workloads.	119 seconds
Maximum Wait Time for Telephone Call	Using the LOCAL Standards as a baseline. Six seconds or less.	10 seconds
Probability Call Will be Answered Within Maximum Wait Time	Using LOCAL Standards as a baseline, the Matrix Consulting Group recommends achieving a 92% probability that any telephone call related to a CGCFS will be answered within 6 seconds.	90% probability
RESULTS		
<i>Average # of Fixed Post Positions Needed</i>	<i>The average number of calltaker staff needed on-site each hour to achieve the listed standards.</i>	6
<i>Average # of Calltaker Staff Needed per Hour</i>	<i>Based on prior calculations of 1,570 net hours available for each Telecommunicator, the average number of positions needed per hour to cover a fixed post.</i>	7.9
Calltakers Needed to Cover 24/7/365 Operation	To cover a 24/7/365 operation requires the number of Calltaker Staff Needed per Hour multiplied by 4.21 ¹⁴	33.5
Turnover Rate	19%	19%
Total Calltakers Needed	To ensure adequate coverage at all times	39.8
<i>Probability Any Call Will be Answered Within 6 Seconds</i>	<i>Based on the Staffing, the resulting probability a priority telephone call will be answered in 6 seconds.</i>	93.03%

The table above reflects the baseline Telecommunicator staffing required for the DeKalb County Emergency 911 Center agency based on the Erlang Model presented.

The following points summarize important information from the table:

- As in all previous models, the full time equivalent (FTE) baseline assumes proportional workload distributions throughout a 24-hour, seven-day period are equal over the 168-hour workweek. Staffing adjustments for hourly variances will need to be made.
- Recommended Erlang staffing levels are based upon telephone call answering performance expectations that exceed NENA recommended standards (ten (10) seconds or less 90% of the time).

The next section allocates calltaker staffing by hour against workload considerations.

¹⁴ 8,760 hours / 2,080 hours per Person = 4.21 persons to cover one 24/7/365 shift.

(8) Distribution of Workload Indicates a Relatively Large Range of Calltakers Are Required Dependent Upon Hour of Day.

Using the distribution of calls by hour of day and day of week as noted in the prior exhibit, a staffing allocation model can be developed that incorporates the following variables:

- Workload distribution based on community generated calls for service.
- An average time to handle each community generated call for service and associated workloads based upon the number of calls being received in the 911 Center during a typical hour.
- Total staff positions necessary based on community generated calls for service and related work.
- Total scheduled staff required based on the annual net staff availability calculation of 1,570 available hours per year.

As shown in the exhibits, the number of dispatch staff required varies considerably by hour of day and day of week, particularly with regard to the number of staff that must be scheduled to accommodate net staff availability resulting from the various leave requirements. The following is noted regarding information in the exhibits:

- Based on the exhibits, the average number of staff necessary based on workload requirements range from 1.3 FTEs (0500 hours) to 7.9 FTEs (1700 hours).
- Based on the exhibits, the average number of staff required to be scheduled ranges from 1.7 FTEs (0500 hours) to 10.5 FTEs (1700 hours).
- Despite the data, there is insufficient coverage during some hours of the workweek, specifically 2:00 a.m. to 6:00 a.m., to provide for what the project team believes is adequate minimum staffing required.

Using the information provided, the project team developed a refined staffing allocation model that provides appropriate minimum staffing coverage during most of the workweek. The following table illustrates the number of call takers required by time

of day to achieve the 92% standard in six seconds or less based on average call volume received each hour:

Call Takers Required to Meet 90% / 10 Seconds or Less Standard

Hour	Predicted Service Level	Call takers Required on Floor
0	92.82%	5
1	95.51%	5
2	91.79%	4
3	94.52%	4
4	97.15%	4
5	97.65%	4
6	91.79%	4
7	94.52%	6
8	97.15%	7
9	97.65%	7
10	91.79%	7
11	93.85%	7
12	95.68%	7
13	94.29%	7
14	95.24%	7
15	98.34%	7
16	98.51%	6
17	98.96%	6
18	99.19%	6
19	99.29%	6
20	98.39%	6
21	98.91%	6
22	99.18%	5
23	96.79%	5

As shown above, to ensure a time standard for calls being answered in 10 seconds or less 90% of the time requires between 4 and 7 call takers actively staffing the 911 phone lines during various points of the day.

Recommendation:

Authorize a total of 34 Emergency Operator positions to staff the Calltaker functions of The DeKalb Emergency 911 Center.

(9) High Turnover rates impact the Ability of the Emergency 911 Center to Maintain Adequate Staffing.

As discussed earlier in the report, the project team utilized a turnover rate of 19% annually for the DeKalb County Emergency Communication Center. A turnover rate this

high impacts the ability to maintain sufficient staffing levels to ensure 911 calls can be answered within the established performance standards. In fact, currently each Emergency Operator is required to sign up for one 3-hour overtime shift each week just to ensure minimum staffing levels for the Center can be maintained.

Typically it will take several months to hire an employee to fill an Emergency Communications Operator position and then an additional 10 weeks of training before they are proficient to serve as a call-taker in the Center. This equates to approximately 6 months of time from a vacancy occurring until a viable replacement is hired and trained to fill the vacant positions. To counter this fact the project team is recommended the County overstaff the Center by 9% to ensure appropriate staffing levels are maintained. The overstaff calculation should be readjusted annually based on actual turnover levels using a 50% multiplier to account for the 6 months training time as it is expect that turnover levels will decline with appropriate staffing.

Recommendation:

Authorize an additional 14 Emergency Operator positions in the 911 Center to serve as overstaff to ensure appropriate staffing levels are maintained during periods of high turnover. Authorize a total of 173 Emergency Communicator/Senior Emergency Communicator positions in the 911 Center. This is an increase of seven (7) total positions.

* * *

The following table summarizes the recommended changes in staffing made in this chapter of the report.

Unit / Function	Positions	Positions Additions	Position Reductions
Operations Division	Emergency Operator	7 at \$44,184 = \$309,288	

2. ANALYSIS OF MANAGEMENT.

This section provides an assessment of the overall management staffing, processes and systems, which exist in the Emergency 911 Center and can be enhanced.

(1) The Emergency 911 Center Should Acquire a Computer Aided Dispatch (CAD) System that Allows Detailed Performance Reporting for Units on an Individual Basis.

As shown earlier, the CAD data provided to the project team allowed analysis of the overall emergency call activity for the 911 Center, but did not allow analysis at the unit or station level. While this information allows effective analysis of the workloads experienced by the Emergency 911 Center, it will make it difficult for the Police or Fire Departments effectively use CAD data to analyze the performance of their personnel at the station or unit level. It also does not allow analysis of performance beyond calls designated as purely Fire or Police Calls as it is unclear from the data what service or unit is being shown in the time stamps for the response times recorded. In interviews with the management of the Emergency 911 Center this issue as was the issue of the overall stability of the current CAD system, due to its age, was noted and they indicated that they are attempting to get a new CAD system in place in the next 18 months.

Recommendation:

Continue with the process to acquire a new CAD system, which allows entry and analysis of response by individual units as opposed to be a single call.

(2) Administrative Staffing Levels are Evaluated Differently than Operations Staff.

It is more difficult to evaluate the necessary staffing levels related to supervision, management, and support services, as unlike operations personnel (e.g., dispatchers)

more subjective and qualitative determinants of workload and work practices need to be considered. Professions such as dispatchers, law enforcement officers, maintenance workers, fire professionals, etc., have the benefit of several quantitative measures to assist in the evaluation of staffing requirements, deployment practices, and the like, whereas developing the appropriate management, supervisory, and support service personnel often have far fewer such reliable measures.

Comparisons with other agencies are informative and can be used, as a framework for understanding staffing and organizational needs. However, each agency usually has unique issues, which must be considered when developing an appropriate organizational structure.

In summary, management, supervision and support staff do not have a wealth of specific measures that can be converted into quantitative methodologies to arrive at required staffing levels. There are some metrics available, yet qualitative issues must also be considered. Staffing requirements and ultimately a supportive organizational structure need to be examined from a variety of perspectives.

(3) The Necessity for Specific Functions to be Accomplished Should Help Drive Staffing for Administrative and Support Positions.

There are variety of duties and responsibilities conducted by the varied staff positions in the DeKalb County Emergency 911 Center. The individual job duties will not be listed here, however the table below illustrates the current positions used to accomplish the goals and mission of the organization related to administration, supervision, and support:

Position	Authorized	Note
Director	1	Currently Filled with 1 FTE
Deputy Director	1	Currently Filled with 1 FTE
Watch Commander	4	Currently Filled with 4 FTE
Supervisor	24	Currently Filled with 24 FTE
Training Specialist	2	Currently Filled with 2 FTE
IS System Support Manager	2	Currently Filled with 2 FTE
IS System Support Administrator	1	Currently Filled with 1 FTE
IS Field Specialist	3	Currently Filled with 3 FTE
CAD Analyst	3	Currently Filled with 2 FTE
Telecom Analyst	3	Currently Filled with 3 FTE
Administrative Coordinator	1	Currently Filled with 1 FTE
Administrative Assistant	1	Currently Filled with 1 FTE

In summary, the DeKalb County Emergency 911 Center has 46 administrative and supervisory personnel dedicated to the management, supervision and support of the agency. These positions were reviewed to determine the appropriate level of management, supervision, and support required for Dispatch Services.

(4) A Well Managed Operation Requires Specific Positions to Provide Necessary Oversight and Support.

Given operational requirements, there are various positions that would absolutely be required for an agency the size and complexity of DeKalb Emergency 911. Based on specific roles and responsibilities that need to be performed, the following positions are definitively required:

- **Agency Administrator** – With duties and responsibilities consistent with the Director.
- **Office Manager** – With duties and responsibilities consistent with the Deputy Director
- **Technical Manager** – With duties and responsibilities consistent with the IS Support Managers and Watch Commanders.
- **Training Manager** – With duties and responsibilities consistent with the Training Specialists.

The duties and responsibilities of these positions should continue as performed in the Emergency 911 Center.

Recommendation:

Continue to authorize one Administrator and three Managers for Dispatch Services.

(5) First-line Supervision Is Generally Based on Number of Subordinate Staff as Well as Special Assignments Incurred by Supervisors.

First-line supervisors are generally responsible in any agency for two broad duties as shown below; most organizational theorists generally regard the former duty as the most critical responsibility. These two duties are:

- **Direct supervision of subordinate staff.** A first line supervisor's primary responsibility is the ongoing and consistent supervision of subordinate staff to include work direction, mentorship, accolades, discipline, setting performance expectations and conducting performance evaluations, and the various administrative responsibilities related therein. The number of subordinate staff that can be supervised is somewhat linked to the number of additional duties the supervisor must perform in special assignments, yet the typical supervisor to staffing ratio should be in the range of 1:6 to 1:8. Although ratios can fall outside of this range for a variety of reasons, this benchmark is appropriate to frame supervision needs in any organization. For example, DeKalb 911 currently has a supervisor-to-Operator ratio of 1:7.
- **Performance of Special Projects.** In the vast majority of agencies, supervisors are required to multi-task, not only performing direct supervision of staff, but also undertaking specialized assignments, which occupy a portion of their time. As noted in this report, the supervisors of Dispatch Services are assigned a number of these special projects. As a result, they have less time to dedicate to staff supervision. Effectively balancing supervisor workload based on organizational need is one of the important management issues that deserve frequent attention by agency executives.

These two factors must be considered when recommending first-line supervision staffing.

(5.1) Based on Telecommunicator Staffing, 24 First-line Supervisors are Appropriate for the 911 Center.

The DeKalb Emergency 911 Center assigns supervisors to oversee the operations of the 911 based on spans of control. Typically a reasonable span of control

for supervisors to subordinates in a work environment such as the 911 center is 6 – subordinates per supervisor. Based on the recommended staffing levels of the DeKalb 911 Center this would put the number of shift supervisors required in the range of 22 – 28; therefore the current number of supervisors, at 24 is appropriate. This has resulted in a supervisor to staff ratio of approximately 1:7, which is an appropriate level, considering the number of special assignments the supervisors also handle.

Recommendation:

Continue to authorize 24 Emergency Operator Supervisors.

(6) Dispatch Services Requires Dedicated Training and Quality Assurance Personnel.

Training and quality assurance are critical components to ensure high quality services are continually provided by personnel in the 911 Center. This begins with initial training for Telecommunicators when they are hired and continues with ongoing training during employment with the County.

In public safety communications, quality assurance (QA) may be defined as the systematic monitoring and evaluation of the various aspects of emergency call processing (delivery of the service) that maximizes the probability that industry established standards of quality are being applied and attained by all involved in the call taking and dispatching process. An effective QA program involves personnel participating in a continuous cycle of measurement, feedback, and education. The objective is to improve individual performance to the highest standard possible. A successful QA program is based on the fundamental philosophy that Telecommunicator performance can be improved if they are properly selected, trained, involved, informed, and empowered with sound call processing standards.

A sound QA program is essential to the safe and efficient use of any structured call processing protocol system. QA helps standardize service by ensuring compliance to established policies and procedures.

As a best practice, both The Association of Public Safety Communication Officials (APCO) and the National Emergency Number Association (NENA) recommend conducting quality assurance as an ongoing business process for public safety dispatch centers. The standard compliance level to meet APCO and NENA QA recommendations is: “A procedure is in place to proactively review a random sample of incoming calls for emergency service based on call log recordings or other historical recorded data (i.e., CAD records) to assess the level of performance per established SOPs”. For DeKalb Emergency 911 to meet this baseline standard, the agency must continue to conduct ongoing quality assurance of EMD, police and fire calls for service as each has unique policies and procedures that must be followed to ensure calls are properly processed and personnel are dispatched and communicated with appropriately. For Dispatch Services to move to the advanced level of QA compliance, there should be: “A procedure in place to proactively review a proportionate stratified random sample of incoming calls for emergency service based on call log recordings or other historical recorded data (i.e., CAD records) to assess the level of performance per established SOPs”.

According to a May 2011 article in 911 Magazine, instituting a formal Quality Assurance program has numerous benefits to a 911 agency, including:

- Increasing customer and employee confidence.
- Increasing the agency's credibility.

- Improving work processes and efficiency.

These benefits are achieved, as with ongoing Quality Assurance being conducted in a standardized manner, the agency will have the opportunity to compile data related to their compliance with stated performance objectives and standards of care. This will allow better articulation and justification of issues impacting the 911 Center and ensure that personnel are appropriately trained and performing at a level that will minimize liability exposure for the County due to personnel not following established procedures, or the agency failing to train for service level issues in the Center.

The article goes on to delineate that the QA process will bring valuable insight to institute change and guide improvements in the following areas:

- Personnel (praise, recognitions, development, corrective action, and change).
- Individual and broad staff training needs.
- Procedural changes.
- Staffing.
- Budget justification.

These insights are brought forward as the quality assurance personnel provide dedicated time and attention for:

- Ensuring compliance with defined standards of care.
- Ensuring there is a standardized quality of care being provided.
- Ensuring Telecommunicators are remaining aware of scene and officer/firefighter safety concerns.
- Reducing litigation risk for the agency and the County.

- Promoting continuous improvement in the delivery of emergency services from the Center.

Quality assurance should be conducted on a random sampling of calls on an ongoing basis. With the number of calls being generated by the Center, it will take three full time personnel, in addition to the Training Assistant conducting EMD QA, to ensure incoming 911 calls and dispatcher effectiveness can adequately be reviewed and continuing education programs developed that meet State criteria to correct noted deficiencies.

The project team recommends the continued use of the Training Specialists to oversee and conduct Quality Assurance as it allows them to develop training tailored to the needs of the agency based on the review of actual personnel performance.

The Training Specialists should continue to be supported by adequate Senior Operators that perform as field training officers for newly hired personnel and develop and teach initial and ongoing training to Operators.

Recommendation:

Continue to authorize and staff two (2) Training Specialist Positions.

(7) Authorize Two (2) Administrative Support Positions For the 911 Emergency Center.

Currently, DeKalb Emergency 911 Center utilizes two (2) administrative support provides support to the Director, Deputy Director, Watch Commanders and technical support staff. The duties and responsibilities of these personnel are consistent with the needs of the Center. There should be flexibility in the roles of these positions, such that the most practical assignments are performed to ensure strong business practices continue in the Center.

Recommendation:

Continue to authorize two (2) full time support positions in the Emergency 911 Center to handle clerical support duties.

(8) A Modern 911 Dispatch Center Requires Dedicated Technical Support.

There are several technical support issues which need to be evaluated. These are the subjects of the following subsections.

(8.1) Information Technology.

Information Technology includes hardware, software, and networks.

- **Hardware*:** Work stations (Including desktops and mobile units, servers, storage, terminals, other peripherals)
- **Software:** Client operating systems, server operating systems, security software and other applications (this discipline, along with the networks function would maintain the Netmotion software as well).
- **Networks:** Addressing, wiring, fiber and other transport distribution administration, routers, gateways, media converters.

The Information Technology function above is currently provided by a combination of IS System Support Managers, IS System Support Administrators, IS Field Specialists and some vendor support.

(8.2) Geographic Information Systems (GIS).

Identifying, building and maintaining various files; importing and exporting ESRI and GEOMedia formats to work with the GIS system and CAD system. Completing the necessary time consuming detailed database work to build maps in the GEOMedia once the ESRI data has been compiled. Distribute updated mapping files to field units as well as updating the CAD system. The GIS functions are primarily performed by CAD Analysts as an additional duty assignment.

* Mobile Units are listed however, it highly unusual for Dispatch personnel to maintain or repair any hardware not located within the Center.

(8.3) Computer Aided Dispatch (CAD).

Maintain and administer various custom forms and tables to interface with the CAD and Records System. The CAD functions are primarily performed the CAD Analysts.

(8.4) Telephone and 911.

Maintain call taking lines, distribution and equipment. Interface with Local Exchange Carriers (LECs) including wired and wireless. AT&T supports these tasks under the direction of the 911 District and support of the CAD Analysts.

(8.5) Radio System.

Presently, the radio system technical function, which includes maintaining the radio consoles on the floor is provided by the Telecom Analysts.

Since technical support is provided by internally radio issues and telephone/911 systems, we will look at this as well as the Information Technology, GIS, and CAD to determine if the technical support is appropriate for the Emergency 911 Center.

Two primary requirements in the area of technical support for these disciplines come to our attention:

- The diversity of technical skill sets required.
- Depth of support and sustainability of support.

The next section lists technology needs relating to systems support.

(9) The DeKalb Emergency 911 Center Requires Depth and Sustainability of Support.

Combined with the need for personnel that are trained and experienced in specific areas, the need for depth of the support of each of these areas is important. The knowledge and experience required by a 911 Center as large and as complex as

the DeKalb Emergency 911 Center requires the “backup” of multiple personnel specifically trained to work with the diverse and specific systems that the Center comprises. The personnel resources assigned to technical maintenance tasks today are not generally supported by additional personnel with similar knowledge and skills.

The issue of the lack of technical “depth” of support would expose the Center to possible delayed repair and maintenance of significant systems that could potentially affect the viability of the Center’s efficiency.

(9.1) Workload Related to Supporting the Technology of Dispatch Services.

The inventory of the computer hardware that is supported today, as described above, includes (at minimum):

- Desktop Workstations
- Servers
- Call taking workstations
- Fire mobile data units
- Police mobile data units

This support does not include the CAD and GIS functions as defined above. Additionally, many of the applications operating on these systems are very specific to the Center and are not shared by other County users, which make onsite technical support critical for the Center. These applications require specific training and knowledge that, other than being an IT function, does not necessarily translate to other applications.

(9.2) Recommendations for Addressing Technology Support.

Due to the diverse disciplines required and the significant workload within each of these disciplines, we recommend that the Center position itself to acquire adequate support for:

Currently, the CAD, Radio, GIS and general IT functions are being performed on a full time basis by the personnel noted above. The Center Administration and Watch Commanders acknowledge that the support received is excellent. The current staffing allows coverage of onsite personnel to immediately address issues Monday – Thursday from 7:00 a.m. – 10:00 p.m. and Friday from 7:00 a.m. – 5:00 p.m., with the remaining hours being covered through a rotating on-call schedule.

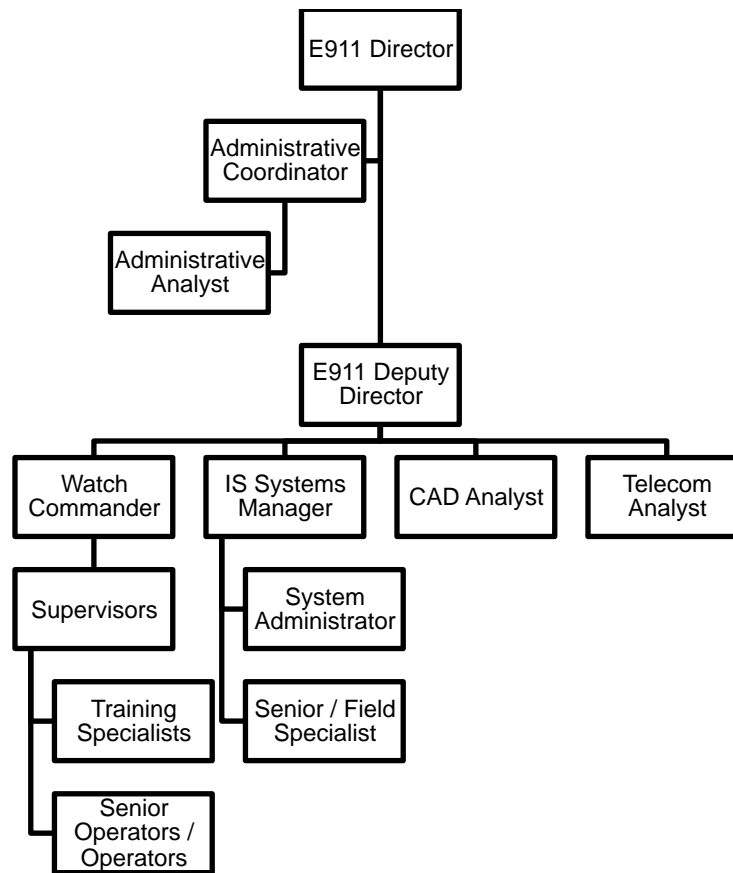
The analysis of the workload and systems supported justifies the current staffing of the IT personnel at the Emergency 911 Center.

Recommendation:

Continue the current approach to staffing the IS functions needed in the DeKalb County Emergency 911 Center.

3. ANALYSIS OF THE ORGANIZATIONAL STRUCTURE

The structure and allocation of personnel for the Emergency 911 Center is Illustrated below:



The project team finds the overall organizational structure to be efficient and effective, facilitating both strong internal management of resources and activities, as well as clear lines of responsibility in support of departmental functions and specific subject areas with the exception of the area relating to IS Support. The two (2) System Managers should have their supervisory duties expanded so that one oversees the IS personnel (System Administrators and Field Specialists) and the other oversees the CAD Analysts and Telecom Analysts.

Based on the overall organizational and spans of control, the E911 Director is ultimately responsible for the management and performance of both the operational and support staff of the Emergency 911 Center. This realignment of duties would ensure the Deputy Director has an adequate number of Direct reports at six (6).

Recommendation:

Change the reporting relationships of the IS System Managers to have one oversees IS personnel and the other overseeing CAD and Telecom personnel.

1-4 MEDICAL EXAMINER'S OFFICE

This chapter of the report provides the project team's evaluation of the overall staffing, management and organization of the Medical Examiner's Office, which is responsible for providing investigation into deaths that are required by law to be reported and fall under the jurisdiction of the Georgia Death Investigation Act. These services are provided with three (3) divisions falling under the Direction of the DeKalb County Director of the Medical Examiner's Office (Administration, Investigation and Lab) and a contract Medical Examiner who operates the Forensic Pathology Division. These services are provided 24 hours per day / 7 days per week / 365 days per year.

1. ANALYSIS OF STAFFING LEVELS

The DeKalb County Medical Examiner's Office has a total staffing allocation of 15.0 full-time employees and 6.0 contract employees. The following table illustrates the positions serving the Medical Examiner's Office.

Position	Number
Director	1
Forensic Services	
Manager	1
Office Assistant Senior	3
Investigation Division	
Chief Investigator	1
Deputy Chief Investigator	1
Forensic Investigators	6
Forensic Laboratory Division	
Forensic Laboratory Manager	1
Laboratory Technician	2
Custodian Senior	1
Forensic Pathology Division (Contract)	
Chief Medical Examiner	1
Associate Chief Medical Examiner	2
Forensic Technician	1
Executive Secretary	1
TOTAL	21

There are few counties within Georgia with independent medical examiner offices; in fact the State provides Medical Examiner services to 153 of the 159 counties in Georgia. This makes the use of comparative staffing difficult for the purposes of analyzing the staffing levels of the Medical Examiner's Office. The DeKalb County Currently has one employee in the Medical Examiner's Office for every 35,667 residents. Fulton County by example has a staff ratio of one employee for every 26,602 residents.

To further assess the adequacy of general staffing levels, there are a number of quantitative and qualitative indicators, which can be reviewed, summarized by the following points:

- The County Medical Examiner's Office is investigating 100% of reportable deaths as required by Law.
- Death Certificates are completed and available within 90 days 100% of the time.
- Based on the employee survey, 90% of Medical Examiner Staff that took the survey agrees or strongly agrees that the Medical Examiner Office provides a high level of service to the community.

As this shows, the current staffing allows the Medical Examiner's Office to provide high levels of service to the County 24 hours per day / 7 days per week / 365 days per year and when compared to Fulton County, these services are provided at much lower staff to population ratio.

Recommendation:

The Medical Examiner's Office should continue with its current allocation of staffing levels.

2. ANALYSIS OF MANAGEMENT

This section provides an assessment of the overall management processes and systems, which could be enhanced.

(1) The County Medical Examiner's Office Should Continue to Develop More Useful Workload Management and Performance Measures.

The project team assessed the annual budget information for the County Medical Examiner's Office to determine the types of performance measures that are measured and utilized, and included the below measures for work volume and efficiency / effectiveness:

Work Volume	Efficiency and Effectiveness
Death Certificates Completed	% of Death Certificates completed in 90 Days
Thorough and Comprehensive Investigation of all reported deaths, resulting in the proper determination of cause and manner of death and the dissemination of accurate information, reports and documentation to the appropriate individuals and agencies.	No Measure Provided
Availability of Medical Examiner's personnel to start the investigation of deaths "immediately" 24 hours a day, seven days a week.	No definition of immediate

As shown above, there are few measures being used to allow the County to make an appropriate determination of the effectiveness of the services provided by the Medical Examiner's Office. The Office utilizes a case management system to track and streamline the day-to-day work in the Office, but has not established performance measures to allow the effectiveness of their operations to be full evaluated. Instead they are using outputs to show the workload for the Office. The following table illustrates the workload for the County Medical Examiner's Office from 2011 – 2013.

Year	2011	2012	2013	3 Year Avg.	Change
Deaths Investigated	1,621	1,635	1,650	1,635	1.8%

As shown above, the workload for the Medical Examiner's Office increased 1.8% from 2011 – 2013.

The project team identified several best practices that can be utilized by the Medical Examiner's Office to allow them to be able to report performance measures as well as outputs, which would provide a better overall picture to the County Elected Officials when determining budgetary allocations. The following table shows these best practices:

Best Practice Target	Measure
Post mortem examination reports are completed within 60 calendar days from the time of autopsy	90%
Response times are established for investigators and monitored	1 hour or less 90%
Toxicology examinations are completed within 60 calendar days of submission.	90%
Physician to autopsy staffing ratio	1:250

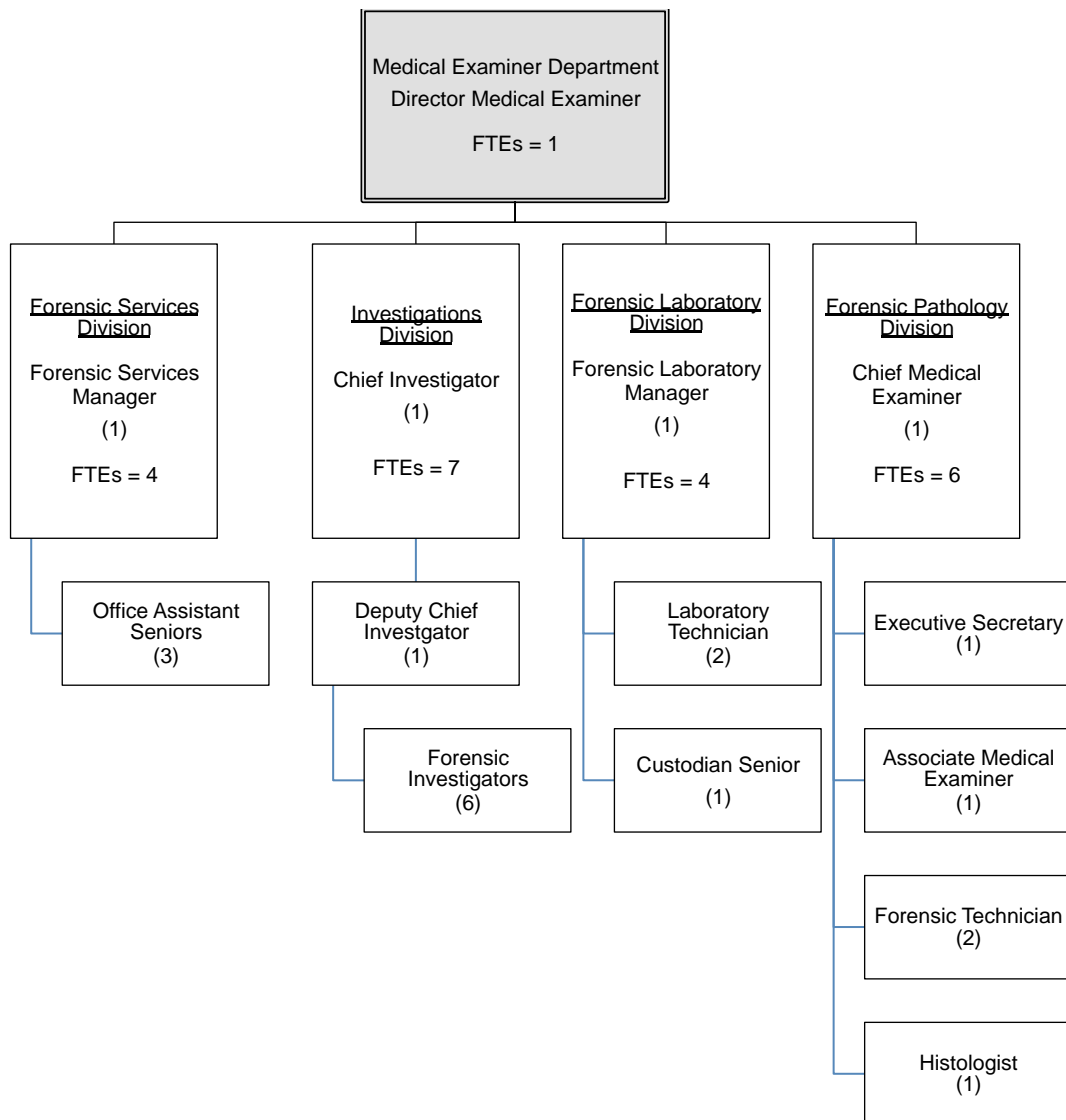
As shown above, there are several performance measures which can be implemented to allow elected officials in the County to determine when staffing levels in the Medical Examiner's Office will require adjustment.

Recommendation:

The County Medical Examiner's Office should establish performance measures in accordance with industry best practices and report their performance against these measures annually to the County.

3. ANALYSIS OF THE ORGANIZATIONAL STRUCTURE

The structure and allocation of personnel for the County Medical Examiner's Office is illustrated below:



The project team finds the overall organizational structure to be efficient and effective, facilitating both strong internal management of resources and activities, as well as clear lines of responsibility in support of the Office's functions and specific subject areas. These best practices are summarized in the following table:

Best Practice	Assessment
Flat organizational structure with less than three layers.	In total, there are four functional divisions in the Medical Examiner's Office, there are less than three layers of management.
A matrix structure which groups personnel by subject matter and functional assignment is	The staff have been allocated to primary divisional functional areas (e.g., Administration, Investigation, Laboratory, etc.), Additionally, the Office utilizes both primary and back-up staff assigned to the various divisions and functional areas which facilitate balanced workloads, cross-training and professional development, as well as continuous support of the goals of the Medical Examiner's Office.
Assignment of support staff to address department-wide administrative duties and specific case support.	The Medical Examiner's Office has three (3) Senior Office Assistance to provide the required administrative support for the operations of the Office. The Medical Examiner has an Executive Secretary to provide administrative support to the medical personnel working in the Office.

Based on the overall organizational and spans of control, the Director of the Medical Examiner Office is ultimately responsible for the management and performance of both the professional and support staff in the Office. The spans of control for management and supervisory personnel are appropriate.

Recommendation:

The Medical Examiner's Office should continue with its current organizational and management structure.

2-1 FACILITIES MANAGEMENT

This chapter of the report provides the project team's evaluation of the organizational efficiency, effectiveness and staffing of those functions following under the purview of the Facilities Management Division. These functions include building maintenance and repair, custodial services, provision of key access to County facilities, oversight of contracts for maintenance, warehousing, and other related services.

1. ANALYSIS OF STAFFING LEVELS

This section analyzes the staffing levels of the facilities maintenance and custodial and warehousing functions performed in the Facilities Management Division.

(1) Combined with a Significant Amount of Contractual Services, the Facilities Maintenance Function is Staffed Appropriately to Provide a High Level of Service to County Buildings.

The Facilities Management Division is responsible for the maintenance and repair of 260 building comprising 5,030,495 square feet of maintainable space. When fully staffed, the Division has an authorized contingent of 40 trades mechanics (Plumbers, HVAC Tech, Electricians, Carpenters). This equates to 125,762 square feet of space per trades worker, which is above the standard of 50,000 per worker. However, the Division supplements the work of internal staff through contracts. The actual expenses for these contracts from October, 2013 through September, 2014 were \$3,147,555. Assuming an average annual salary for these contractors of \$60,000 (which is roughly the average salary of County trades staff) and an additional 35% for fringe benefits (this assumes a somewhat lower benefits cost for private sector employees), this equates to approximately 39 additional trades workers, for a total of 79

equivalent staff members. This equates to about 63,677 square feet per equivalent trades worker, which is only slightly above the benchmark of 50,000 square feet per Technician¹⁵.

As will be noted and discussed below, the Division is not currently performing preventive maintenance on a regular schedule in most buildings, and furthermore is failing to meet minimal standards of productivity. These issues, however, are unrelated to the adequacy of staffing levels in the Division.

Recommendation:

The project team makes no recommended changes to the current staffing levels in the facilities maintenance function of the Division.

(2) The Warehousing Function of the Division Is Also Staffed Appropriately at This Time.

The Division is responsible for the operation of the County's Warehouse at Camp Road, adjacent to the Facilities Management headquarters. The Warehouse is operated by the Facilities Maintenance Coordinator, with the assistance of two Crew Workers, Sr. The latter two employees retrieve surplus items from County buildings, and deliver items such as furniture, personal computers, etc., to County departments as needed.

The project team observed the warehouse operation in October, 2014, and noted that the warehouse space is of a manageable size for the three staff members. On occasion, there is a need for two of the employees to retrieve or deliver items to or from

¹⁵ It should be noted that there are no contractual expenditures for electrical services included in the calculation, as these were not provided to the project team. It is likely that there were some electrical expenses, and these would have increased the contractual expenses above the figure shown, and thus would have reduced the equivalent number of square feet maintained by Technicians below the 63,677 shown.

the warehouse, and during these times, the other employee should be at the warehouse to ensure items are secure.

Recommendation:

The project team makes no recommendation for changes to the Warehouse function of the Division.

2. ANALYSIS OF MANAGEMENT

This section provides an assessment of the overall management processes and systems that could be enhanced.

Interviews in the Facilities Management Division indicate that the organization primarily responds to requests for maintenance services, and does not plan or schedule work to any significant degree. This was evident during the project team's interviews, as there is no meaningful preventive maintenance program in place. Further, during interviews, Facilities Technicians return to the base of operations at Camp Road fully 30 minutes prior to the end of the workday with no discernable work being performed during this time.

The project team has analyzed the operations of the Facilities Management Division and has found critical issues that are inhibiting the accomplishment of work in an effective and efficient manner. These issues are addressed below.

(1) The Facilities Management Division's Staff Productivity Is Far Below Acceptable Levels.

The Facilities Management Division is responsible for the maintenance and repair of 260 building comprising 5,030,495 square feet of maintainable space. When fully staffed, the Division has an authorized contingent of 31 trades mechanics (Plumbers, HVAC Tech, Electricians, Carpenters). This equates to 162,264 square feet

of space per trades worker, which is above the standard of 50,000 per worker. However, the Division supplements the work of internal staff through contracts, budgeted at \$5,657,193. Assuming an average annual salary for these contractors (which is roughly the average salary of County trades staff) and an additional 35% for fringe benefits, this equates to approximately 70 additional trades workers, for a total of 101. This equates to about 49,885 square feet per equivalent trades worker, which is essentially equivalent to the benchmark standard.

The issue in the Facilities Management Division, then, is not one of staffing, as the internal staff is supplemented to a sufficient degree by contracted service providers to enable the Division to provide a high level of service, which should include a proactive preventive maintenance program. However, this is not the case. The project team sampled 63 days of work orders for the period from July, 2013 through June, 2014, representing 26% of all workdays in the year, and found that productivity levels, as calculated by the number of hours charged to work orders by staff members, was at very low levels, as the table below shows.

Facilities Management Chargeable Time to Work Orders	
Description	Number
Total Hours Charged to Work Orders (63 days)	967.4
Annualized Hours Charged to Work Orders	3,716.2
Number of Facilities Maintenance Technicians	15
Annualized Hours per Employee	247.7
Total Available Hours in Year per Employee	1,650
Percentage of Chargeable Hours per Employee	15.0%

As the table shows, only slightly more than one in seven available hours is charged to work orders by Facilities Maintenance Technicians in the Division. In the project team's experience, facilities maintenance technicians should charge approximately 80% of all available hours to work orders. The achievement of only 15% by DeKalb County's Technicians is a productivity level that is considered very low. The

project team conducted a separate sample of time logged by Facilities Technicians in travel to and from work sites and found that slightly more than 30 minutes per day is spent in travel by the average Technician. This is considered to be well within the expected range, and serves to further highlight the low number of hours charged to work orders by these Technicians.

The low productivity of Facilities Technicians may be rooted in several factors. One of these factors may be that Technicians do not charge all time spent in maintenance and repair to work orders. However, in interviews with Division managers, Technicians have been instructed to charge all time to work orders and, in fact, the travel times logged by the Technicians appears to be in the expected range, as noted above, indicating that the Technicians are attuned to administrative details related to time reporting. Another cause of the low productivity of the Division is that Technicians are reporting back to the base of operations at least 30 minutes before the official end of the workday. Combined with the approximately 30 minutes of travel time by each employee, the addition of another 30 minutes of built-in unproductive time effectively limits the total number of possible daily productive hours to seven per employee.

(2) Managers and Supervisors Are Not Planning the Work of Facilities Management Technicians.

Interviews with managers and supervisors in the Facilities Management Division indicate that when work requests are received, a work request is provided to a specific Technician who is instructed to investigate the issue and correct the problem while on site. Generally, the work request is described either via e-mail or by phone by a County employee requesting work in their facility, and is provided to the Technician in written form prior to arrival at the work site.

Clearly, there are many factors that may impact the time required to complete a repair at a facility. However, it is also true that Facilities Management Managers, Foremen and Coordinators are failing to project the amount of time expected in these repairs. Rather, the amount of time required to complete any particular work request is left to the discretion of the Technician on site.

The provision of time-of-repair estimates to Technicians is a critical management tool that should be used in the Division. Although the Facilities Management Division does not possess a customized automated information system, its supervisory personnel have many years of experience in facilities repairs, specifically at DeKalb County facilities, and should be able to provide at least ranges of time estimates on almost all repairs, and certainly the more routine ones. Once Facilities Technicians arrive at the work site, they may reasonably report back that the repairs are more, or less, complex than originally estimated, and the appropriate Foreman or Coordinator is then able to plan accordingly in order to maximize the use of the Technician. However, without an initial estimate, work may tend to expand into the time available to perform it.

Recommendations:

Facilities Management Division Technicians should greatly enhance their productivity. This may be accomplished through enhanced planning and management techniques such as providing time-of-repair estimates to Technicians prior to their arrival on site. Once completed, the Division should note the actual times of repair and compare these to the estimated times provided by Foremen or Coordinators in the Division.

The Division's Facilities Technicians should remain in the field until, at a minimum, 15 minutes prior to the end of the day. These 15 minutes should be used only to return paperwork to the administrative staff and to briefly discuss any issues encountered during the performance of work that may impact others in the Division.

(3) The Facilities Management Division Should Institute a Comprehensive Preventive Maintenance Program for Each of Its Facilities.

Interviews with Facilities Management personnel indicate that the Division has not instituted a preventive maintenance program at its facilities. Rather, almost all activities performed by both internal staff and contract service providers are reactive in nature, and represent responses to emergency repairs. A review of activities performed by the Division's Facilities Technicians indicates that the vast majority of work is in response to such complaints as light outages, breakers tripping, inoperable light switches, malfunctioning air conditioners, door repairs, and other similar complaints.

The Facilities Management Division is allocated a sufficient amount of budgeted funding to provide a high level of service. As noted at the beginning of this chapter, the Division's internal staff is adequately supplemented by contracted service providers. In fact, when the contracted expenditures of \$5,657,193 are converted to equivalent personnel, the Division's staffing levels equate to about 48,885 square feet of maintainable space per full time equivalent maintenance technician. This is a ratio that is well within the range of accepted standards, and should be resulting in a higher level of service for the County's buildings. This level of service should include a comprehensive preventive maintenance program.

Studies have shown that the investment of time and financial resources into preventive maintenance returns \$2 in savings for every \$1 invested.¹⁶ As noted above, interviews and observations by the project team indicate that there is no preventive maintenance program for County facilities.

¹⁶ "From Preventive to Proactive", Public Works Magazine, November, 2007.

There are many reasons for instituting an effective preventive maintenance program. These include the following:

- Better conservation of assets and increased life expectancy of assets, thereby eliminating premature replacement of machinery and equipment.
- Reduced overtime costs and more economical use of maintenance workers due to working on a scheduled basis instead of a crisis basis to repair breakdowns.
- Timely, routine repairs circumvent fewer large-scale repairs.
- Reduced cost of repairs by reducing secondary failures. When parts fail in service, they usually damage other parts.
- Identification of equipment with excessive maintenance costs, indicating the need for corrective maintenance, operator training, or replacement of obsolete equipment.
- Improved safety and quality conditions.

The County's facilities should be preventively maintained for the reasons stated above. The Facilities Management Division, in conjunction with contract service providers, is adequately funded to provide the PM program and should have a well-planned and managed program that results in an expenditure of labor hours that is roughly equal to those expended in corrective repairs. The lack of a PM program must be viewed within the context of the low productivity being achieved by Facilities Technicians, as was described above.

Recommendation:

The Facilities Management Division should develop an inventory of all major maintenance equipment in the County's buildings. This inventory should be accompanied by a listing of preventive maintenance tasks as issued by the manufacturers of the equipment, supplemented by any other tasks that are determined to be necessary by the County's Facilities Management Division. These tasks should be performed in accordance with a pre-defined schedule.

(4) The Facilities Management Division Should Obtain and Utilize a Computerized Maintenance Management System to Report and Analyze the Work Performed by its Maintenance Technicians.

The Facilities Management Division does not currently have access to a computerized maintenance management system (CMMS) with which to record and analyze the work performed by its maintenance technicians. When Technicians perform work at a facility, the basic work elements of the job are recorded on a manual form. This includes the date, the technician's name, the building location, the description of the work performed, any materials used and the time expended in repair. The data are then input into an electronic spreadsheet. In a separate spreadsheet, the Division is recording the travel time to and from a job site.

There are at least two issues with the current method of recording work in the Division. First, as is discussed elsewhere in this chapter, it is not clear that all work is being recorded. The project team's sample of work orders indicates that about 15% of the average Technician's time is accounted for on work orders. This is a very low percentage, and it is likely to be somewhat greater than this, however the lack of recording of all time is an issue that should be addressed by the Division and, in fact, has been recommended by the project team in this report.

The other major issue in the Division's management of its work order data is that it is not being analyzed to any meaningful degree. These efforts are not helped by the fact that the data reside in an electronic spreadsheet that is not suited to provide detailed analyses without some degree of skill and manipulation. However, it is also true that the Division is not attempting to utilize the data to determine productivity levels, time expended on categories of work (e.g., plumbing, electrical, HVAC, etc.), cost of

major maintenance system maintenance, cost by facility, and other important facets of work. Furthermore, as is noted in this chapter, the available data are not being used to make estimates of the time it should be taking Facilities Technicians to make repairs, which fails to hold Technicians and Supervisors accountable for the productivity of the sections within the Division.

The project team strongly recommends that the Facilities Management Division obtain and utilize a CMMS that will better-facilitate the analysis of the data that are currently being recorded in an electronic spreadsheet. It is possible that the CMMS in use by the Fleet Management Division or the Roads and Drainage Division could be utilized for this purpose, however this should be investigated by the Facilities Management Division in conjunction with these two divisions of Public Works, as well as with the Information Technology Department of the County. The Fleet Management Division utilizes the FASTER system, issued by the Chesapeake Computer Group. This is primarily a fleet-based system, and may not be adaptable to facilities maintenance organizations. The Roads and Drainage Division utilizes Oracle eAM, and although this may be adaptable to the Facilities Management Division, Roads and Drainage has had many issues in its implementation, and has difficulty extracting data from the system.

Recommendation:

The Facilities Management Division should implement a computerized maintenance management system to record, analyze and report the work accomplished by its Technicians in the field. It should first investigate the potential of utilizing one of the existing CMMS in use in the Department of Public Works, however if these systems are found to be unsuitable, the Division should procure an off-the-shelf solution and implement it immediately. The cost for such as system is estimated to be no more than \$50,000.

(5) The Division Should Automate Leave and Overtime Adjustments to Payroll.

On the Monday following the end of the pay period, the Administrative Coordinator of the Facilities Management Division makes adjustments to the payroll register for the pay period based on leave and overtime accrued during that pay period. Leave and overtime are tracked in Kronos, but are not currently being automatically applied to employees' pay every two weeks. Instead, the Administrative Coordinator manually calculates the pay for employees based on those adjustments.

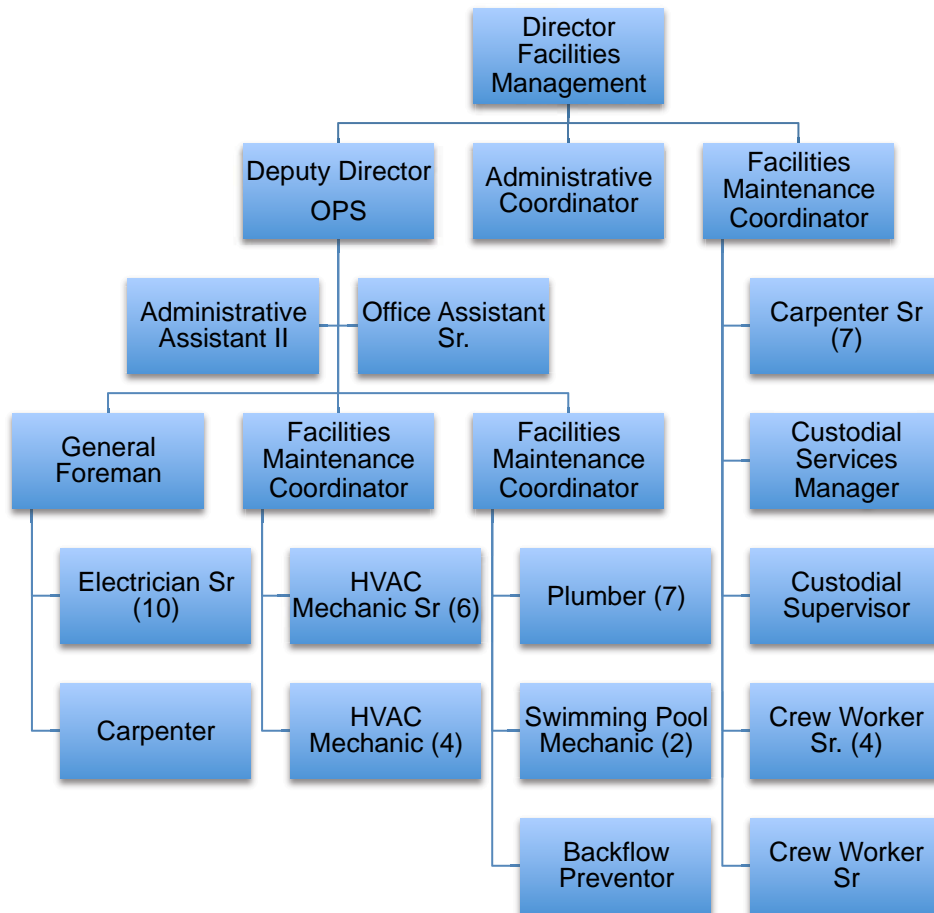
The manual adjustment and calculation of employees' pay based on overtime and leave adjustments represents an additional step in the departmental payroll process that should be automated through Kronos. The current process allows unnecessary room for human error and takes longer than it would if it were automated.

Recommendation

The County should adjust or upgrade the capabilities of its Kronos timekeeping program to allow automatic adjustments to payroll based on overtime and leave, which are tracked in the program.

3. ANALYSIS OF THE ORGANIZATIONAL STRUCTURE

The structure of the Facilities Management Division is as follows:



(1) The Facilities Management Division Should Not Proceed with the Planned Organizational Transfer of the Carpentry Function to the Facilities Maintenance Coordinator in Charge of Warehousing and Custodial Services.

During interviews in the Division, the project team learned that the Facilities Management Division intended to transfer responsibility for the Carpentry function from the Deputy Director OPS to the Facilities Maintenance Coordinator in charge of Warehousing and custodial services. Currently, the Deputy Director OPS directs the activities of internal staff and contractors engaged in repairing and maintaining County facilities. The functions performed under the Deputy Director's supervision include plumbing, electrical, HVAC, sprinklers, alarms, building access systems, and other trades maintenance services. Carpentry has historically been performed within this

trades grouping, and in fact is typically found by the project team to be under the same supervision as the other trades. The grouping of trades functions together has benefits relating to the following organizational principles:

- Carpenters periodically interact with other trades workers, including electricians, plumbers, HVAC Technicians and others. Organizationally grouping these functions fosters communication between the groups, and a unified supervisory structure ensures that facilities issues noted by one trades group may be communicated and handled by workers in another trades group.
- Accountability is enhanced when trades groups are placed within the same organizational structure. Failure to correct noted deficiencies in a facility by one trades group may be plausibly attributed to the failure by another trades group to note the deficiency if these groups are not located within the same organizational section of the Division.
- Communication is enhanced when the trades groups are organizationally co-located. Much of the daily communication among staff occurs at the start of shifts, when workers are given their daily assignments. It is important that pertinent facilities issues are handed down and discussed at these times. This important communication is fostered when trades workers are in the same meetings, hearing the same issues as other trades workers.

In summary, the project team recommends that the Facilities Management Division not proceed with the planned transfer of the carpentry functions out of the organizational grouping in which all other trades groups are located, which is under the Deputy Director OPS.

Recommendation:

Retain the carpentry functions under the direction and supervision of the Deputy Director OPS.

(2) The County Should Determine the Feasibility of Outsourcing the Maintenance and Management of its Facilities.

The project team has noted deficits in the productivity of staff and the management of the Facilities Management Division in this section of the report. Specifically, Facilities Technicians are charging only 15% of available time to work

orders, and are reporting back to the shop 30 minutes prior to the close of the business day each day. Moreover, managers and supervisors in the Division are failing to hold staff members accountable for the time taken in each repair order, and have not instituted a comprehensive preventive maintenance program even though the level of total expenditures in the Facilities Management function is sufficient to have done so.

The number and severity of deficiencies in the Division are sufficiently great that the project team recommends that the County determine the feasibility of outsourcing its facilities maintenance and management functions. The County allocated approximately \$14.2 million for facilities maintenance and management services in its FY14 budget. This figure includes both internal and contracted facilities maintenance and repairs. Recalling from above that the project team calculated that the County's budget equates to an equivalent staffing level of 101 (including both internal staff and the equivalent number of contractor technicians), the current expenditures on facilities maintenance and management are sufficient to provide a high level of services for the County's facilities. This indicates that the County should be able to obtain contracted services for roughly the same expenditure as it is currently making for these services.

During the course of the project, the Matrix project team conducted a phone survey of local private contractors that provide HVAC, plumbing, electrical and carpentry services, and although many of these contractors indicated that they price their services on a "per job" basis, making a calculation of average hourly rates difficult, the rates clustered around an average of about \$90 per hour. The project team believes that the County may be able to obtain even lower hourly rates through a competitive bid

process, thereby lowering its overall expenditures and concurrently achieving a higher level of service.

There are, of course, advantages and disadvantages associate with outsourcing facilities maintenance and management services. These include the following:

Advantages	Disadvantages
Elimination of fixed expenditures on internal staff, including salaries and benefits.	Potentially longer wait times for emergency repairs
Avoidance of inability to perform routine maintenance at facilities when staff are absent for any reason.	Loss of some control over rates charged.
Ability to pay for services only when needed.	Must allocate some staff time to contract management and quality assurance.
Ability to contractually require preventive maintenance services for all buildings.	Loss of flexibility to use internal staff for functions that may not be directly related to facilities maintenance (e.g., moving furniture, hanging banners, installing holiday lighting, event set up, etc.)
Acquisition of greater level, and more meaningful, information on work performed through the contractors maintenance management information system.	Loss of some institutional knowledge of County facilities and major maintenance equipment.
Contractor personnel generally receive greater levels of training than internal staff.	
Elimination of recruitment and hiring expenses.	
Elimination of costs associated with Workers Compensation	

As the table shows, there are advantages and disadvantages with either operating model. The optimum model depends on many factors, including the degree of satisfaction with current services, availability of qualified contractors, responsiveness of service, and others. Given the deficiencies noted by the project team with the current level of facilities maintenance and management services, the County should investigate

the feasibility of contracting out these services in order to potentially achieve a higher level of service for approximately the same cost.

Recommendation:

Issue a request for proposals to determine the feasibility of contracting for all facilities maintenance and management services.

2-2 FLEET MANAGEMENT

This chapter of the report provides the project team's evaluation of the organizational efficiency, effectiveness and staffing of those functions following under the purview of the Fleet Management Division. These functions include vehicle and equipment maintenance and repair, parts management services, vehicle specification writing, fuel management, vehicle and equipment utilization analysis, and others.

1. ANALYSIS OF STAFFING LEVELS

This section analyzes the staffing levels of the maintenance and management functions performed in the Fleet Management Division.

(1) Staffing Levels in the Car and Pickup Shop Are Insufficient to Provide an Adequate Level of Service.

Vehicle and equipment maintenance and repair services are provided in four shops, each of which is managed by a Superintendent. These shops include the following:

- **Car and Pickup Shop.** This shop is responsible for the smaller engines in the County's fleet. This includes Police patrol cruisers, administrative sedans, vans and pickup trucks. The Car and Pickup Shop is staffed with 27 Mechanics, one of which was vacant at the time of the project team's on site assessment.
- **Fire and EMS Shop.** This shop is primarily responsible for the maintenance and repair of the County's ambulances, ladder trucks and pumper fleet. The Fire and EMS shop is staffed with 13 Mechanics, three of which were vacant at the time of the project team's on site assessment.
- **Heavy Equipment Shop.** This shop is responsible for the bulk of the County's heavy equipment fleet, including dozers, dump trucks, excavators, rollers, pavers and other similar equipment. This shop is distinguished from the Sanitation shop in that it maintains and repairs the heavy equipment that is not classified as a garbage collection vehicle, and is not based at the landfill. The Heavy Equipment Shop is staffed with five Welders and 13 Mechanics, two of which supervised by three Supervisors. It should be noted that some of the mechanics

spend time in welding activities. The project team has made an allowance for these activities in the calculation of the number of vehicles per mechanic in the table below.

- **Sanitation Shop.** This shop is responsible for the County's fleet of garbage collection vehicles and large equipment that is based at the landfill. The Sanitation shop is staffed with 34 Mechanics, two of which were vacant at the time of the project team's on site assessment. These Mechanics are supervised by four Supervisor positions.

The project team has analyzed the fleet and the staffing of the four shops and determined that current staffing levels are generally adequate, with the exception of the Car and Pickup Shop. In making the assessment of the adequacy of staffing levels in each shop, the project team converted each of the County's 3,240 vehicles and pieces of equipment to "Vehicle Equivalent Units", or VEUs. The concept of a VEU is a common one in assessing staffing levels in fleet maintenance shops. It incorporates the varying levels of maintenance and repair intensity of each class of equipment and develops a composite number that is more representative of the overall effort required by mechanic staff to maintain each. Therefore it is a more reliable replacement for the one-dimensional vehicle-to-mechanic ratio that gives equal weight to non-motorized trailers as it does to fire apparatus. The use of a VEU allows the assignment of greater maintenance requirements for fire apparatus (10 VEUs) than to administrative sedans (1 VEU), and to trailers, mowers and generators (0.5 VEU).

Using the VEU calculations, the following table shows the numbers of VEUs per filled mechanic position in each of the four shops.

Shop	VEU	Mechanics	VEU per Mechanic
Car and Pickup	3,555.0	24	148.1
Fire and EMS	780.0	10	78.0
Heavy Equipment	1,398.0	16	87.4
Sanitation	3,281.0	32	102.5
Total	9,014.0	82	109.9

In assessing the adequacy of mechanic staffing levels, the project team typically uses a range of 85 to 110 VEUs per mechanic as the norm. This may vary based on the age of the fleet, the experience and certification level of mechanics and risk factors associated with ensuring an adequate amount of “up time” for units, which is especially important for public safety fleets. Therefore, although the Fire and EMS shop’s ratio of VEUs per mechanic is relatively low, it is also true that there is a high risk for any particular fire station to experience excessive downtime of its pumpers, ladder trucks and ambulances.

In analyzing the ratios in the table above, it is clear that the Car and Pickup shop has too few mechanic staff to ensure proper maintenance of the fleet. This problem is more acute given that the Police patrol fleet accounts for over 50% of the total VEUs for which this shop is responsible. Further, the County allows its Police Officers to take patrol units home, thereby reducing the available fleet of potential back-up units should any single unit be out of service.

In order to achieve a “safe” ratio of no more than 110 VEUs per mechanic, the Car and Pickup shop requires a contingent of 32 mechanics. With 24 filled positions, this would necessitate the hiring of eight (8) additional mechanics. Given that there are 27 authorized positions, this would require the authorization of another seven (7) mechanics. The Car and Pickup shop is currently authorizing any mechanic in the Fleet Management Division to work overtime on one weekend per month in order to repair and maintain its fleet. The hiring of an additional seven mechanics will eliminate the requirement for expenditures on overtime other than for emergencies that may arise periodically.

The midpoint of the compensation range for a Fleet Service Technician III is \$36,864. Adding 40% for fringe benefits, the total costs of seven additional positions would be \$361,267.

Recommendation:

Hire seven additional Fleet Service Technicians III for the Car and Pickup Shop at an annual total compensation of \$361,267.

2. ANALYSIS OF MANAGEMENT

This section provides an assessment of the overall management processes and systems that could be enhanced.

The project team found the Fleet Management Division to be generally well-managed, with performance measures established, managers and supervisors accountable for these established metrics, and an automotive parts operation that provides needed parts to mechanics in an efficient manner. Further, the Division has established performance plans for each employee, and ensures that employees are evaluated against these plans on an annual basis.

Although the Division is generally well-managed, the project team made certain findings that, if addressed, will result in a more efficient organization. This section of the report analyzes these management findings.

(1) The County Should Replace Its Fleet of Vehicles and Equipment on a More Timely Basis.

The project team analyzed the age of the vehicles and equipment maintained by the Fleet management Division and determined that it maintains a relatively old fleet. The project team placed all 3,240 vehicles and pieces of equipment maintained by the

Division into nine categories and determined the average age of the fleet for each of these categories. For purposes of classification, the following were used.

Class Description	Number in Class	Average Age
Sedan, Minivan	304	7.0
Heavy Van, Pickup	962	8.5
Patrol Vehicle	743	4.7
Heavy Equipment	835	8.2
Trailer	201	8.9
Pump, Generator, etc.	51	7.6
Mower, Small Engine	68	7.6
Fire Apparatus	69	9.2
Ambulance	7	6.0
Total	3,240	7.4

As the table shows, the weighted average¹⁷ age of the vehicles and equipment maintained by the mechanics in the Fleet Management Division is 7.4 years, suggesting a replacement cycle of about 14.8 years for the “average” unit in the fleet. Clearly, though, not all units in the fleet require the same replacement cycle. The economic life cycle of an administrative sedan or pickup truck is less than that of, for example, a front end loader. Therefore, the “average” age of the fleet is meaningless as a composite number other than as a comparison to another benchmark, such as that of other municipal fleets with similar compositions. In the experience of the project team, a composite fleet age of over seven years is above the expected range. However, even in examining specific categories of the fleet, it is clear that many vehicles and pieces of equipment are well beyond their economic lives and are almost certainly contributing to excessive expenditures for fleet repair and maintenance. For example, the typical economic life cycle for a pickup truck is approximately 7 years, suggesting that the average asset in this category should be about 3.5 years. DeKalb County’s average age of this class of unit is 8.5 years.

¹⁷ The weighted average takes into account the numbers of units in each class. Therefore, the age of the 54 sedans and minivans in category 1 account for 12.3% (54/439) of the total average, and so on.

The project team does not possess adequate data to determine the current value of the fleet. However, given that there are 3,240 vehicles and pieces of equipment being maintained by the Garage and Shop Bureau, it is likely that the current replacement value is over \$162,000,000. As has been noted above, the economic life cycles of each category of equipment vary, but assuming, for illustrative purposes, that the overall average economic life cycle of the fleet should be between five and six years, then the County should be making an investment of between \$27.0 and \$32.4 million per year in the fleet being maintained by the Division. The County, in fact, has expended the following amounts for the past three years:

Vehicle and Equipment Replacement Expenditures			
2012	2013	2014	Average
\$32,518,099	\$34,651,619	\$34,283,026	\$33,817,581

As can be seen in the table, the County has, at least for the past three years, allocated a sufficient amount of funding for vehicle and equipment replacement. However, the age of the fleet suggest that this may not have been the case in the years prior to this three-year period. In fact, a review of expenditures indicates that contributions to the Vehicle Replacement Fund were suspended in 2009. In 2010, the Fund was only partially funded, with expenditures made for Enterprise Funds and for certain Public Safety vehicles. These expenditures amounted to only \$17,220,790. In 2011, this expenditure amounted to only \$11,615,500. Therefore, although recent expenditures have been sufficient, the relatively low expenditures in the three previous years clearly contributed to the overall aging of the fleet.

The project team strongly recommends that the County invest in the systematic replacement of its fleet, not only to minimize future costs and to even out replacement expenditures over time, but to ensure the efficiency of the mechanics in the shops, and

to maximize the safety of the County employees who drive these vehicles and equipment.

Recommendation:

The project team recommends that the County invest adequately in the timely replacement of its vehicles and equipment. The size and mix of the fleet indicates that the County should budget between \$27 and \$32 million annually to ensure that the fleet is replaced on a timely schedule.

(2) The Fleet Management Division Should Establish a Vehicle User Committee.

The Vehicle Management Division produces reports that show user departments the labor expended on their vehicles and equipment, and also provide input to them on vehicle replacement needs and vehicle specifications. Furthermore, the Division provides user surveys to its customers who choose to fill them out in order to obtain suggestions and recommendations for enhanced services.

One potentially valuable enhancement to the Division's ability to obtain, and disseminate, information related to its services is the establishment of a User Committee. The Committee, which should be comprised of major users such as the Fire and Police departments, Sanitation, and others, should be viewed as a way in which important information can be shared. From the user's standpoint, the representatives on the Committee would have the ability to share information on enhancements to vehicle specification needs, suggestions for enhanced customer service, vehicle downtime concerns, quality of service concerns, as well as any potential service demands that impact the need for expedited service. From the Fleet Management Division's standpoint, the Committee should serve as a way in which to express safety-related issues, suspected driver abuse of vehicles, concerns with the

use of fueling locations, unusual rates of utilization of vehicles, and many other important facets of operation.

Recommendation:

The Fleet Management Division should work with major users of its service to establish a Vehicle User Committee. This Committee should meet at least monthly, and should be a way in which users and the Fleet Management Division pass along issues related to customer service, vehicle specification needs and utilization, as well as many other important facts of operations.

(3) The Fleet Management Division Should Establish a Uniform Outsourcing Philosophy.

Interviews in the Fleet Management Division indicate that there is no uniform outsourcing philosophy across divisions. For example, the Car and Pickup Shop outsources all major repairs and repairs that require multiple, time-consuming services. This philosophy results in the Superintendent's ability to manage the time allocations to Shop mechanics, as they are able to focus to the greatest degree on repairs that move vehicles through the Shop in the most expedited manner.

The Fire and EMS Shop, in contrast, outsources any repairs for which the Superintendent can identify a specific amount of time that will be taken in repair. This philosophy results in the Superintendent being able to more precisely determine the cost of repair and the amount of downtime to expect for any particular service.

Both outsourcing philosophies have merits. The project team recommends, however, that the Division analyze which of these philosophies minimizes cost and minimizes downtime. The Associate Director should evaluate the merits of the two philosophies and establish a uniform approach to outsourcing repairs.

Recommendation:

The Associate Director should evaluate the different outsourcing approaches in use in the four shops and establish a uniform philosophy regarding outsourcing repairs that minimizes overall cost and downtime.

3. ANALYSIS OF THE ORGANIZATIONAL STRUCTURE

The following provides an analysis of organizational issues in the Fleet Management Division.

(1) The Fleet Management Division Should Investigate the Potential of Supplying Fleet Maintenance and Management Services to Cities within the County.

As noted above, the project team has analyzed the Fleet Management Division's operations, and has found them to be well-managed. The Division has a computerized maintenance management system that records and reports all work performed by its mechanic staff, and makes decisions regarding work allocations, training needs, parts procurement needs, and other pertinent facets of its operations. Vehicle and equipment downtimes are well within industry-accepted ranges, the preventive maintenance program is sound, and customer satisfaction rates, as measured by the Division's internally-administered surveys, are high.

The County should view the Fleet Management Division as a potential area in which additional revenues could be obtained through contracting with component cities within DeKalb County for fleet maintenance and management services. This may be pursued on a "turnkey" basis, or on an ad hoc basis, as these cities' internal fleet maintenance organizations experience overflows, or if their vehicles are more proximate to a County maintenance shop than to their own.

The County should develop a fully-burdened labor rate for charging for maintenance and repair of external cities' vehicles and equipment, and should also develop an administrative rate for charging out automotive parts and fuel. The mechanic rates quoted should be reflective of actual costs for each of the four shops in the Division, and should include not only the direct labor rates, but fringe benefits and Division management and supervisory costs as well.

The Fleet Management Division is currently only staffed to accept a small amount of additional repair work. Should the Division accept additional vehicles from cities in the County, the Division may need additional mechanics to accommodate this workload. The numbers of additional staff needed would depend upon the volume of anticipated vehicles and equipment in the fleet.

Recommendation:

The Fleet Management Division should approach cities within DeKalb County to investigate their interest in utilizing its fleet maintenance and management services for all or part of their needs.

2-3 SANITATION

This chapter of the report provides the project team's evaluation of the organizational efficiency, effectiveness and staffing of those functions following under the purview of the Sanitation Division. These functions include garbage, yard waste and bulk item collections; recycling; landfill operations; roadside mowing; public education regarding recycling and solid waste; and other related services.

1. ANALYSIS OF STAFFING LEVELS

This section analyzes the staffing levels of the Sanitation Division.

(1) The Sanitation Division Should Provide Curbside Garbage Collection Once per Week Rather Than the Current Twice-Weekly Service.

Currently, DeKalb County provides twice-weekly garbage collection for each of its customers, with recyclable materials collected once per week. Although twice-weekly collection is still popular in some sections of the country, the trend is toward once-weekly collection, for a variety of reasons, some of which are provided below:

- Costs can be significantly reduced, with these savings being passed along to tax payers through reductions in property taxes.
- There are fewer pieces of equipment for the Fleet Management shops to repair and maintain. Given that garbage packers, whether rear-load, front-load or side-load, are typically among the highest-cost units in a fleet to maintain, this often results in cost avoidances of between \$5,000 and \$6,000 in maintenance costs per year per unit removed from the fleet. Depending upon the number of packers eliminated from the fleet, this may even allow the reduction of a vehicle mechanic in the garage.
- There are fewer pieces of equipment creating wear and tear on the County's paved surfaces.
- Reducing the frequency of garbage collection reduces the environmental impact on the County through fewer emissions and reduced fuel usage, and can reduce the risk associated with vehicle accidents.

- Reducing collection frequency places a greater awareness on recycling and other waste stream diversion practices such as composting.

Studies have shown that for municipalities providing twice-weekly collection, the second collection day of the week results in a much lower volume of municipal solid waste, thereby reducing the utility of the crews making the collection. This is particularly true if Sanitation organizations do not redesign the routes on the second collection day of the week by expanding the routes of crews in anticipation of the lower volume collected. This is the case in the DeKalb County Sanitation Division's Collections section, as each of the routes each week is duplicated on the second collection day.

Reducing the frequency of garbage collection has many positive benefits, however studies have shown, and the project team's experience verifies, that there is typically a negative public reaction to the lower frequency. The resistance, however, fades over time, as residents adapt to once-weekly collection. This is particularly true when municipalities state a strong financial case for the reduction and pass along the savings to the tax payer. Interviews by the project team indicate that this is a particular concern of the Sanitation Division, as customers have reportedly expressed their satisfaction with the twice-weekly service on many occasions.

The Sanitation Division's crews are making only about 593 residential stops per day, on average. This varies by district, however the overall productivity is lower than the 750 to 900 daily stops typically achieved when routes are well-designed. To some extent, this may be a result of having relatively great distances between homes, and it is beyond the scope of this study to make that determination. However, even if productivity levels remained at the current 593 stops per day, there are significant cost

savings available to the County by making a transition to once-weekly collection, as routes could be redesigned to cover only half the area covered currently each day. The table below shows this calculation. (Note that in the case of the Central District, which has an odd number of routes, the project team rounded down when calculating the number of routes that could be eliminated).

Description	District			
	North	Central	East	South
A. Routes in District	18	15	20	20
B. Employees per Route	3	3	3	3
C. Employees in Dist. Each Day (B*E)	54	45	60	60
D. Routes Eliminated if Once-Weekly (A/2)	9	7	10	10
E. Potential Reduction in Employees (B*D)	27	21	30	30

As the table shows, through making the transition to once-weekly garbage collection on residential routes, and by redesigning the remaining routes to cover half the current areas, the Division could reduce the number of employees by 27 in the North District (reduction of nine routes), by 21 in the Central District (reduction of seven routes), and by 30 in both the East and South Districts (reductions of 10 routes in both Districts), for a total of 108 employees and 36 routes.

Given that each crew is comprised of three employees with different classifications, the project team assumed that each crew reduction would result in the elimination of a Sanitary Driver Crew Leader, a Refuse Collector, and a Refuse Collector, Senior. The reductions, as well as potential cost savings, are presented in the table below.

Position	Midpoint Salary	Benefits	Total Compensation	Number Eliminated	Total Cost Savings
San. Driver	\$34,872	40%	\$48,820.80	36	\$1,757,548.80
Refuse Collector, Sr.	\$32,814	40%	\$45,939.60	36	\$1,653,825.60
Refuse Collector	\$29,202	40%	\$40,882.80	36	\$1,471,780.80
Total	NA	NA	\$135,643.20	108	\$4,883,155.20

As the table shows, a reduction of service from twice-weekly garbage collection to once-weekly service would result in a cost savings of approximately \$4,883,000 annually, depending upon the mix of employee classifications eliminated. In addition, there would be a one-time income production from the sale of the 36 trucks that are currently serving routes that could be eliminated. If it can be assumed that a garbage truck that initially cost \$150,000 could be auctioned today for \$45,000, this would result in a one-time revenue of \$1,620,000.

In addition to the additional revenue accruing to the County from the sale of the 36 garbage packers, it would also avoid fuel costs for these units as well. An analysis of the Fleet Management Division's utilization records indicates that packers are accumulating about 10,000 miles per year, on average. Assuming that each unit averages about 3.0 miles per gallon, this equates to about 3,333 gallons per year, per unit. If it can be assumed that fuel cost average about \$2.80 per gallon, this equates to a fuel cost avoidance of approximately \$9,300 per unit. For 36 units, this equates to a cost avoidance of about \$334,800. In addition, the County would avoid the maintenance costs associated with these units. Assuming that each unit is in the Fleet Management Shop for \$75 hours per year, and that the approximate fully-loaded cost of maintenance is \$70 per hour, this equates to a maintenance and repair cost avoidance of another \$189,000 for the 36 units, for a total cost avoidance of \$523,800.

Recommendation:

The County should transition from twice-weekly garbage collection to once per week. The annual cost savings associated with personnel reductions is approximately \$4,883,000. The one-time revenue form the sale of 36 garbage trucks is estimated to be about \$1,620,000. The County can expect to avoid approximately \$523,800 in fuel and maintenance costs from the sale of the 36 units as well.

(2) The County Could Realize Savings by Utilizing Side-Arm Collection Vehicles to a Greater Degree.

The County recently initiated a pilot program that utilized side-arm collection vehicles on several of its routes. These side-arm units require a greater degree of operational skill on the parts of Drivers, as they must learn to position the vehicle properly, and to grapple the garbage container with the hydraulic arm, and dump it into the collection unit's hopper.

Although the operation of these units requires somewhat more skill than does the rear-load unit, the use of side-arm packers allows for the reduction of two of the three crew members on a rear-load unit, as the work is performed solely by the Driver.

It is highly unlikely that the County could make a full transition to side-arm garbage collection vehicles, as there are areas that are inaccessible to it due to the relatively greater width required for side-arm operation. Moreover, there are areas in the County that may allow for on-street parking, which complicates, if not prohibits, the use of side-arm units.

The project team cannot project the precise routes which may allow for the use of side-arm packers. However, if it can be conservatively estimated that half of the current 73 routes could make this transition, then, rounding down, there would be 36 potential routes for which side-arm units could be used. As each of these 36 routes would require only a single Driver rather than the three crew members currently on a rear-loader route, this would allow for the reduction of 36 Refuse Collectors and 36 Refuse Collectors, Senior. The following table presents the potential cost savings associated

with making a transition to side-arm units, under the assumption that the County retains its twice-weekly residential curbside collection service.

Position	Midpoint Salary	Benefits	Total Compensation	Number Eliminated	Total Cost Savings
San. Driver	\$34,872	40%	\$48,820.80	0	\$0
Refuse Collector, Sr.	\$32,814	40%	\$45,939.60	36	\$1,653,825.60
Refuse Collector	\$29,202	40%	\$40,882.80	36	\$1,471,780.80
Total	NA	NA	\$135,643.20	108	\$3,125,606.40

As the table shows, the County could realize a cost savings related to personnel reductions of about \$3,126,000 annually if it utilized side-arm loaders on half of its twice-weekly routes. It would, however, incur costs for purchasing the side-loaders. Assuming a cost of \$250,000 per side-arm unit, this would equate to about \$9,000,000, which would be somewhat offset by the one-time income from the sale of 36 side-loaders, which was estimated to be about \$1,620,000 in the section above. In addition, there would be a cost associated with obtaining and distributing the curbside carts that are required for use with the side-arm loaders. This has been estimated to be about \$1.3 million. These carts periodically require maintenance, with damaged wheels and caps being the primary maintenance requirements. With approximately 86,000 residential accounts, if 5% of these required maintenance of one-half hour each year, this would equate to an expenditure of about \$172,000 per year, if it can be assumed that labor costs are about \$80 per hour. In addition, the County can expect to replace between 400 and 500 carts per year, as carts are lost, vandalized or damaged to an extent that makes replacement more viable than repair. At \$85 per cart, the County should expect to spend about \$35,700 annually in cart replacement costs.

The economic life cycle of a side-loader is typically seven to nine years, depending upon many factors, including driver abuse, terrain, numbers of stops per day,

idling times, and others. Assuming, though, that the average unit has a life cycle of eight years, the payback period for making the transition to side-loaders, under the current twice-weekly collection operation, is less than three years.

(3) The County Could Realize Even Greater Cost Savings through Making a Transition to Once-Weekly Residential Garbage Collection Using Side-Arm Loaders.

As was shown in the previous section, the County could realize significant cost savings by utilizing side-arm collection units, even if it retained its twice-weekly curbside collection services on residential routes. This section analyzes the potential cost savings associated with making a transition to once-weekly residential collection using these side-arm units.

To make this calculation, the project team again assumed that only 50% of current routes could be serviced by side-arm units, which is a conservative assumption. In this scenario, the same cost savings related to the elimination of the 36 routes applies, and the base cost savings related to the elimination of all three crew members on these 36 routes is \$4,883, 155.20. The calculation, which was shown in an earlier section of this chapter, is presented again below.

Position	Midpoint Salary	Benefits	Total Compensation	Number Eliminated	Total Cost Savings
San. Driver	\$34,872	40%	\$48,820.80	36	\$1,757,548.80
Refuse Collector, Sr.	\$32,814	40%	\$45,939.60	36	\$1,653,825.60
Refuse Collector	\$29,202	40%	\$40,882.80	36	\$1,471,780.80
Total	NA	NA	\$135,643.20	108	\$4,883,155.20

In addition to these savings, however, the County could eliminate two crew members from half of the remaining routes, as a side-arm loader requires only a single driver. Therefore, a total of 144 additional employees could be eliminated, as the table below shows.

Description	District			
	North	Central	East	South
A. Routes in Dist. Twice-Weekly	18	15	20	20
B. Routes in Dist. Once-Weekly Collection	9	8	10	10
C. Three-person Crews Needed Once-Weekly	5	4	5	5
D. One-person Crews Needed Once-Weekly	4	4	5	5
E. Total Employees Needed (3*C)+(1*D)	19	16	20	20

Therefore, as shown in Row E of the table, the Division would need a total of 75 employees for the 37 routes in the four districts in the County. If it made a transition to once-weekly residential collection. As there are 18 one-person routes required in this scenario, this will allow a further reduction of 36 employees, given that there are three employees currently on each route. As was assumed earlier, these reductions are assumed to be one Refuse Collector and one Refuse Collector, Senior on each of the eliminated routes. The additional cost savings accruing to the County by transitioning to side-arm loaders on 50% of the remaining routes on the once-weekly collection scenario are presented in the table below.

Position	Midpoint Salary	Benefits	Total Compensation	Number Eliminated	Total Cost Savings
San. Driver	\$34,872	40%	\$48,820.80	0	\$0
Refuse Collector, Sr.	\$32,814	40%	\$45,939.60	18	\$826,912.80
Refuse Collector	\$29,202	40%	\$40,882.80	18	\$735,890.80
Total	NA	NA	\$135,643.20	36	\$1,562,803.20

Therefore, the County could save an additional \$1,562,800 over and above the \$4,883,155 saved through the transition to once-weekly collection calculated above. This results in a total personnel cost savings of \$6,445,955. Making the same assumptions regarding the cost of side-loaders and carts, and the one-time revenue from the sale of existing side-loaders as were made above, the additional cost savings make the payback period for making the transition to once-weekly collection with side-arm units on 50% of the remaining routes makes the payback period about 1.3 years.

Recommendation:

The County should make the transition to once-weekly residential garbage collection using side-arm collection vehicles on at least 50% of its routes. The personnel cost savings would be approximately \$6,445,955. The one-time revenue from the sale of 36 garbage trucks is estimated to be about \$1,620,000. The cost of the side-arm units is estimated to be \$9,000,000, and the costs of the carts is estimated to be about \$1,300,000. In addition to these costs, the County can expect to spend about \$172,000 in maintenance of damaged carts, and another \$35,700 for replacement of carts that are damaged to an extent that makes it infeasible to repair them. The project team recommends that the County outsource the maintenance of carts on an as-needed basis. Depending on replacement cycles and utilization could add \$1.3 million per year.

2. ANALYSIS OF MANAGEMENT

This section analyzes the management of the Sanitation Division.

(1) Communications to Customers Have Not Always Been Clear Regarding Which Agency is Providing Waste Removal.

As areas have incorporated as separate municipalities, or have been annexed by existing ones, the responsibility for waste collection has changed between agencies. Sometimes this is the County, sometimes the city, and sometimes a contractor. Communication with customers, however, has not always been clear as to which of these entities has the responsibility for waste collection. This results in customers calling the County with billing or collection questions when the County is not responsible for their waste collection.

Some of this may be failure on the part of the incorporating/annexing city to properly notify their customers, some of it may be an issue that DeKalb County can prevent through enhanced communications, and some of it may simply be customers throwing away flyers from their local government under the assumption that they are not relevant. In any case, the Sanitation Division should do whatever it can reasonably do to

resolve this communication issue, considering the number of annexations and incorporations that are likely to occur in the near future.

Recommendation:

The Sanitation Division should ensure that it coordinates with the appropriate municipality or contractor whenever the responsibility for customers' waste collection changes to ensure that customers know which entity is responsible for collecting trash and which entity they should call to resolve questions.

3. ANALYSIS OF THE ORGANIZATIONAL STRUCTURE

This section analyzes the organization of the Sanitation Division.

(1) The Keep DeKalb Beautiful Section of the Division Should Transfer Its Field Maintenance Functions to the Roads and Drainage Division.

The Keep DeKalb Beautiful (KDB) section is the vehicle for public education regarding the Sanitation Division's recycling and waste management functions. KDB runs numerous programs to educate the public and to increase awareness of recycling efforts, composting, litter and waste reduction and many other initiatives.

KDB fills a vital role in the County in education and enforcement of codes related to waste. Over time, however, KDB has assumed roles in activities that are either unrelated to its stated mission, or are better suited to the missions of other County organizations. For example, KDB utilizes five-person crews in each of four County districts to mow 750 linear miles of right of way, 30 cemeteries and, as of the time of the project team's on site assessment, 99 vacant lots. In addition, KDB staff trim trees, clean curbs, apply herbicide, and perform an average of four indigent burials each week, with staff members presiding over the ceremonies.

The field maintenance role performed by KDB should be transferred to the Roads and Drainage Division of the Public Works Department, as that Division's mission is

much more suited to roadside mowing, herbicide application, and other functions. These functions can be performed by relatively low-skilled laborers who can be utilized in other sections of the Roads and Drainage Division when not being utilized for mowing and other related functions, most of which are seasonal activities. This transfer will allow KDB to focus to a greater degree on its core mission, while at the same time providing the Roads and Drainage Division with greater flexibility in utilizing these personnel.

Recommendation:

Transfer the 53 employees currently in the KDB section of the Division to the Roads and Drainage Division of Public Works.

2-4 ROADS AND DRAINAGE DIVISION

This chapter of the report provides the project team's evaluation of the overall staffing, management and organization of the County's Public Works Roads and Drainage Division, which is responsible for providing a wide-range of services to the residents of DeKalb County and also internally to other DeKalb County departments. Roads and Drainage is responsible for constructing, repairing and maintaining County roads, bridges, drainage structures and traffic control devices and systems. Roads and Drainage as a division also handles tree issues. Roads and Drainage's responsibilities are accomplished via work activities focused on drainage, road maintenance, GIS, warehouse operations, administrative services (e.g., procurement and budget), engineering and inspections, construction, production control, and traffic engineering.

The Roads and Drainage Division is responsible for a significant investment in paved surfaces in the County. During the project team's on site assessment as well as in follow up requests for data and information, it was clear that, although the Roads and Drainage Division has access to the eAM system for managing resources, it has not been fully implemented, as is discussed later in this chapter.

The Roads and Drainage Division has not fully documented the locations, ages, repair histories and service levels of the infrastructure for which it has responsibility. Without a comprehensive database of its infrastructure, nor a set of defined service levels for its maintenance, it cannot effectively manage its assets or determine the resources needed for its maintenance.

In the following sections, the project team analyzes staffing levels in the Roads and Drainage Division. The analysis focuses on the staffing requirements for the work that has been accomplished, and has been identified to be accomplished, for the road network in DeKalb County. However, it should be noted that this analysis was performed in the absence of defined service levels, and without the benefit of a comprehensive work order management system that reflects where work was performed, and the resources used in its performance.

1. ANALYSIS OF STAFFING LEVELS

For the FY15 budget year, DeKalb County Public Works Roads and Drainage has a total recommended staffing allocation of 147 for Fund 271, cost center 5700 and 104 positions for Fund 581, cost center 6700. This represents a CEO recommended decrease of 22 allocated positions for Fund 271, cost center 5700. The positions not funded in the CEO budget recommendation represent a \$1,201,334 cost savings in salaries and benefits and include: nine equipment operators, five assistant traffic signal installers, two office assistants senior, one associate director, one deputy director, one mason senior, one crew supervisor CDL, one traffic signal technician, and one dispatcher.

(1) The Roads and Drainage Division's Asphalt and Construction Sections Are Appropriately Staffed at This Time, However Service Demands Are Increasing and the Division Should Add a Crew to Handle These Demands.

A best management practice for road maintenance is that one staff member should be responsible for between 12 and 20 center line miles of paved streets. DeKalb County has 2,005 center line miles, of which 414 rate 30 or greater on the pavement assessment inventory. A rating of 30 or greater indicates the road segment qualifies for

resurfacing. Given that over 20% of the road network qualifies for resurfacing, this indicates that the County has significantly under-funded the resurfacing of roads in the past, and this has contributed to both a deteriorating quality of roads, and a declining ability of the Roads and Drainage crews to complete service orders, as will be discussed below.

Applying the staffing level best management practice of 12 to 20 center line miles of paved surfaces per field worker, the Roads and Drainage Division should have approximately 100 – 167 crew workers. According to the FY14 Mid-Year Budget Roads and Drainage, Fund 271, cost center 5700, has 68 FTE in crew worker, operator or equipment operator job codes.

The Roads and Drainage Division utilizes contracted services to augment its in-house asphalt and construction crews. Using the funding received under the 2013 LMIG allocation, the project team estimated the equivalent number of field workers that contractors provide to supplement the full time workers in the Roads and Drainage Division. The table below shows this calculation, which indicates that about 71 positions supplement the internal Roads and Drainage staff workers. Adding these equivalent positions to the 43 in-house equivalent positions results in a total equivalent staffing level of 114 positions. This staffing level falls within the range of 100 – 167 suggested by best management practices. The calculation of this staffing equivalency is provided in the table below.

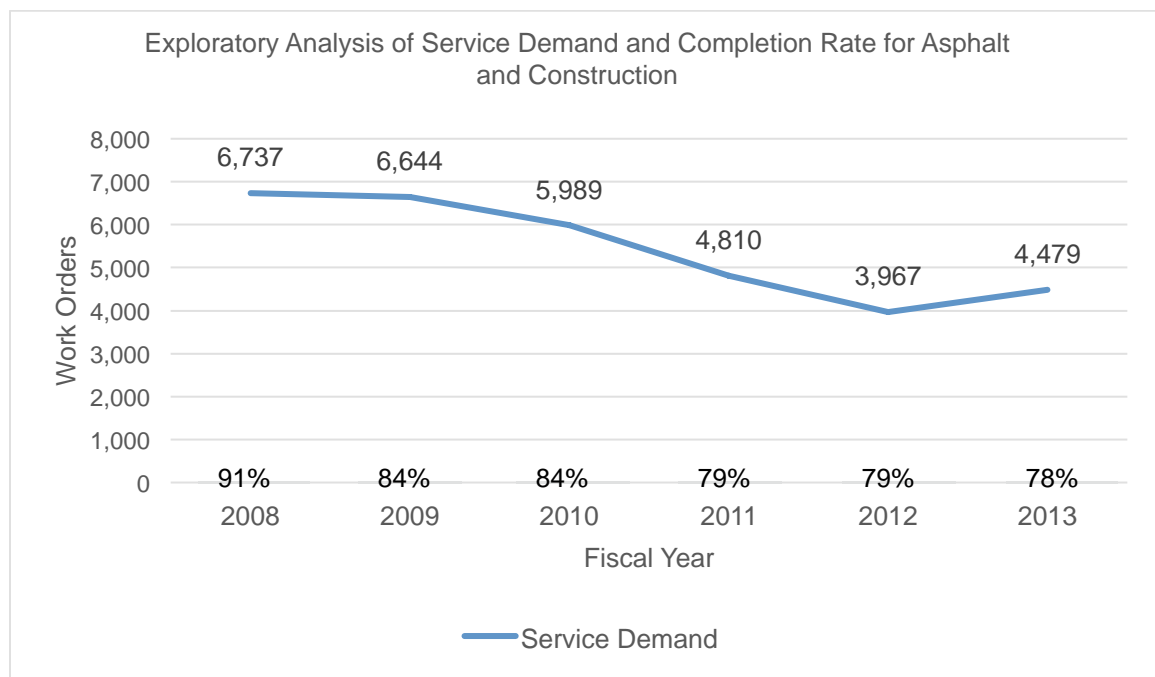
Description	Value
A. Contract for Resurfacing - 20 center line miles	\$5,969,623
B. Total center line miles resurfaced by contractors	20
C. Total center line miles resurfaced by County crews	12
D. Average cost per center line mile – Contract (A/B)	\$298,481
E. Equivalent project cost - County, 12 center line miles (C*D)	\$3,581,774
F. FY14 budgeted crew worker, equipment operator and mason positions	68

Description	Value
G. Equivalency factor	0.6275
H. In-house staffing equivalent (F*G)	43
I. Cost per in-house staffing equivalent to complete 12 center line miles (E/H)	\$83,941
J. Contract staffing equivalent (A/I)	71
K. Total staffing equivalent (H+J)	114

The analysis uses the 68 crew work, equipment operator, and mason positions allocated to Fund 271, cost center 5700 in the FY14 Mid-Year Budget. Fund 271 is a special tax district – designated service, and the cost center represents the roll-up cost center for Roads and Drainage. The project team used the FY14 Mid-Year Budget positions because this is the staffing level the Board has approved to complete Road related work. In actuality, approximately 55 positions are functionally aligned to road related work, with 13 of the 55 positions being funded by Fund 581, cost center 6701, which is an enterprise fund for the purposes of Stormwater Management. This alignment complicates the understanding of staffing levels for fund 271 and was therefore not used in determining equivalent staffing levels. After analyzing work order data stored on Oracle eAM, the project team determined that 62.75% of work orders assigned to asphalt and construction were related to road maintenance activities. Therefore, the project team multiplied the FY14 budgeted FTE for Fund 271, 5700 field staff (68) by 0.6275. The result is an in-house staffing equivalent of 43 positions. Thus, the staffing level for asphalt and construction is 114 when accounting for the 71 contracted services positions and the 43 in-house staffing equivalent positions funded by Fund 271. This staffing level falls within the target range of 100 – 167 suggested by the BMP.

While the staffing levels fall within an acceptable range, the asphalt and construction unit is failing to meet service demands with the current level of staffing of

114 equivalent positions. Based on an analysis of available data, displayed in the table below, it appears that the percentage of work requests completed for asphalt and construction decreased by 5% from 84% to 79% in 2011 and has trended downward thereafter. The increase in service demand, coupled with the condition of the pavement inventory may explain the completion rate deficit.



The FY15 CEO Budget recommended unfunding nine equipment operators, five assistant traffic signal installers, two office assistants senior, one associate director, one deputy director, one mason senior, one crew supervisor CDL, one traffic signal technician, and one dispatcher. These reductions would likely result in deterioration of the quality of the County's paved surfaces if the cost savings are not reinvested in the maintenance of the road network. Fund 271, from which these employee reductions would come, is a special revenue fund; therefore, cost savings realized from unfunded positions will not disappear from availability for use as an expenditure by Roads and

Drainage as it often happens in the General Fund. Rather, the Roads and Drainage Division could appropriate the cost savings to increase the number of roads resurfaced via contracted services. Based on the calculations for staffing equivalency, one mile of contract road resurfacing costs approximately \$298,481. The \$503,092 from unfunded Roads positions plus the cost savings from the other unfunded positions would total approximately \$1,201,334 and could be re-appropriated to achieve an additional 4.02 miles of resurfaced roads via contracted services.

Recommendations:

The Roads and Drainage Division should functionally align positions based on funding source. The 13 positions funded by Fund 581 but functionally assigned to Asphalt and Construction should be functionally assigned to Drainage. There is no budgetary impact to this recommendation.

The Roads and Drainage Division should functionally align positions based on funding source. The five positions funded by Fund 271, but functionally assigned to Drainage, should be functionally assigned to Fund 271 cost centers. There is no budgetary impact to this recommendation.

The Roads and Drainage Division should transfer one Operations Manager R&D position from Fund 271, cost center 5705 to Fund 581, cost center 6701. This would decrease Fund 271, cost center 5705 personnel services budget by approximately \$98,893 and Fund 271, cost center 5700 by one position. This would increase Fund 581, cost center 6701 personnel services budget by approximately \$98,893 and one position.

The Roads and Drainage Division (Fund 271, 5700) should add four positions from Fund 581 to account for staff being functionally aligned in road related activities. The positions are one of each: Office Assistant Senior, Construction Supervisor, General Foreman Public Works, and Roads & Drainage Supt. The increase to Fund 271, cost center 5700 is four positions and \$258,737. Fund 581 will realize a decrease of one position and a decrease in personal services cost of approximately \$258,737.

The County should implement the FY15 CEO Recommended Budget and unfund nine equipment operators, five assistant traffic signal installers, two office assistants senior, one associate director, one deputy director, one mason senior, one crew supervisor CDL, one traffic signal technician, and one dispatcher. The

cost savings should be used to fund contracted services to resurface an estimated 4.02 center line miles.

(2) The Roads and Drainage Division's Traffic Engineering Sections Are Under-staffed to Handle the Quantity of Signalized Intersections in the County.

Traffic Engineering maintains 675 signalized intersections and has 13 staff assigned to signal maintenance. Standard staffing levels for signal maintenance indicate that there should be approximately one technician per 35 to 40 signalized intersections. Based on this metric, DeKalb County's Traffic Engineering section should have 16 to 19 technicians. While incorporation may impact service demand, as two of the three most recently-incorporated cities now directly provide their own traffic engineering, annexations may not, as eight of 11 incorporated cities have an intergovernmental agreement with DeKalb County to provide their traffic engineering services. Careful consideration should be given to additional decrements to signal maintenance and repair staffing levels. However, monthly report data collected by Traffic Engineering indicates annual maintenance is being provided on all signalized intersections; therefore, the project team supports the FY15 CEO Recommended Budget to unfund traffic engineering related positions.

Recommendation:

The FY15 CEO Recommended Budget to unfund traffic engineering positions should be implemented by the County.

(3) The Roads and Drainage Section's Stormwater Program is Under-staffed to Handle the Quantity of Service Demand Requested by Residents.

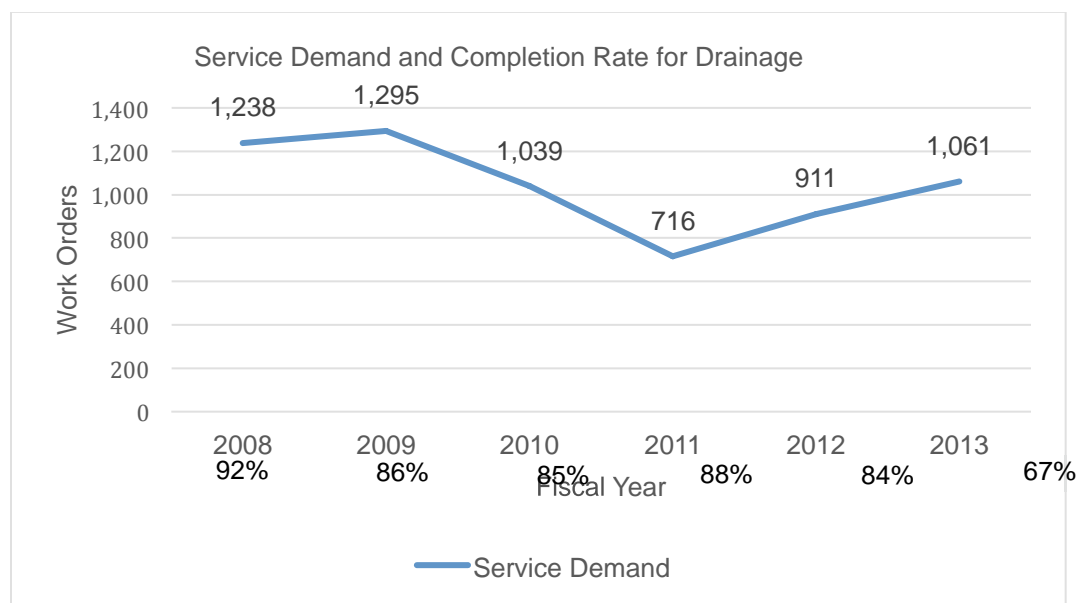
Fund 581, Stormwater Management, has a total of 104 funded positions for FY14; however, only 70 of these funded positions are functionally assigned to the drainage section. The remaining 34 are located in other sections of Roads and

Drainage or elsewhere in the DeKalb County organization. These staff members are located in engineering (11), asphalt and construction (12), data management (5), procurement (3), budget (2), and production control (1). Fund 581 is contributing positions outside of the drainage organization, however five positions functionally assigned to the Drainage unit are funded by Fund 271, which is a designated service fund for roads. Therefore, the Drainage unit has a functional staffing level of 69.

Positions related directly to the delivery of drainage services that have been functionally assigned to Fund 271 should be reassigned back to Drainage, specifically crew supervisors, equipment operators, crew workers, and masons. . This would result in an additional 15 positions reassigned to Drainage, increasing available staff for service delivery by 8 (13 drainage positions in roads – 5 roads positions in drainage = 8 net increase). The Operations Manager position in Drainage is currently funded by Fund 271, and appropriations for this position should come from Fund 581, not Fund 271. The five remaining crew worker positions funded by Fund 271 but functionally in the Drainage unit, should be reallocated to asphalt and construction crews. All remaining positions funded by Fund 581, but functionally residing in Fund 271, should continue to be funded by Stormwater Management; however, using an appropriate cost allocation methodology, the Stormwater Management fund should be receiving an inter-fund transfer to account for the time those positions spend supporting Fund 271 functions.

The implications of having Fund 581-funded positions allocated to asphalt and construction is a service demand and delivery issue. Based on an analysis of Drainage unit service demand and service delivery, as maintained on Oracle eAM, from 2008 –

2013, there was a consistent reduction in the completion rate for Drainage related work orders from 2011 – 2013, as is illustrated in the graph below. It is also apparent that there has been an increase in the number of requests for service, as these have increased from a low of 716 in 2011 to 1,061 in 2013, and increase of 48% over the two-year period. Based on the increasing service demand and the decreasing work order completion rate, realignment of positions back to Drainage is recommended.



Based on data maintained in Oracle eAM, from 2008 – 2013, 80% of Drainage work orders are classified as miscellaneous drainage, catch basin lid repair, catch basin junction box and lid repair, pipe work – replace and repair, retention/detention pond maintenance, and tail ditch cleaning. The Drainage unit does use contractors to supplement in-house crews for certain types of work, including engineering services, street sweeping, storm drainage construction, land acquisition, shotcrete restorative services, and chemical liner repair. However, even with augmentation from contracted services, Drainage appears to still be unable to meet service demand.

In reviewing the FY15 recommended budget, Fund 581 retains a 12.8% reserve for fund balance, indicating there is not sufficient revenue available for additional staffing, either in-house or contracted services, to address the backlog of work. To address this backlog, Stormwater Management would need to consider increasing the stormwater fee currently charged to residents.

Recommendations:

The Roads and Drainage Division should reallocate 15 positions funded by Fund 581 but functionally assigned to Asphalt and Construction back to Drainage. There is no budgetary impact from this recommendation.

The Roads and Drainage Division should reallocate five positions funded by Fund 271 but functionally assigned to Drainage back to asphalt and construction. There is no budgetary impact from this recommendation.

The appropriation for the Drainage Operations Manager position should be from Fund 581 rather than Fund 271. This would decrease Fund 271, cost center 5705 personnel services budget by approximately \$98,893 and one position. This would increase Fund 581, cost center 6701 personnel services budget by approximately \$98,893 and one position.

2. ANALYSIS OF MANAGEMENT

This section provides an assessment of the overall management processes and systems that could be enhanced.

(1) The Roads and Drainage Division Should Ensure Full Cost Recovery of Services Delivered to the Unincorporated County and to Incorporated Cities.

During the evaluation of the Roads and Drainage Division, it was determined the millage rate for Fund 271 unincorporated county and incorporated cities is not based on service demand but rather on a standardized formula calculated from a pre-determined budget amount. Furthermore, the County may provide services to incorporated cities without fully recovering the cost of providing the services, as the fully-burdened labor rate does not appear to be used in calculating labor costs. Cities turn to the County when they may not be able to afford to receive the services from a private contractor, or when it is not cost effective to provide the service themselves. Failing to charge the full costs of services to these cities results in deficits each time the County performs work.

Both of these observations – determining a budget amount, then setting a standardized millage and subsidizing cities' provision of service to their constituents by not charging a fully burdened labor rate – are of concern individually, however of more of more concern is the possible ramifications these have on maximizing HOST funding.

HOST funding is partially based on the difference between the unincorporated county millage and the incorporated county millage rate for a municipality. The greater the difference, the greater the equalization payment to a municipality and, therefore, the less money received by the County. By using a standardized rate, the County may be artificially increasing the differential between the unincorporated county millage rate and the incorporated county millage rate, thus foregoing HOST at least some amount of money. Due to data collection methods and technology currently in use by Public Works it is not possible to conclusively answer the following questions:

- Are incorporated county millage rates being set at an appropriate rate to ensure full cost recovery and enable appropriate maintenance of assets within the jurisdiction's boundaries and respond to requests for services?
- What millage rates should be set in order to ensure full cost recovery and enable appropriate maintenance of assets within the jurisdiction's boundaries and respond to requests for services?
- What is the impact on the millage rate differential?
- What is the impact on the equalization payments?

Answering these questions could be very valuable in reconsidering the current approach to setting incorporated county millage rates and recovering HOST money.

There are times in which an incorporated city may request that the County perform work on its behalf. Anecdotally, this appears to occur when the city may not have the resources in-house to perform the work, or when the city does not have the money to pay contractors. As noted above, the Roads and Drainage Division does not use a fully-burdened labor rate when calculating labor costs for projects. In failing to use a fully burdened labor rate when charging for the work performed by the County, the cities are not paying the full cost of doing business, and the County is subsidizing the city's delivery of service at a loss to the County. Again, access to the necessary data to qualify these observations is not readily available; however, with implementation of recommendations within this report, data could be collected and analyzed to determine the impact of not using a fully burdened labor rate.

Individual losses may be experienced by each example; however, the loss could be compounded if the city in question had a reduced incorporated county millage rate and was receiving subsidized services.

Recommendations:

The County should review service demand, service delivery, and cost recovery trends by incorporated city boundaries.

The County should research the feasibility of setting millage rates based on geographic service demand/service delivery and cost rather than a standardized formula.

The Roads and Drainage Division should determine a fully burdened labor rate to charge for work to ensure full cost recovery.

If full cost recovery is not being achieved, then where applicable, the roads millage should be increased or the County should not provide the services to cities unless the municipality can pay the full cost.

The County should research the impact of decreasing millage rate differentials and thus decreasing the equalization payments by modifying how Fund 271 millage rates are determined by the County.

(2) The Roads and Drainage Division Should Implement a Robust Asset Management Program

Asset management is focused on managing the full life cycle of the infrastructure in the care of the Roads and Drainage Division. This includes the design, construction, deployment, operation, maintenance, repair, modification, replacement, disposal or conveyance of ownership. The Division has access to an enterprise asset management software solution in the form of Oracle eAM; however, in addition to an improper implementation of the system, the Division does not have a sufficient policy, procedures or controls in place to have a robust asset management system.

An important consideration in the development of the asset management system should be the design, construction, and conveyance phases. Often, asset management is thought of as consisting of predominately maintenance management. The Roads and Drainage Division is not in strict control over assets that may come into its possession (e.g., Public Works – Transportation projects) or those that may be conveyed to another governmental entity (i.e., conveyance through incorporation or annexation).

Transportation may manage the design and build of a particular asset, but Public Roads and Drainage will need to plan for maintaining the asset in the future. The maintenance of the asset will have implications for staffing and budgeting forecasts. When annexations and incorporations occur, knowledge about the assets being conveyed is vital for determining the required reductions in staffing and funding levels. Therefore, it is important to have policies, procedures and controls in place to plan for assets throughout the lifecycle.

The following sections of the report provide a “blueprint” for instituting a robust asset management and accountability plan for the Roads and Drainage Division.

The Division’s Administrative Services section should lead an asset management committee to develop an asset management plan consisting of a policy, procedures and controls. The asset management plan should focus on the long-term life cycle of assets and include a detailed capital improvement program and cost forecasting for operating budget impacts, and funding strategies. The Roads and Drainage Division and external entities that convey assets to it should be accountable for supporting the implementation and maintenance of the asset management plan. Following the development of the asset management plan, Administrative Services should be the owner of the asset management process.

Accountability is an important factor in the successful implementation and maintenance of an asset management plan. While an asset is in the design phase the engineer should be accountable for input and maintenance of data about the asset. During construction the superintendent (in-house build) or the County project manager (contract build) should be accountable for accurate data regarding the asset. Following

deployment of the asset, the Roads and Drainage Division Operations Managers should be accountable for managing each specific type of asset assigned to their section.

To assist responsible staff in the implementation and maintenance of the asset management plan, The Roads and Drainage Division Administrative Services should develop an asset management plan template and provide guidance to the responsible parties in development of asset specific management plans. Administrative Services should conduct asset management plan compliance audits.

Recommendations:

The Roads and Drainage Division Administrative Services section should develop a full life cycle asset management plan which incorporates a comprehensive Capital Improvement Program and cost forecasting for operating budget impacts, and funding strategies.

The Roads and Drainage Division should hold internal staff and external entities accountable for maintaining accurate asset data based on the lifecycle phase.

The Division's Administrative Services section should create templates and provide guidance for the development and maintenance of asset specific plans.

The Administrative Services section should conduct compliance audits to ensure data integrity and adherence to policy and procedures.

(3) The Division Should Define the Levels of Service to Be Provided and Develop Performance Standards for these Service Levels.

Although many of the functions that the Roads and Drainage Division performs are reactive in nature, this does not negate the value of planning the use resources around historically probable events such as the location and timing of potholes, drainage issues, lane striping, sign repairs, etc. In interviews with managers and staff in the Division, it is clear that, although activities are clearly being accomplished in the

field, there are at least two concerns that the project team noted in the conduct of the study. These include the following:

- The activities performed by the Division appear to be performed almost solely in reaction to requests for services, largely with no orientation toward proactive maintenance of the infrastructure.
- The Associate Director and Supervisors have not actively sought information that would enable them to anticipate workloads, location and timing of services, and staffing needs for the various crews under their supervision.

Although each of the above issues present separate problems, they are related insofar as the lack of historical workload measurement data prevents the establishment of meaningful targeted service levels for the Division. In order to define what impacts resource additions or reductions will have upon work output and service levels, it is imperative to possess the data that will facilitate the analysis.

Levels of service should vary depending on the type of infrastructure and intensity of use. For the purpose of maintenance management, service levels must be specific. Examples of specific service-level standards in right of way maintenance might include the following:

- Grass height is maintained at levels that do not obscure road shoulders.
- Lanes are striped annually
- Sign reflectivity is checked annually
- Paved surfaces are maintained at a level that ensure an average rating of 72 (this index should be adapted to the particular numerical scale used).

Once service levels are defined for each function within the Division, managers should develop performance standards that correspond to these service levels. These standards are established largely on the basis of experience; however, best practices in

the industry can be utilized as guides as well. Once established, a value can be used as a standard and may be adjusted upward or downward to raise or lower the level of service for, for example, pothole patching, crack sealing, etc.

The standards are used to define the best way to accomplish each activity. The optimum crew size and equipment complements are specified, along with the major materials needed and the preferred procedure for doing the work. Also, the expected amount of work to be accomplished each day is specified, based on using the standard over a period of time under average conditions. Whatever output basis is selected, each standard should include at least six components:

1. A brief description of the specific work involved – the work that is to be performed by the crew;
2. The frequency with which the work should be performed (or the level of service) and the criteria for scheduling the work;
3. The crew size required for the job;
4. The equipment, material, and tools needed;
5. The performance expectations for each job or average daily productivity; and
6. The recommended procedures for completing the job.

Once the standards are developed, the next step is to plan and schedule the work to be accomplished at the defined service levels. The data should be input into the Oracle eAM system in order to track the accomplishment of work, and to report on the efficiency with which it was accomplished. There have been issues related to the implementation of the eAM system, however, as is discussed in the next section.

(4) The Division Should Properly Implement Oracle eAM to Handle Asset Management and Maintenance Functions.

The Roads and Drainage Division should collect and enter, on an ongoing basis, data into Oracle eAM for all assets it either has in its care or will have in its care

following design and construction. Currently asset related information is maintained on multiple databases and Excel spreadsheets managed by various staff. Nearly all databases, including Oracle eAM, are more than three months behind in data input.

The project team recognizes that there are issues related to the implementation of Oracle eAM that make extracting meaningful data difficult. However, proper implementation of the product, followed by the Roads and Drainage Division adhering to an asset management policy and procedures will improve usability. The project team observed the following impediments to usability: staff understanding of the software, incomplete implementation of the solution, and bad data extraction/lack of a reporting tool.

Staff does not understand what the software is designed to do and how to make the software do what it was designed to do. Software is written to behave in very specific ways. For example, Oracle eAM allows integration with ESRI for spatial analysis of assets within eAM. This requires input of longitude and latitude information into very specific fields if users desire the functionality to operate smoothly. If inspectors were only doing longitude and latitude input into a notes field the mapping functionality would not work because the software was not developed to go “look for” the longitude and latitude data in the notes field, it was designed to access the geographic information in longitude and latitude fields. During conversations with staff it appeared to the project team that information was being input into inappropriate fields for what Roads and Drainage would like to achieve for output. The precise reasons for this are outside the scope of this study however it is likely due to the partial/incomplete implementation of the solution and training needs of the department. However, if staff is

trained on improper input processes they will become very good at inputting data into incorrect fields. It is imperative the solution is correctly implemented and training is provided on correct processes.

The required products which make up a basic Oracle eAM offering are not being used by Roads and Drainage. Oracle eAM is a system meant to integrate various processes. Piece meal implementation is possible; however, the result is a sub-standard experience that is frustrating for end users, as Roads and Drainage can attest. For Oracle eAM to function well at its basic level specific products must be used: inventory, bill of material, human resources, cost management, manufacturing scheduling, quality, and work in progress. Roads and Drainage, while they have the required products, they are not using the products accurately. For example, the Quality product is not used by Roads and Drainage. The Quality product would allow Roads and Drainage to collect condition (or quality) information about assets. If the asset where not meeting the required standard, say a pavement rating less than 30, a work request could be automatically generated. eAM Quality also allows attachments in the form of text, images, spreadsheets, video, etc., to provide evidence. This flexibility could enable Roads and Drainage to store pictures of work completed, CCTV video of pipe condition before treatment and pipe condition following treatment. Another example of functionality available to Roads and Drainage is Inventory. Warehouse Operations does an exceptional job of maintaining control of inventory without access to specialized inventory software/hardware; however, use of available technology could introduce efficiency into the process. Oracle eAM provides functionality that would integrate warehouse operations into the work order process. Add-on modules can be

acquired to enhance the robustness of the Oracle eAM solution. Some of these may be useful to Roads and Drainage to improve user experience; however, these should only be considered once control over the base model of Oracle eAM is up and running successfully.

Once data is being populated within a centralized database, end users must be able to extract the data in formats usable to them. An ad-hoc reporting tool is not available to R&D staff. The inability to use the software to create output is a kill switch to user engagement. During interviews nearly every staff member grumbled about Oracle eAM and the inability to extract useful information because it was not where it should be (e.g., wrong use of fields for input) or did not behave as anticipated (e.g., rollup calculations). But an even more fundamental concern, many did not have the ability to create or run reports.

Following a proper implementation, other tools, in particular homegrown systems not supported by the County's Information Technology Department or which circumvent using Oracle eAM, should not be allowed. It must be stressed the homegrown systems are, at this point in time, the best alternative to Oracle eAM until its functionality is fully realized by Roads and Drainage. Until Oracle eAM is proven to be fully operational the homegrown systems should not be taken offline. Specific examples of homegrown systems which should be integrated into Oracle eAM include: asphalt road ratings database, asphalt job foreman's database (Access), asphalt LMIG jobs (Excel), asphalt Assessment Management database (Access), traffic engineering traffic control center call log (Excel), traffic engineering maintenance and trouble database (Access), Homegrown systems, while seeming to provide flexibility and control, can actually be a

detriment. The Roads and Drainage Division has a potentially powerful tool in Oracle eAM at its disposal and is not in the business of software development. Besides software development not being a core competency of the Division, homegrown systems can have architectural deficiencies, can lack adequate testing, can pose integration concerns and can introduce data vulnerability due to isolation of knowledge, and in some instances intellectual property and ownership issues.

In order to properly install Oracle eAM, the Roads and Drainage Division should utilize a consultant to develop a comprehensive use case for Oracle eAM, correctly build the Oracle eAM structure, design a test case to ensure successful implementation and provide training on proper use of the solution. As part of the use case development for Oracle eAM, the consultant should evaluate additional modules for implementation to assist with efficient asset management. The consultant should assess functionality, ease of implementation, costs and return on investment. Particular focus should be on Oracle Inventory to automate warehouse operations and the use of the Collection Plans functionality in eAM quality. The Collection Plan functionality allows for the planning, scheduling and storing of asset inspection and condition assessment protocols and results. The use case should incorporate all end output required for reporting purposes as discussed in a future section of this report. A use case defines how an entity and a system interact to achieve an outcome. The Roads and Drainage use case could tell what each section user needs the system to do, what each section user needs to do in order to make the software 'behave' in the desired manner, and what the output should be following successful end user – Oracle eAM interaction. Drainage should be the initial case study with systematic migration of Road Maintenance and Traffic

Engineering onto the Oracle eAM platform after the Drainage section's use of Oracle eAM successfully passes its test case. Drainage is selected as the first section for rollout of Oracle eAM because as an enterprise fund, revenue may be more readily available to fund the implementation and Drainage is currently the primary user of Oracle eAM, has more permissions granted than other section users (i.e., Foreman can now 'complete' their own work orders), and does not have alternate data collection tools in use.

The Roads and Drainage Division should convene a steering committee to provide governance for the Oracle eAM project. The steering committee should consist of Production Control, a representative from each section of the Division, the DeKalb County Information Technology Department, any external parties who would have responsibility for maintaining data on assets in the design and construction phases, and the consultant team. The County's Information Technology Department should play a very active role to ensure adequate long-term support of the system upon departure of the consultant.

Upon passing the test case in Drainage, the Production Control Supervisor should become the owner of the Oracle eAM process. A test case consists of a set of conditions which the solution is tested against to determine if it is functioning as it was designed to do. The Production Control Supervisor should be responsible for the maintenance and distribution of an accurate policy and procedures manual; provision of regular, ongoing training to enforce proper use by end users; monitor for deviation from protocol; and report to Operations Managers when their staff are in non-compliance.

A predominant issue with the current process of using any Roads and Drainage Division databases (homegrown or Oracle eAM) to store service demand and service delivery information is the timely input of data into the systems. Administrative support staff are being used currently, rather than having the data input at the point of service – namely the inspectors, general foremen and superintendents. To alleviate the strain of timely work order creation, data input and work order close-out, the duties should be distributed to staff other than administrative support.

Inspectors should be accountable for the creation of work orders in Oracle eAM. Foremen should be accountable for Foreman's Job Report data input into Oracle eAM and should be accomplished on the same day as the work associated with the Foreman's Job Report/work order is completed. This should include all of the materials used by the crews and contractors for construction, maintenance and repair work. General Foremen should be entering data directly into the software rather than using paper copies, then transferring the information into Oracle eAM. Superintendents should be accountable for closing a work order. Operational Managers will be responsible for enforcing compliance with Oracle eAM policy and procedures. Remedial training should be provided to staff in non-compliance. Ongoing non-compliance should result in disciplinary action. DeKalb Information Technology should be held accountable for the ongoing deployment of Oracle eAM following implementation by the consultant.

Recommendations:

The Roads and Drainage Division should properly implement Oracle eAM and it should be used as the sole database for storing asset related information.

A consultant should be used to design Oracle eAM to perform satisfactorily against the requirements and specifications of a use case.

The Drainage section should be the initial case study. Following successful implementation in Drainage, all other sections should be transitioned to Oracle eAM.

The Roads and Drainage Division should use a steering committee to develop the use case to be used for architecting Oracle eAM.

The consultant should review additional Oracle modules and make recommendations where additional functionality could benefit the Roads and Drainage Division.

The Roads and Drainage Division should re-engineer the production control/work order process to introduce expanded roles and responsibilities to inspectors, general foreman, superintendents and operations managers.

(5) The Roads and Drainage Division Should Utilize GIS to Analyze Service Demand, Delivery, Cost and Revenue Data.

GIS is more than a visualization tool for making maps. It provides valuable spatial analysis supporting asset management, network/location analysis, and surface and field analysis, to name a few. Roads and Drainage could use GIS to answer in nearly real-time the following questions:

- Where and when is demand for service delivery exceeding delivery of service?
- What is the density of asset conditions based on geographic boundaries and what is the anticipated cost to maintain those assets?
- If an area is being considered for annexation or incorporation, what assets and associated costs may be conveyed to the incorporating or annexing jurisdiction?
- What assets need to receive preventive maintenance during a specific year?
- Can costs be decreased by contracting out services in remote areas of the County to decrease travel costs and productivity downtime associated with travel?

Being able to visually assess 'demand/delivery' hotspots in near real-time could aid superintendents and general foremen with work planning. Resources could be

better coordinated to address multiple issues in an area rather than treating each work order as an individual piece of work.

Understanding the density of asset conditions could serve as an early warning system for planning expenditures for both reactive and preventive maintenance. As the density of assets in poor condition increases due to lack of preventive maintenance, citizen satisfaction will likely decrease, and call for services will increase. To handle the demand for services to address assets in poor condition will likely require higher resource output. Maintaining the cost information in a system such as Oracle eAM which supports GIS integration allows for easy estimation of how much it will cost to restore satisfaction to the area through the improvement of assets. It can also help monitor the resource impacts of reactive maintenance compared to preventive maintenance.

Integrating asset information with GIS allows for powerful analysis in times of annexation and incorporation. Understanding condition of assets in annexation and incorporation prone areas could influence decision making regarding level of service delivery or it could lend support for considering changes to taxation policies.

Roads and Drainage services often require the transport of heavy equipment to large geographic spread. The transport of this equipment is not inexpensive and adds to the cost of service delivery. GIS can help analyze the cost impact of travel distance on direct costs such as fuel and indirect costs such as productivity downtime due to transit. Knowing visually where travel and downtime adversely affect cost or efficiency of service delivery could be helpful in determining whether to use contracted services on projects.

Recommendations:

The Roads and Drainage Division should identify where GIS can be used to answer operational questions with a geospatial component and develop methodologies to integrate GIS as a valuable tool for decision-making.

The Roads and Drainage Division should incorporate appropriate geospatial collection protocols in all processes related to service demand, service delivery and asset management.

Inspectors should use GPS receivers to geocode work orders and assets at time of inspection.

(6) The Roads and Drainage Division Should Develop a Monthly Performance Report That Communicates Performance on Critical Issues.

DeKalb County elected to undergo an organizational efficiency study to evaluate current County operations and to plan for future service delivery by the County. This study focuses on evaluating business processes, staffing levels, contracted services, and the impacts of incorporation and annexation on future operations and costs. In order to successfully evaluate these focus areas, specific questions must be asked, and data must be available to analyze in order to answer the questions. The very questions asked as part of the Efficiency Study should be answerable at any given time by Roads and Drainage management using timely and accurate data. The preceding subsections of this section of the report have consistently identified the lack of quality data available and concerns with how tools to help with information are used by the Roads and Drainage Division, however it is also important to describe data should be collected, why it should be collected, how it should be collected, how it should be used in communicating performance, and how it should be used for making decisions.

The Roads and Drainage Division does produce a monthly report that provides some useful information, however it lacks information that provides clear insights into

implications for decision making. The monthly report should be designed to answer the very questions the project team has discussed in the study of the Roads and Drainage Division using accurate data collected and maintained on the technology tools available to it. These questions include the following:

- What are the current staffing levels based on actual hours worked (regular and overtime) compared to specified levels of service (e.g., regulatory, best management practices, funded LOS)?
- What is the cost for contracted service delivery vs in-house service delivery using a fully burdened labor rate?
- What are the costs for service delivery to incorporated cities compared to the County's cost recovery for said services?
- What quantity of assets should receive servicing based on best management practices and what quantity of assets are actually funded for servicing?
- What is the long-term cost implications of not funding preventive maintenance?
- Is there a difference between how much revenue is generated by each incorporated city via Fund 271 and how much service delivery is costing?

Data-driven responses to these questions will help Roads and Drainage focus on analyzing and understanding what impacts the outputs of service delivery mean in a broader context such as staffing requirements, cost and cost recovery. It is not especially meaningful to report that the Division accomplished, for example, the output of 20 center line miles of resurfacing in a particular year. However, if this is compared to a standard benchmark of 160 miles per year, which equates to 8% of the total inventory of mileage in the Count, one can readily conclude that there is a deficit in resurfacing output. If funding detail is included explaining that to resurface 160 center line miles annually, it would require annual funding of \$48 million, yet only \$6 million was appropriated for this purpose, a reader can conclude that accomplishing 20 center

line miles of resurfacing is consistent with the approved funding level. If an incorporated city requested additional resurfacing by the County, the Roads and Drainage Division should be able to quickly identify how much revenue was generated based on the County incorporated millage rate, determine cost for the project, and identify if there is a deficit between generated revenue and cost. If there is a deficit, the County should be able to develop a cost proposal using a fully burdened labor rate to provide the requesting city to ensure full cost recovery.

The metrics collected should be well documented and consistent. There should be a clear explanation of how to collect a correct value for input. The source of the data to be collected should be identified. If the metric is formula-driven, it should have the equation used for calculation clearly visible, and each driver measure should be labeled. Documentation is vital in ensuring consistent data collection.

Technology should be used as frequently as possible to store data, automate calculations and summarize data, as well as to generate reproducible reports. The ability to create reproducible reports is invaluable. Reproducible means reports or presentations are published with their data and software code so that others may “reproduce” the report and, if necessary, build upon it. In a workplace setting, if the employee who has always developed a report is unexpectedly absent, another employee with similar skills could step in and generate the same report.

Once sound data management and collection processes are in place, the Roads and Drainage Division should be able to actively use the data to manage operations. This should be done via regular reporting. Monthly reporting is recommended and is consistent with the current practice of producing a Roads and Drainage Monthly Report.

The information should also be used for communicating with upper management and making recommendations during the budget cycle.

Recommendations:

The Roads and Drainage Division should develop a comprehensive monthly report focusing on answering critical management questions rather than reporting output metrics with limited context.

The Roads and Drainage Division should create a well-documented data collection protocol that identifies metrics and provides detailed descriptions, calculation explanations, sources and other information necessary to ensure consistent collection.

The Roads and Drainage Division should use the monthly report to help focus and guide the implementation of technology tools so data collection, analysis and reporting is efficient and supported by the software architecture.

(7) The Roads and Drainage Division Should Create a Technology Utilization Plan That Supports Centralized Information Management, Efficient Data Analysis and Decision-making.

A technology utilization plan should be developed by the Roads and Drainage Division to maximize the use of software and hardware already in place, and to efficiently take advantage of the large amounts of data produced by the Division. A technology plan should be designed to support organizational efficiency, service delivery, and analysis, but also to prioritize and define effort to implement technology with limited expenditure of tax revenue. Currently, many complementary technologies are not coordinated, missing many opportunities for the introduction of efficiencies and to collect and analyze quality data in support of management decisions and recommendations. Three examples of missed opportunities are in the areas of:

- Human Resource Information Systems – Kronos and Peoplesoft.
- Geographic Information Systems (GIS) – ArcGIS.
- Enterprise Asset Management – Oracle eAM.

In a technology plan, the Roads and Drainage Division would identify how these, and other, information technology resources would be used to support information management, data analysis and decision making in achievement of division goals. The technology plan would:

- Assess of the use of existing technology and identify deficits in availability of technology.
- Identify strategies for integrating disparate technology across departments, divisions, and sections.
- Make specific staff positions accountable for providing access to the necessary information for colleagues tasked with conducting analysis.
- Provide staff training and development on the supported process and the use of each product.
- Evaluate costs associated with implementing and maintaining the technology plan.

At the time of this study, bits and pieces of data needed for analysis were available, however locating and acquiring the data were difficult, time consuming and in some instances not available. Availability issues were due to a lack of understanding of how the technology operated, other departments being non-responsive, or Roads and Drainage staff did not use the systems available so the data could not be mined, as it did not exist. Where there were data, and access to the data was made available, analysis of the data required specialized knowledge which would likely not be an efficiently reproducible process for the County.

These challenges, however, could be overcome as the information stored across systems could be integrated into a central repository such as the Oracle eAM suite of

applications. A well-constructed technology plan to use as a road map for implementation is the key to accomplishing such a coordination effort.

Recommendations:

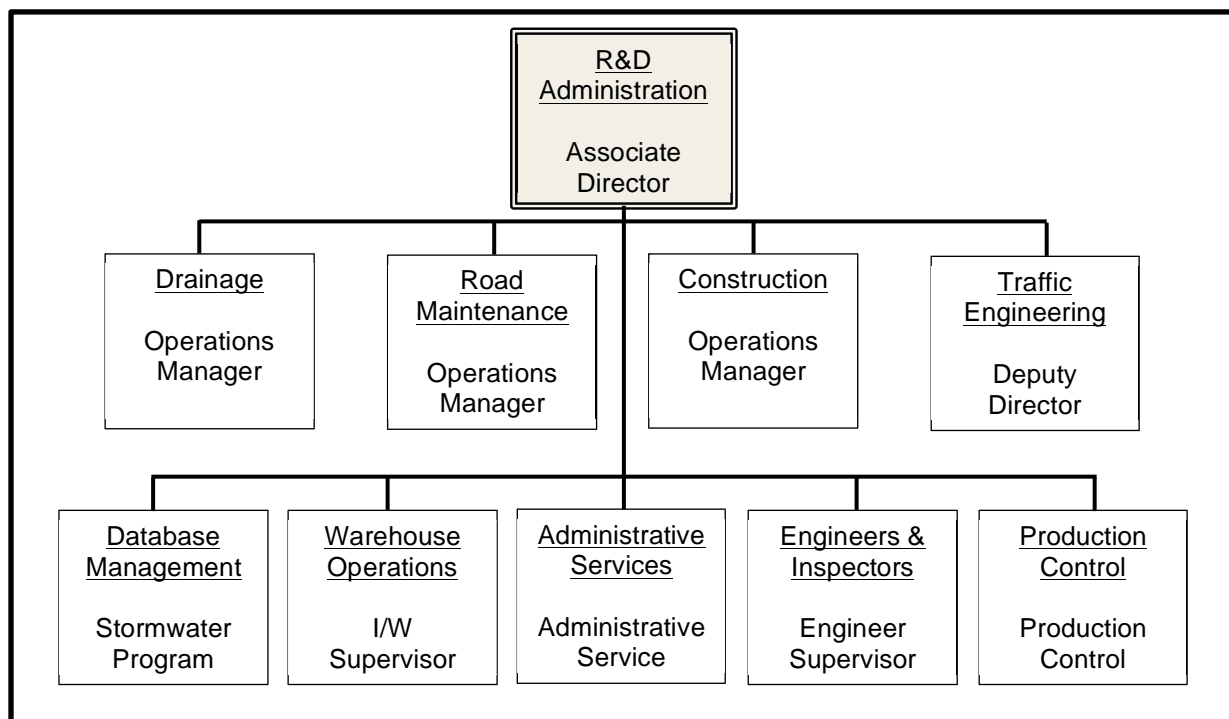
The Roads and Drainage Division should create a technology plan supporting centralized information management, data analysis and data-driven decision-making.

The Roads and Drainage Division should make staff accountable for properly implementing technology plan strategies, such as data entry protocols, and should make staff accountable for readily providing access to the data stored on various systems to support integration.

The Roads and Drainage Division should provide training to staff on proper use of the software tools but also the tool's impact on the outcome of the process of interest, such as data mining for a monthly report.

3. ANALYSIS OF THE ORGANIZATIONAL STRUCTURE

The structure and allocation of personnel for the Roads and Drainage Division of Public Works is illustrated below:



The following sections provide an analysis of the organizational structure of the Roads and Drainage Division.

(1) The Roads and Drainage Division Should Implement a Functional Reorganization.

When evaluating any organizational structure, the purpose is to address important questions regarding lines of authority, responsibility and accountability. Well-managed organizations are designed to deliver services to customers, to maximize management control over service delivery, and to ensure maximum accountability for the work performed. The Roads and Drainage Division has small spans of control for many of its service areas. This is inconsistent with recent trends. In the last decade, the introduction of information technology spurred the trend toward wider spans of control. In the current plan of organization, it appears sections are created to support position classifications rather than being focused on efficient service delivery. This is made more apparent by the supervisor-to-staff ratios exhibited in the table below. Positions for which this may be occurring include operations manager, superintendent, general foreman, and some supervisor roles. This inhibits processes to enhance efficient and responsive service delivery, disrupts shared workload opportunities and creates issues with efforts to widen spans of control. More importantly, it indicates management and supervisory resources are not being utilized efficiently.

DEKALB COUNTY, GEORGIA
DRAFT Organizational Effectiveness Study

Position	Direct Reports	Supervisor-to-Staff Ratio
DIVISION ADMINISTRATION		
Associate Director	12	1:12
DRAINAGE SECTION		
Operations Mgr	2	1:2
Superintendent	3	1:3
General Foreman	3	1:3
General Foreman	3	1:3
General Foreman	4	1:4
Crew Supervisor	7	1:7
Crew Supervisor	6	1:6
Crew Supervisor	5	1:5
Crew Supervisor	8	1:8
Crew Supervisor	8	1:8
Crew Supervisor	8	1:8
Construction Supervisor	2	1:2
Crew Supervisor	3	1:3
Crew Supervisor	3	1:3
Crew Supervisor	4	1:4
ROAD MAINTENANCE SECTION		
Operations Manager	5	1:5
Superintendent	3	1:3
General Foreman	2	1:2
General Foreman	2	1:2
Crew Supervisor	6	1:6
Crew Supervisor	2	1:2
Crew Supervisor	5	1:5
Construction Supervisor	12	1:12
Crew Supervisor	9	1:9
DATABASE MANAGEMENT SECTION		
Stormwater Program Supv	4	1:4
WAREHOUSE OPERATIONS SECTION		
I/W Supervisor	6	1:6
ADMINISTRATIVE SERVICES SECTION		
Admin Services Manager	4	1:4
Fiscal Officer	5	1:5
General Foreman	2	1:2
ENGINEERING SERVICES SECTION		
Engineering Supervisor	4	1:4
Engineer Principal	3	1:3
Engineer Sr.	8	1:8
Engineer Sr.	2	1:2
PRODUCTION CONTROL SERVICES SECTION		
Production Control Supervisor	2	1:2
CONSTRUCTION SECTION		
Operations Manager	1	1:1
Superintendent	1	1:1
General Foreman	4	1:4
Crew Supervisor	8	1:8
Crew Supervisor	5	1:5
Construction Supervisor	4	1:4
Crew Supervisor	3	1:3
TRAFFIC ENGINEERING SECTION		

Position	Direct Reports	Supervisor-to-Staff Ratio
Traffic Engineering Manager	11	1:11
Supt. Traffic Engineer	5	1:5
Supt. Traffic Engineer	2	1:2
Gen. Foreman Traffic Engineer	12	1:12
Gen. Foreman Traffic Engr.	13	1:13
Crew Supervisor CDL	4	1:4
Crew Supervisor CDL	1	1:1

Within the Roads and Drainage Division there is a limited degree of grouping of similar services in order to facilitate seamless decision-making and service delivery. Services are fragmented among different sections, resulting in overlaps and redundant efforts rather than functional cohesion. This results in a failure to minimize administrative overhead due to surplus positions such as administrative support staff, operations managers, superintendents, and general foremen. With the implementation of recommendations in the previous sections, the grouping of similar services will be necessary. Work processes should be updated to reflect recommendations and, where possible, positions should not be abolished but rather reclassified to meet gaps in knowledge or to reflect where specialized skills may be necessary for the proper implementation and maintenance of new procedures.

Another consideration is that like processes or functions in other Public Works divisions should be grouped together. Transportation is one division in which similar processes and functions are shared with Roads and Drainage. Transportation conducts inspections, designs and manages construction projects, and manages the planning aspects of traffic timings and signalization, much like Roads and Drainage. Additionally, in previous versions of the Public Works department plan of organization, Roads and Drainage and Transportation were combined services, not separate divisions. In FY15 Roads and Drainage and Transportation fund the same job codes found in Roads and Drainage. The following table shows these job titles in both divisions.

Position Title	Transportation Division Count	Roads and Drainage Division Count
Administrative Assistant I	2	3
Requisition Technician	1	1
Chief Construction Inspector	1	0
Construction Inspector	2	11
Design Spec Transportation	1	0
Engineering Technician Senior	4	6
Engineer, Senior	7	6
Engineering Supervisor	2	1
Public Works Outreach Specialist	1	0
Land Acquisition Specialist	1	0
Associate Director	1	1

The similarity of service processes, similar job titles, and historically having been a combined division, results in the recommendation to merge the two divisions of Roads and Drainage and Transportation.

Currently, key support services such as GIS, inspections of existing assets, and production control are not adequately centralized to reduce the costs to the County for the provision of these services. Similarly, consolidation of key services such as road construction and road maintenance may provide opportunities for additional cost savings for the County by eliminating redundant positions such as administrative assistant, office assistant, operations manager, superintendent, general foreman upon vacancies. These position reductions, and their associated cost savings, are provided in the table below. The cost savings are estimated at \$630,815, which could fund additional road resurfacing, as has been recommended by the project team in an earlier section of this report.

Fund	Cost Center	Title	Salary and Benefits	No.	Cost Savings
271	5700	Administrative Assistant I	\$51,610	2	\$103,219
271	5700	Office Assistant Senior	\$45,940	2	\$91,879
271	5700	Operations Manager R&D	\$98,893	1	\$98,893
271	5700	Roads & Drainage Supt.	\$82,270	2	\$164,539
271	5700	General Foreman Public Works	\$69,065	1	\$69,065
271	5400	Requisition Technician	\$51,610	1	\$51,610
271	5400	Administrative Assistant I	\$51,610	1	\$51,610
Total				10	\$630,815

The list of positions in the table above makes the assumption that the recommendation to consolidate Roads and Drainage and Transportation is implemented; therefore, the table includes positions from both divisions and realizes costs savings by eliminating redundancies in the current plans of organization for both divisions. It also uses the FY14 Mid-Year Budget for position counts, not the FY15 CEO Recommended Budget.

The project team does not recommend eliminating filled positions or reducing positions until the impacts of implementing recommendations such as improvements in the use of technology, using contracted services more frequently, consolidating services, introduction of new policies and procedures, and changes to processes, are known.

It is recommended, however, to have a plan for how each position within the Division will be handled upon vacancy. For example, a current gap in skills for Roads and Drainage is the use of Oracle eAM. While the project team does not recommend creating a database administrator position at this time, it would be a good strategy to

contemplate if a consultant is hired to stand up the system correctly. A database administrator's cost is approximately \$87,192, including salary and benefits. Using the above table, one can see the reduction of two Administrative Assistant I positions could provide the necessary savings to fund a strategically desirable position such as a database administrator to maintain Oracle eAM in a working condition.

The current plan of organization does not enhance communication and coordination in Roads and Drainage or among divisions. The number of handoffs and exchanges required among staff providing service to the public or to internal customers is not minimized through the current structure of the organization. This is particularly noticeable in the service request-to-work order closing and reporting process. Work flow could also be improved via the consolidation of Roads and Drainage and Transportation for planning projects, completing work, and conveying assets.

Recommendations:

Consolidate the currently-separate divisions of Transportation and Roads and Drainage to reduce administrative overhead in areas such as procurement, human resources, and support services and to coordinate the full lifecycle of asset management by aligning functionally similar activities (e.g., engineering and inspections).

The Roads and Drainage Division should create a Plan of Organization targeting wider spans of control in areas of road maintenance and construction, engineering and inspections, production control, database management and warehouse operations.

The Roads and Drainage Division should eliminate 10 redundant administrative positions once it merges with the Division of Transportation and realizes the impacts of implementing Efficiency Study recommendations. These positions include three (3) Administrative Assistants I, two (2) Office Assistants Senior, and Operations Manager R&D, two (2) Roads and Drainage Superintendents, a General Foreman, a Requisition Technician. These position eliminations will result in a cost savings of \$630,815.

(2) The Roads and Drainage Division Should Develop a Plan of Organization Strategy Supporting Effective and Efficient Service Delivery.

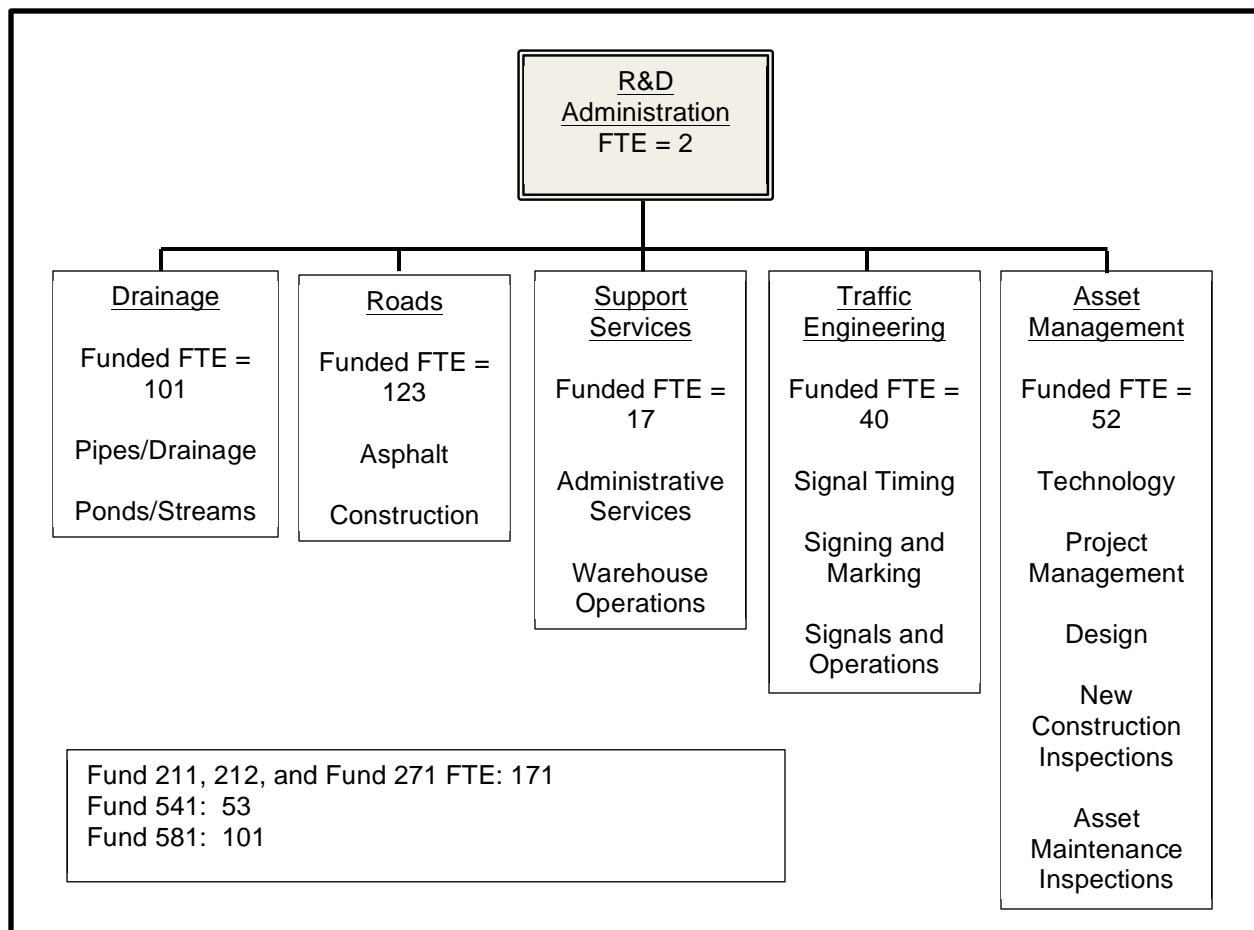
The project team proposes a re-organization of the functions in the Roads and Drainage Division. The goal is to design a concept of how the organization could function by embracing integration of services, minimizing duplication of processes, enhancing communication and coordination, using management and supervisory resources efficiently, and widening the spans of control to be more consistent with current management practices. It also points out how positions, upon vacancies, should be targeted for reclassifications to support the need for specialized knowledge and skills to advance the use of Oracle eAM, GIS and other technology as beneficial tools for Roads and Drainage.

The high-level plan of organization targets consolidation of Roads & Drainage and Transportation. Drainage is structurally unchanged. Asphalt and construction have been rolled up into a section named Roads. In a separate section of this report, the project team has recommended that 53 employees currently in the Keep DeKalb Beautiful section of the Sanitation Division should be transferred to Roads and Drainage. These employees should reside in the Roads section of the Division. Traffic Engineering is modified to focus specifically on the delivery of services related to signs, markings, and signals. Managing calls for service and engineering work would be aligned with the Asset Management group. A major change is in the creation of the Asset Management section to acknowledge the importance of lifecycle asset management – from initial design to disposal or conveyance to another agency. Asset Management houses technology, project management, design, new construction inspections, and asset maintenance inspections. Administrative Services has been

renamed to Support Services and should focus on administrative services such as budget, finance, purchasing, and warehouse operations (e.g., yard, inventory, and equipment). Administration, Roads, Traffic Engineering, Asset Management, and Support Services functionally will have 192 positions; however, only 167 are funded by Fund 271 tax revenue. Fund 581 funds 21 positions (\$1.42 million), Fund 212 adds 3 positions (\$232,299), and Fund 211 contributes one position (\$112,883).

Funding Source for Position Allocation								
Fund	Admin	Drainage	Roads	Traffic Eng.	Asset Mgt	Support Services	Strategic Unfunding	Fund Total
271	2	0	70	40	32	13	10	167
211	0	0	0	0	1	0	0	1
212	0	0	0	0	3	0	0	3
541	0	0	53	0	0	0	0	53
581	0	80	0	0	17	4	0	101
Section Total	2	80	70	40	53	17	10	325

The organization of these positions within the Roads and Drainage Division is shown in the chart below.



The first step in the development of the proposed plan for organization is to align positions with their funding sources. Using data obtained from DeKalb County's Human Resources Information System (HRIS), it was possible to identify which positions were staffed during 11 months of FY14. Next, the project team used the organization chart provided by Roads and Drainage to identify functional alignment by position. By merging these two data sources the project team was able to identify abnormalities in funding source and functional alignment. The following table lists, by position, where the appropriation for the position originates, where the position is functionally allocated, what action is recommended, and the fiscal impact for the modification.

Recommended Additions, Transfers and Deletions for Funds 211, 212, 271 (cost centers 5400 and 5700), and 581					
Fund	Cost Center	Action	Fiscal Impact		
			Decrease	Increase	Net Change
271	5700	Transfer one position (Operations Manager R&D) to Fund 581; Add four positions from Fund 581 (Office Assistant Senior, Construction Supervisor, General Foreman Public Works, Roads & Drainage Supt).	\$98,893	\$258,736	(\$159,843)
271	5400	Transfer one position (Public Works Outreach Specialist) to unknown fund/cost center.	\$57,985	\$0	\$57,985
211		No action.	\$0	\$0	\$0
212		No action.	\$0	\$0	\$0
541	8138	No action.	\$0	\$0	\$0
581	6700	Add one position (Operations Manager R&D) to Fund 581 from Fund 271, cost center 5700; Transfer four positions from Fund 581 (Office Assistant Senior, Construction Supervisor, General Foreman Public Works, Roads & Drainage Supt) to Fund 271, cost center 5700.	\$258,736	\$98,893	\$159,843

The impacts of these recommendations in relation to the FY14 Mid-Year Budget and the FY15 CEO Recommended Budget are presented in the table below.

Differences between FTE in FY15 CEO Recommended Budget and the Matrix Plan of Organization Recommended Budget						
Fund	Cost Center	Position Title	FY14 Mid-Year Budget	FY15 CEO Recommended Budget	FY15 Matrix Recommend Transfers to/from	FY15 Matrix Recommended Budget
581	6700	Office Assistant Senior	2	2	-1	1
581	6700	Construction Supervisor	2	2	-1	1
581	6700	General Foreman Public Works	4	4	-1	3
581	6700	Roads & Drainage Supt	2	2	-1	1
581	6700	Operations Manager R&D	0	0	1	1
271	5700	Office Assistant Senior	3	1	1	2
271	5700	Construction Supervisor	2	2	1	3

Differences between FTE in FY15 CEO Recommended Budget and the Matrix Plan of Organization Recommended Budget						
Fund	Cost Center	Position Title	FY14 Mid-Year Budget	FY15 CEO Recommended Budget	FY15 Matrix Recommend Transfers to/from	FY15 Matrix Recommended Budget
271	5700	General Foreman Public Works	5	5	1	6
271	5700	Roads & Drainage Supt	4	4	1	5
271	5700	Operations Manager R&D	3	3	-1	2
271	5400	Public Works Outreach Specialist	1	1	-1	0

The next table shows the types of positions that are funded by the Stormwater Management fund. The recommended funded number of FTE for Drainage is 101 positions, with 80 functionally aligned within Drainage, 17 in Asset Management, and 4 assigned to Support Services.

Recommended Fund 581 FY15 Recommended Budget Positions and Distribution to Proposed Plan of Organization Sections, including Personal Services Costs						
Fund	Cost Center	Position Title	FY15 Matrix Recommended Budget	Drainage	Asset Mgt.	Support Services
581	6700	Office Assistant Senior	1	1	0	0
581	6700	Accounting Tech Senior	1	0	0	1
581	6700	Financial Assistant	1	0	0	1
581	6700	Accountant Senior	1	0	0	1
581	6700	GIS Specialist II	3	0	3	0
581	6700	Construction Inspector	9	0	9	0
581	6700	Engineering Technician Senior	1	0	1	0
581	6700	Engineer, Senior	3	0	3	0
581	6700	Fiscal Officer	1	0	0	1
581	6700	Crew Worker	2	2	0	0
581	6700	Crew Worker Senior	22	22	0	0
581	6700	Crew Supervisor CDL	9	9	0	0
581	6700	Construction Supervisor	1	1	0	0

Recommended Fund 581 FY15 Recommended Budget Positions and Distribution to Proposed Plan of Organization Sections, including Personal Services Costs						
Fund	Cost Center	Position Title	FY15 Matrix Recommended Budget	Drainage	Asset Mgt.	Support Services
581	6700	General Foreman Public Works	3	3	0	0
581	6700	Roads & Drainage Supt	1	1	0	0
581	6700	Equipment Operator	9	9	0	0
581	6700	Equipment Operator Senior	12	12	0	0
581	6700	Equipment Operator Principal	13	13	0	0
581	6700	Mason	1	1	0	0
581	6700	Mason Senior	5	5	0	0
581	6700	Stormwater Program Supervisor	1	0	1	0
ADD	ADD	Operations Manager R&D	1	1	0	0
Total Positions			101	80	17	4
Total Personal Service Estimates			\$5,412,581	\$3,995,690	\$1,156,709	\$260,182

It is necessary to create one new position (Operations Manager R&D) in Fund 581, cost center 6701, to address the realignment of positions. Historically, there was not a Stormwater Fund; therefore, positions were funded elsewhere in the organization. When the Stormwater Fund was created, the Operations Manager R&D position was not allocated to Fund 581. The project team recommends funding the Drainage Operations Manager R&D position with appropriations from Fund 581. The budget impact is \$98,893 and the addition of one position. However, the costs and position increase are offset, as is discussed below, by the reallocation of the four positions of one General Foreman Public Works, one Construction Supervisor, one Roads & Drainage Superintendent and one Office Assistant Senior.

Compared to the existing organization chart in which Drainage functionally has 70 positions, the plan of organization increases the functional allocation of positions

available for Drainage service delivery to 80 while decreasing the total number of FTE for Fund 581 from 104 to 101. The net decrease of three positions results from the realignment of positions to the appropriate funding source. But this does not necessarily equate to an increase or improvement of service delivery for Drainage. Four positions should be reallocated to Fund 271 as the positions do not contribute to direct service delivery. Nor do the positions appear to be ones which have the specific knowledge to expand the Section's ability to implement specialized technology that adds efficiency or aids in improved decision-making capability. These positions are: one General Foreman Public Works, one Construction Supervisor, one Roads & Drainage Superintendent and one Office Assistant Senior. The estimated cost savings realized by Fund 581 from the elimination of these positions would be \$258,737. The cost savings for Fund 581 by reallocating these positions would offset the addition of the Operations Manager R&D position for a net cost savings of \$159,844.

While the recommendation of the project team is to use the cost savings realized by reallocating the positions to Fund 271 to offset the Operations Manager R&D position, the Division could use cost savings from other vacated positions to acquire gaps in skills or knowledge. For example, these could be used to create a new position to support the development and implementation of a technology plan, and the use of Oracle eAM and other technology. The cost of an IS Database Administrator would be \$87,192.

As was discussed in the Staffing Analysis section, service does not have to necessarily be delivered by in-house staff. Contracted services can be used to achieve an equivalent staffing level. If it is discovered, as a result of analyzing service demand

data, that delivery can be achieved more effectively by contracted services than by in-house staff, the Section should consider strategic elimination of positions. As an enterprise fund, the cost savings can then be budgeted for acquisition of more contracted services. Drainage does currently use contracted services for engineering, street sweeping and debris removal, stormwater infrastructure system construction, land acquisition services, shotcrete restorative services, and stormwater pipe repairs using chemical liners.

In the initial evaluation of span of control in Roads and Drainage, the project team noted several relatively low ratios. Following consolidation of Transportation and Roads and Drainage, creation of new sections and responsibilities, realignment of positions with funding source where appropriate, reallocation of positions to funding source, and consideration for strategically un-funding positions upon vacancy, improvements can be made in spans of control ratios as the table below shows. The table highlights the improvements between the original evaluation and the proposed plan of organization.

Position	Original Supervisor-to-Staff Ratio	Proposed Supervisor-to-Staff Ratio
R&D ADMINISTRATION (2)		
Associate Director	1:12	1:6
DRAINAGE SECTION (80)		
Operations Mgr	1:2	1:2
Superintendent	1:3	1:3
General Foreman	1:3	1:3
General Foreman	1:3	1:3
General Foreman	1:4	1:4
Crew Supervisor	1:7	1:8
Crew Supervisor	1:6	1:8
Crew Supervisor	1:5	1:8
Crew Supervisor	1:8	1:8
Crew Supervisor	1:8	1:8
Crew Supervisor	1:8	1:8
Construction Supervisor	1:2	1:4
Crew Supervisor	1:3	1:6
Crew Supervisor	1:3	1:4
Crew Supervisor	1:4	1:5
ROADS SECTION (123)		
Operations Manager	1:5	1:2
Superintendent	1:3	1:3
General Foreman	1:2	1:3
General Foreman	1:2	1:3
Crew Supervisor	1:6	1:6
Crew Supervisor	1:2	1:2
Crew Supervisor	1:5	1:5
Construction Supervisor	1:12	1:12
Construction Supervisor	1:9	1:9
Operations Supervisor	1:1	NA
Superintendent	1:1	NA
General Foreman	1:4	1:4
Crew Supervisor	1:8	1:8
Crew Supervisor	1:5	1:5
Construction Supervisor	1:4	1:4
Crew Supervisor	1:3	1:3
General Foreman	NA	1:5
Crew Supervisor CDL	NA	1:3
SUPPORT SERVICES SECTION (17)		
Administrative Services Manager.	3	1:3

Position	Original Supervisor-to-Staff Ratio	Proposed Supervisor-to-Staff Ratio
Fiscal Officer	6	1:5
I/W Supervisor	9	1:9
ASSET MANAGEMENT (53)		
Stormwater Program Supervisor	1:4	NA
Production Control Supervisor	1:2	NA
Engineering Supervisor	1:4	NA
Engineer Principal	1:3	NA
Engineer Sr.	1:8	NA
Engineer Sr.	1:2	NA
Associate Director	1:3	1:6
Engineering Supervisor	1:12	NA
Engineer Senior	1:2	NA
Engineer Senior	1:1	NA
Engineer Senior	1:1	NA
Engineer Senior	1:1	NA
Engineering Supervisor	NA	NA
Engineering Supervisor	NA	1:6
Engineering Supervisor	NA	1:17
Stormwater Program Supervisor	NA	1:3
Production Control Supervisor	NA	1:16
Chief Construction Inspector	NA	1:3
Flood Management Supervisor	NA	1:1
TRAFFIC ENGINEERING SECTION (40)		
Traffic Engineering Manager	1:11	1:3
Supt. Traffic Engineering	1:5	1:5
Supt. Traffic Engineering	1:2	1:2
Gen. Foreman Traffic Engineering	1:12	1:11
Gen. Foreman Traffic Engineering	1:13	1:13
Crew Supervisor CDL	1:4	1:4
Crew Supervisor CDL	1:1	1:1

Recommendations:

The Roads and Drainage Division should create a plan of organization that consolidates like services, processes, and position functions.

The Roads and Drainage Division should allocate the fiscal impact of the Drainage Operations Manager R&D position to Fund 581, cost center 6701 from fund 271, cost center 5705 to reflect functional assignment in Drainage (6701).

The Roads and Drainage Division should allocate the fiscal impact of General Foreman Public Works position to Fund 271, cost center 5745 from fund 581, cost center 6701 to reflect functional assignment in Construction (5745).

The Roads and Drainage Division should allocate the fiscal impact of Construction Supervisor position to Fund 271, cost center 5745 from fund 581, cost center 6701 to reflect functional assignment in Construction (5745).

The Roads and Drainage Division should allocate the fiscal impact of Office Assistant Senior position to Fund 271, cost center 5735 from fund 581, cost center 6701 to reflect functional assignment in Procurement (5735).

The Roads and Drainage Division should allocate the fiscal impact of Public Works Outreach Specialist position to correct fund/cost center from fund 271, cost center 5400 to reflect functional assignment.

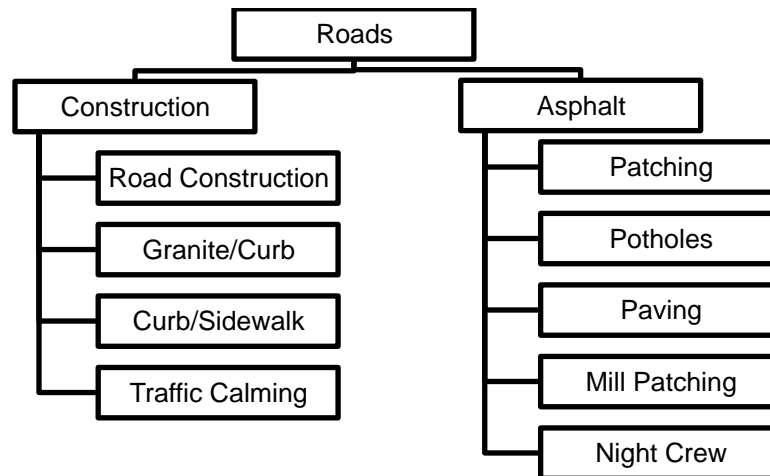
The Roads and Drainage Division should reassign 16 positions to funding source (fund 581, cost center 6701) from functional assignment in fund 271.

The Roads and Drainage Division should reassign five positions to funding source (fund 271, Roads) from functional assignment in Drainage (6701).

(3) A Single Roads Section Should be Created by Combining Construction and Road Maintenance.

A consolidated Roads Section should be created by combining the Construction and Road Maintenance sections. This consolidation would allow for the reduction of one Operations Manager R&D, two Roads & Drainage Superintendents, and one General Foreman once the positions become vacant. As has been noted earlier in the report, this represents an estimated cost savings of \$332,497. Or, the positions could be reclassified to reflect the service delivery needs of the section, for example additional technology staff could be added to manage the Oracle system, increase GIS capabilities, or to conduct data analysis on the large amounts of information gathered by the Roads and Drainage Division. One Construction Supervisor position should be fiscally reallocated from Fund 581, cost center 6701 to the Asphalt section. Positions

related to Quality Control should be reassigned to a newly-created Asset Management section.



The FY15 CEO's Recommended Budget proposes not funding positions related to the Roads section: nine equipment operators, one mason senior and one crew supervisor CDL. The cost savings of not funding these positions are estimated to be approximately \$503,093. The project team supports the FY15 CEO's Recommended Budget and concurs the positions should be unfunded. Fund 271 is a special revenue fund; therefore, cost savings realized from unfunded positions will not "disappear" from availability for use as an expenditure by Roads and Drainage as it often happens in the General Fund. Rather, Roads and Drainage can appropriate the \$503,093 to increase the number of roads resurfaced via contracted surfaces. Based on calculations made by the project team, one mile of resurfaced road cost approximately \$298,481. The \$503,093 saved from not funding Roads positions could be re-appropriated to achieve an additional 1.69 miles of resurfaced roads.

FY15 Recommended Budget Positions for the Proposed Plan of Organization Roads Section				
Fund	Cost Center	Position Title	FY15 Matrix Recommended Budget	Roads
271	5700	Administrative Assistant II	3	1
271	5700	Crew Worker	10	10
271	5700	Crew Worker Senior	21	17
271	5700	Crew Supervisor CDL	11	7
271	5700	Construction Supervisor	3	3
271	5700	General Foreman Public Works	6	3
271	5700	Roads & Drainage Supt	5	1
271	5700	Equipment Operator	5	5
271	5700	Equipment Operator Senior	10	10
271	5700	Equipment Operator Principal	9	9
271	5700	Operations Manager R&D	2	1
271	5700	Mason	3	3
Fund 271 positions				70

The decrease in available positions for Roads due to unfunded positions, the functional realignment of positions funded by Fund 581, cost center 6701 back to Drainage, and accounting for positions to consider for reclassification and unfunding upon vacancy results in 54 crew worker, equipment operator and mason FTE positions for asphalt and construction related work in the Roads Section. Of these positions, 34 would be included in the calculation to determine an acceptable range of staffing levels based on BMPs. If all cost savings after transfers, CEO recommended unfunding, and the project team's recommendation for strategic unfunding were implemented there would be \$1,730,291 for an additional 5.8 centerline miles of contracted resurfacing for total mileage of 25.8. In addition to these, the County would utilize in-house crews to resurface approximately six (6) more center line miles, for a total of 31.8. The equivalent staffing level based on these assumptions results in 141 contracted positions plus 34 in-house positions = 175 equivalent staffing level. This exceeds the target

staffing level range, discussed in the Analysis of Staffing section, of 100 – 167 positions. It also represents that the reduction of 40 positions in Fund 271, 5400 and Fund 271, cost center 5400 actually gains 70 equivalent staff through contracted services. This was determined by subtracting the original contracted service equivalent (71) when there were 68 county positions from the contracted services equivalent staffing (141) when there were 54 county positions. The project team recommends unfunding the positions per the CEO's FY15 Recommended Budget, and appropriating the cost savings to contract services for resurfacing.

Estimated Contracted and In-House Services Staffing Equivalents	
Metric	Value
A. Proposed budget for resurfacing by contractors	\$7,699,914
B. Estimated center line miles to be completed by contractors	25.8
C. Proposed number of center line miles to be completed by County crews	6.2
D. Average cost per center line mile completed by contractors (A/B)	\$298,446
E. Equivalent project cost for County crews to complete 6.2 center line miles (C*D)	\$1,850,365
F. FY14 budgeted Crew Worker, Equipment Operator and Mason positions	54
G. Equivalency factor (percentage of work orders related to asphalt/constr).	0.6275
H. In-house staffing equivalent (F*G)	34
I. Cost per in-house staffing equivalent to complete 12 centerline miles (E/H)	\$54,423
J. Contract staffing equivalent (A/I)	141
K. Total staffing equivalent (H+J)	175

The project team recommends that the Roads section strategically reorganize its crews to focus on providing patching and pothole patching, particularly given the success of the Pothole-palooza held in the beginning of FY14. But also, based on the data available via Oracle eAM, 26.3% of work orders were related to pothole repairs. Tree cutting, removal, brushcutting, and tree trimming accounted for 17.3% of service demand. This means nearly half (43.6%) of service demand for road crews can be explained by potholes and tree-related activities. Two activities on the list below which seem paradoxical, due to the fact that a Stormwater fee-funded Drainage Section exists, are catch basin and pipe cleaning and culvert/bridge/trash rack cleaning. These

activities account for 10.4% of road maintenance and construction work orders in FY13. This observation further supports the recommendation to reassign positions back to the Drainage section so that it can handle drainage related work, allowing Roads to focus on potholes, miscellaneous construction and maintenance, landscaping and hydroseeding, sidewalk scoring, and sidewalk work, which accounts for 26.0% of service demand, which when combined with potholes and tree work, explains 69.6% of work.

FY13 Service Request Activities Which Contributed to 80% of Work Orders for Road Maintenance and Construction			
Activity	Totals	Percentage	Cumulative Percentage
Pothole repair	1,174	26.21	26.21
Tree cutting and removal	739	16.50	42.71
Misc. Construction & maintenance	617	13.78	56.49
Catch basin and pipe cleaning	401	8.95	65.44
Landscaping and hydroseeding	175	3.91	69.35
NA	107	2.39	71.73
Storm emergency. – trees	80	1.79	73.52
Scoring - for general patching - 18 and 06	66	1.47	74.99
Culvert/bridge/trash rack cleaning	63	1.41	76.40
Sidewalk work	58	1.29	77.70
Brush cutting/tree trimming	57	1.27	78.97

The table shows the activities that accounted for 80% of the Road Section's workload in FY13 per Roads and Drainage's Oracle eAM system. It identifies, by activity, the total number of work orders (Total), the percentage of total work orders (Percentage) for FY13, and the cumulative percentage. The activities are listed in declining order of contribution (large value to small value in the Percentage column). This helps to understand the most common sources of service demand/work activity of the Road Section and how each successive activity contributes to overall workload. By eliminating non road-related activities (e.g., catch basin and pipe cleaned and

culver/bridge/trash rack cleaning) it removes 10% of service demand, allowing Roads to focus more intently on pothole repair, tree cutting and removal, and miscellaneous construction and maintenance. And, as indicated in previous sections, Roads also has a backlog of work, based on their work order completion rate of 78%.

Recommendations:

The Roads and Drainage Division should reorganize the Road Maintenance and Construction sections into a newly-created and consolidated Roads section, with the two sub-sections of Construction and Asphalt.

The Roads and Drainage Division should allocate the fiscal impact of Construction Supervisor position to Fund 271, cost center 5745 from fund 581, cost center 6701 to reflect functional assignment in Construction (5745).

Public Works – Roads and Drainage should allocate the fiscal impact of General Foreman Public Works position to Fund 271, cost center 5745 from fund 581, cost center 6701 to reflect functional assignment in Construction (5745).

The Roads and Drainage Division should reassign 16 positions to funding source (fund 581, cost center 6701) from functional assignment in fund 271.

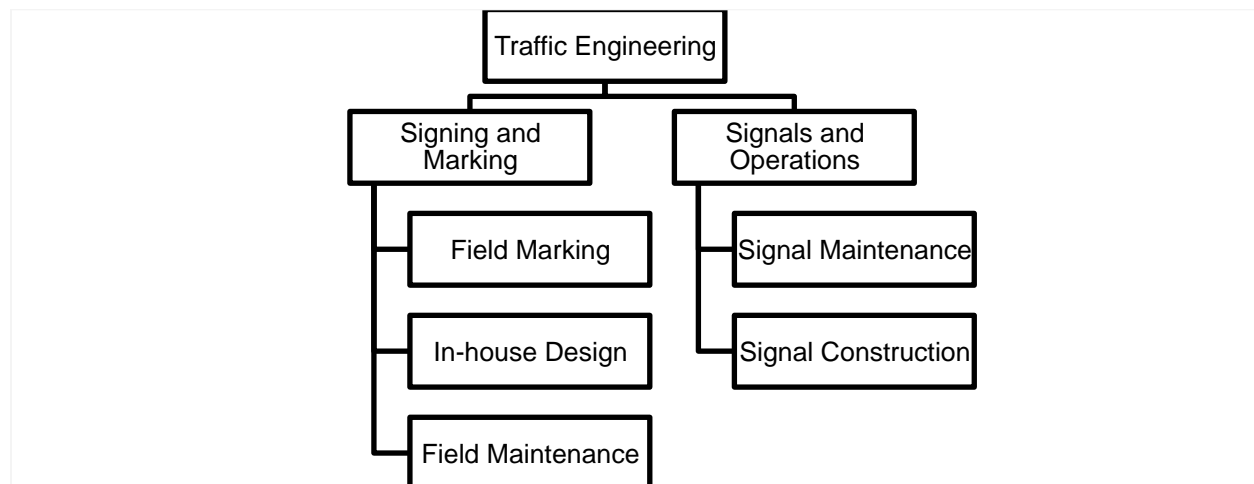
The Roads and Drainage Division should reassign five positions to funding source (fund 271, Roads) from functional assignment in Drainage (6701).

The County should unfund the Roads-related positions per the CEO's FY15 Recommended Budget, and appropriate the cost savings to contract services for resurfacing.

(4) The Roads and Drainage Division Should Align Three Work Units Currently in Traffic Engineering with the Newly-created Asset Management Section.

Traffic Engineering manages incoming calls to the Traffic Control Center and routes to the appropriate traffic engineering team; administers the server and database for traffic control camera operation, conducts inspection of citizen calls as it relates to signs, markings, and obstructions; manages citizen calls regarding signal timing; completes utility locates, striping projects, sign fabrication, and sign installation; completes preventive maintenance on signals, new construction, and responds to

emergency/trouble call response; project manages new construction and/or modification of traffic signals; and establishes and maintains school zones, haul routes, detour plans, and the County's speed zone order. The proposed plan of organization would re-focus Traffic Engineering on the functions of Signing and Marking and Signals and Operations as indicated by the chart below.



The Traffic Control Center, Traffic Engineering Field, and Signal Timing work units would be reassigned to the newly-created Asset Management section because the work activity performed by this work unit is involved with service requests, inspections, and design. The positions to be reassigned to the Asset Management section from Traffic Operations (5760) are one Engineer, Principal; two Engineer, Senior; and five Engineering Technician Senior. Following the transfer of eight (8) positions to Asset Management, Traffic Engineering would have 40 positions. The table below represents the FY15 recommended budget positions for the proposed plan of organization for the Traffic Engineering section.

FY15 Recommended Budget Positions for the Proposed Plan of Organization Traffic Engineering Section				
Fund	Cost Center	Position Title	FY15 Matrix Recommended Budget	Traffic Engineering
271	5700	Administrative Assistant I	3	1
271	5700	Graphic Design Technician	2	2
271	5700	Crew Supervisor CDL	11	2
271	5700	General Foreman Public Works	6	2
271	5700	Roads & Drainage Supt	5	2
271	5700	Asst Traffic Signal Installer	4	4
271	5700	Asst Traffic Signal Inst, Sr	3	3
271	5700	Traffic Signal Installer	1	1
271	5700	Traffic Signal Installer, Sr	6	6
271	5700	Traffic Signal Tech	8	8
271	5700	Traffic Signal Tech, Sr	2	2
271	5700	Traffic Signs/Markings Inst	4	4
271	5700	Traffic Signs/Markings Inst Sr	2	2
271	5700	Traffic Engineering Manager	1	1
Fund 271 positions				40

By reorganizing Traffic Engineering, it promotes the work units efforts on the activities associated with maintaining traffic assets. Tasks and activities related to technology, service requests, inspections, work orders, and design will be centrally coordinated to support Division-wide recommendations targeting improved asset management.

Recommendations:

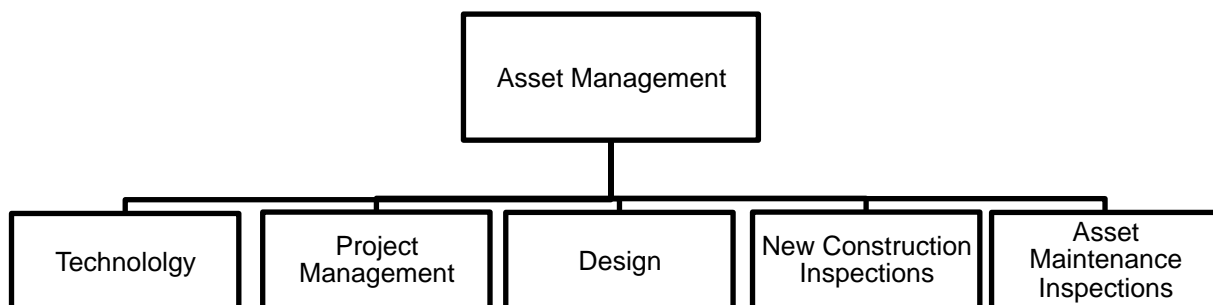
The Roads and Drainage Traffic Engineering section should focus on Signing and Marking, and Signals and Operations activities.

The Roads and Drainage Division should align the Traffic Control Center, Traffic Engineering Field, and Signal Timing work units with the newly created Asset Management section.

The Roads and Drainage Division should align one Engineer, Principal; two Engineer, Senior; and five Engineering Technician Senior positions from Traffic Operations (5760) with Asset Management.

(5) A Single Asset Management Section Should Be Created through Consolidation, Combination, and Reallocation of Services from Most Sections of the Division and from the Transportation Division.

Public Works departments maintain substantial tangible assets, both in terms of infrastructure quantities and monetary values. These include roads, ponds, streams, sidewalks, survey benchmarks, traffic signals and many others. While sections such as Drainage and Roads may build and maintain the infrastructure, other functions support processes necessary to conduct quality asset management, design new infrastructure or methods for reconditioning existing appurtenances, manage the project lifecycles of assets, inspect new construction to ensure it meets requirements and specifications, and inspect existing assets for maintenance needs. The Asset Management section would manage the lifecycle of infrastructure in the care of Roads and Drainage and should be led by the Associate Director of Public Works Transportation position, which currently oversees project management, design, new construction inspections, and asset maintenance inspections in Transportation. The Asset Management section will focus on Technology, Project Management, Design, New Construction Inspections, and Asset Maintenance Inspections as shown in the chart below.



The Technology Work unit would coordinate the use of technology to maintain the assets of Roads and Drainage – this should include the GIS, Oracle eAM, analysis software and even the homegrown tools used at this time. An existing position, Stormwater Program Supervisor, should be assigned the task of overseeing the Technology Work unit as this is consistent with the position's current role of overseeing database management. Three GIS Analyst II positions would complete the staffing of the technology work unit. Technology is an area in which strategic focus for staffing should be considered when positions are vacated elsewhere in the Roads and Drainage organization.

The Project Management unit would manage and coordinate any projects related to roads, drainage, traffic engineering, and transportation. This is most consistent with the role of Engineering Supervisor in Transportation who already supervises these types of activities in Transportation. One benefit of having the Engineering Supervisor from Transportation lead project management, is the individual is one of two Professional Engineers (P.E.) located in Transportation. It is a requirement to have two P.E.s on staff for any transportation-related projects undertaken in partnership with GDOT. Besides large-scale transportation, roads, drainage or traffic engineering projects, the Project Management work unit would also coordinate speed humps, streetlights, residential parking, and right-of-way and land acquisition.

The Design unit would house the engineering positions used to support Project Management and both Inspections work units. Design staff would be managed by the Engineering Supervisor position currently overseeing engineering designs and inspections for Roads and Drainage. This recommendation is made since many of the

design projects currently undertaken by Roads and Drainage would be assigned to the Design work unit. The current allocation of positions represents a span of control of 1:14, which is high for specialized design work. Following reassignment of four engineering positions from Roads, three engineering positions from Traffic Engineering, three engineering positions from Drainage, and five engineering positions from Transportation, the Design work unit should be tasked with determining appropriate staffing of internal design teams.

The New Construction Inspections work unit should focus on those activities related to controlling new construction, whether provided by in-house crews or through contracted services. The purpose of this work unit is to focus on preparing and delivering new assets for use by residents. These Inspectors would not handle inspections on assets later in the lifecycle, as these would be handled by the Asset Maintenance Inspectors. Initially, this would be a small work unit, as indicated by the 1:3 span of control. The project team recommends reassigning additional Inspectors to the New Construction Inspections work unit following reorganization. A Chief Construction Supervisor would lead the New Construction Inspections work unit.

The role of Asset Maintenance Inspections is to consolidate all call taking, call routing, inspection, work order creation, and work order close-out related to the assets of Roads and Drainage. This means that currently-existing work units such as Quality Control, Production Control, Database Management, Traffic Engineering Field, Traffic Control Center, and Transportation division activities would be expected to implement a standardized protocol for call taking, call routing, inspection, work order creation and work order closing.

Closing a work order is different than completing a work order in Oracle eAM. Completion, based on the recommendation in the report section on Analysis of Management to expand responsibility of Superintendents for Oracle eAM, is the indication that their crews have finished the work. By using the 'closed' status in Oracle eAM, an Inspector in the Asset Maintenance unit would audit the data input integrity of the work orders under his or her management. Using this approach supports improvements to the work order process discussed in the Analysis of Management section of the report and creates the ability to differentiate between a work order being completed in the field and a work order processed by the Asset Maintenance unit. This will prevent an appearance of work backlog for the Drainage, Roads, and Traffic Engineering sections when reporting on service demand and delivery by ensuring work orders are properly and systematically tracked as completed at the time work is successfully finished. Furthermore, it will allow Asset Maintenance Inspections to monitor the backlog of inspector tasks in the work order process.

The long-term goal, which is dependent upon the accurate implementation of Oracle eAM, is for all service request-work order activity to be managed via Oracle eAM regardless of source of a request or the activity requested. Until Oracle eAM is functional, each work unit being consolidated into Asset Maintenance Inspections will maintain current data collection tools. These tools may be updated to reflect improvements to the data collection, information and reporting protocols; however, it is not recommended to disrupt current storage methods until Oracle eAM is proven functional.

The Asset Maintenance Inspections work unit should be coordinated by the Production Control Supervisor position. To create Asset Maintenance Inspections, positions would be transferred from Fund 271 and Fund 581, specifically one Production Control Supervisor position (Fund 271, Asphalt), two Construction Inspector positions (Fund 271, Asphalt), five Engineering Technicians (Fund 271, Traffic Operations), and nine Construction Inspectors (Fund 581).

The table in the next section lists positions and current fund/cost center alignment from which the position will be coming in order to staff the Asset Management work unit. There are no budget impacts identified at this time, as these are reassignments of existing positions. It is recommended that the Roads and Drainage Division align the positions with the applicable cost center once cost centers are identified for the new section.

FY15 Recommended Budget Positions for the Proposed Plan of Organization Asset Management Section				
Fund	Cost Center	Position Title	FY15 Matrix Recommended Budget	Asset Management
581	6700	GIS Specialist II	3	3
581	6700	Construction Inspector	9	9
581	6700	Engineering Technician Senior	1	1
581	6700	Engineer, Senior	3	3
581	6700	Stormwater Program Supervisor	1	1
271	5700	Construction Inspector	2	2
271	5700	Flood Management Supervisor	1	1
271	5700	Engineering Technician Senior	6	6
271	5700	Engineer, Senior	3	3
271	5700	Engineer, Principal	2	2
271	5700	Engineering Supervisor	1	1
271	5700	Crew Supervisor CDL	11	1
271	5700	Production Control Supervisor	1	1
271	5400	Administrative Assistant I	2	1
271	5400	Chief Construction Inspector	1	1

FY15 Recommended Budget Positions for the Proposed Plan of Organization Asset Management Section				
Fund	Cost Center	Position Title	FY15 Matrix Recommended Budget	Asset Management
271	5400	Construction Inspector	2	2
271	5400	Design Spec Transportation	1	1
271	5400	Engineering Technician Senior	3	3
271	5400	Engineer, Senior	4	4
271	5400	Engineering Supervisor	1	1
271	5400	Land Acquisition Specialist	1	1
271	5400	Associate Dir. PW Transportation	1	1
211	5400	Engineer, Senior	1	1
212	5700	Engineering Technician Senior	1	1
212	5700	Engineer, Senior	2	2
<i>Fund 271 positions</i>				32
<i>Fund 211 positions</i>				1
<i>Fund 212 positions</i>				3
<i>Fund 581 positions</i>				17
Total Positions				53

The current plan has design, inspections, and technology decentralized in various pockets within sections which has led to defragmented data collection protocols, duplicated services, a flawed service request/work order process, and the underutilization of available technology. By creating the Asset Management section, the importance of managing the lifecycle of an asset is stressed, but more importantly the section is functionally designed to centrally support assets from initial design through to destruction or conveyance. It provides access to technology where it was not previously used (Transportation – GIS and Oracle), centralizes design resources, and provides a larger cadre of inspectors coordinated by a single supervisor to implement a functional work order system.

Recommendations:

The Roads and Drainage Division should assign the Associate Director of Public Works Transportation the task of overseeing the Asset Management section.

The Roads and Drainage Division should create a Technology work unit in the Asset Management section to focus on strategic use of technology to maintain the assets of Roads and Drainage.

The Roads and Drainage Division should assign the task of coordinating Technology to the Stormwater Program Supervisor position.

The Roads and Drainage Division should create a Project Management work unit in the Asset Management section to manage and coordinate any projects or programs related to roads, drainage, traffic engineering, and transportation.

The Roads and Drainage Division should assign the Engineering Supervisor from Transportation the task of overseeing the Project Management work unit.

The Roads and Drainage Division should create a Design work unit in the Asset Management section.

The Roads and Drainage Division should assign the Engineering Supervisor located in Roads and Drainage the task of overseeing the Design work unit.

The Roads and Drainage Division should assign four engineering positions from Roads, three engineering positions from Traffic Engineering, three engineering positions from Drainage, and five engineering positions from Transportation to the Design work unit.

The Roads and Drainage Division should create a New Construction Inspections work unit in the Asset Management section.

The Roads and Drainage Division should assign the Chief Construction Inspector position the task of overseeing the New Construction Inspects work unit.

The Roads and Drainage Division should create an Asset Maintenance Inspections work unit in the Asset Management section to consolidate all call taking, call routing, inspection, work order creation and work order closing related to the assets of Roads and Drainage.

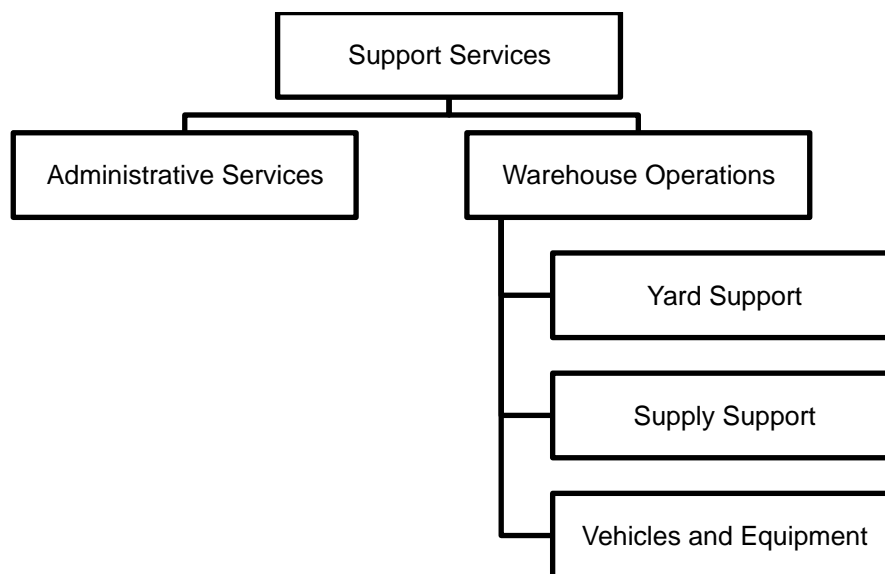
The Roads and Drainage Division should assign the Production Control Supervisor the task of overseeing the Asset Maintenance Inspections work unit in the Asset Management section.

The Roads and Drainage Division should assign two Construction Inspector positions (Fund 271, Asphalt), five Engineering Technicians (Fund 271, Traffic

Operations), and nine Construction Inspectors (Fund 581) to the Asset Maintenance Inspections work unit.

(6) A Single Support Services Section Should Be Created for Oversight of Administrative Services and Warehouse Operations.

The Administrative Services Section should be re-named to Support Services and would oversee the Administrative Services and Warehouse Operations work units.



The newly-formed Administrative Services work unit would consist of the functions of budget, finance, human resources and procurement. As part of the realignment of positions with funding source, one Office Assistant Senior position functionally located in procurement is currently funded by Fund 581. The recommendation is to reallocate the fiscal impact of the position to Fund 271, cost center 5735. The budgetary impact is \$45,940 and the increase of one position. This position should be considered for strategic unfunding upon vacancy. The position is considered for strategic unfunding upon vacancy because at this point in time and dependent on the mix of recommendations implemented by the County, the position is

needed to perform work, such as work order processing, until efficiencies are realized by the improvements targeted by the recommendations. If the position is prematurely unfunded, the Division could be loose a resource necessary in the current operational environment.

Warehouse Operations should maintain Yard Support and Supply Support services but should also consolidate the Collateral Shop, Vehicles and Equipment, and Maintenance Operation into Vehicles and Equipment. These three work units focus on providing internal equipment services to the sections. The Collateral Shop fixes and maintains smaller equipment such as chainsaws, while the other two work units assist field staff who may need a larger piece of equipment delivered to a work site or if a vehicle needs to be taken to Fleet for maintenance. These work units can be coordinated by the Inventory/Warehouse Supervisor.

The General Foreman Public Works (cost center 5735) may be unnecessary following the reorganization of Support Services and could be considered for strategic unfunding upon position vacancy. The position currently oversees two positions in the Vehicles/Equipment/Maintenance Operation activity area. Once those positions are aligned under Warehouse Operations, the redundancy of the General Foreman position is more apparent than it is in the current plan of organization. There is a Warehouse Supervisor to oversee the operations of yard support, vehicles and equipment, and supply support activities. A General Foreman is therefore not necessary. The cost savings of unfunding this position upon vacancy would be \$69,065.

The proposed staffing level for Support Services is 17 FTE. The table below identifies the Matrix recommended mix of positions for the Support Services section.

FY15 Recommended Budget Positions for the Proposed Plan of Organization Support Services Section				
Fund	Cost Center	Position Title	FY15 Matrix Recommended Budget	Support Services
581	6700	Accounting Tech Senior	1	1
581	6700	Financial Assistant	1	1
581	6700	Accountant Senior	1	1
581	6700	Fiscal Officer	1	1
271	5700	Administrative Assistant II	3	1
271	5700	Stockworker	1	1
271	5700	Supply Specialist Senior	1	1
271	5700	Requisition Technician	1	1
271	5700	Inventory Warehouse Supervisor	1	1
271	5700	Payroll Personnel Technician	1	1
271	5700	Crew Worker Senior	21	4
271	5700	Crew Supervisor CDL	11	1
271	5700	Administrative Services Manager	1	1
271	5700	Heavy Equipment Truck Mechanic	1	1
<i>Fund 271 positions</i>				13
<i>Fund 581 positions</i>				4
Total Positions				17

Currently, Warehouse Operations is staffed by borrowed positions from asphalt and construction. With the realignment, reassignment and unfunding of positions, sharing resources will become more difficult. Therefore, the proposed plan of organization directly assigns a fixed number of crew workers to Warehouse Operations. While it could be argued this diminishes service delivery in the Roads section, the use of contracted services increases the number of equivalent staffing and allows for the appropriate allocation of crew workers to Warehouse Operations. The allocation is considered appropriate because according to the detailed functional organization chart provided during interviews with the Division, at least two 'borrowed' crew worker positions exist. The proposed plan of organization directly assigns these positions to Warehouse Operations.

Recommendations:

The Roads and Drainage Division should create a section called Support Services which would house Administrative Services and Warehouse Operations work units.

The Division should reorganize Warehouse Operations and Vehicles and Equipment to create a sub-section in Support Services called Warehouse Operations. Within the newly created sub-section Warehouse Operations, focus areas would be Yard Support, Supply Support, and Vehicles and Equipment.

2-5 TRANSPORTATION DIVISION

This chapter of the report provides the project team's evaluation of the overall staffing, management and organization of the County's Public Works Transportation Division, which is responsible for providing management of local, state and federal infrastructure projects impacting roadways in DeKalb County. The Transportation division has six budgeted sections: administrative services, design and survey, transportation planning and engineering, land acquisition, street lighting and project management; however, functionally, these services are organized into four program areas. Table x.x: Description of Services outlines what services each program area provides to the citizens of DeKalb County.

Description of Public Works – Transportation Services	
Program Area	Description of Services
Administrative Services	<ul style="list-style-type: none">• Accounting functions.• HR functions.• Traffic calming requests.• Budget submission via software.• Procurement for PW – Transportation.
Design and Survey	<ul style="list-style-type: none">• Establishes and maintains survey benchmarks.• Designs minor drainage and roadway projects (e.g., turn lanes, intersections).
Transportation Planning and Engineering	<ul style="list-style-type: none">• Conducts traffic studies and traffic counts.• Designs, reviews and inspects traffic signals.• Develops and maintains coordinated traffic signal timings.• Participates in plan reviews.• Manages street lighting, sidewalk, traffic calming and CIP programs.
Project Management:	<ul style="list-style-type: none">• Manages local, state and federal construction projects.• ROW acquisition and permitting. (e.g., Utility and Encroachment).• Manages Transportation CIP.• Manages residential parking programs.

1. ANALYSIS OF STAFFING LEVELS

In FY15 the Transportation Division (Fund 271, cost center 5400) had nine positions unfunded per the FY15 CEO's Recommended Budget. These included two

Construction Inspectors, two Engineers Principal, two Engineering Supervisors, one Engineer Senior, one Engineer Technician Senior, and one Land Acquisition Specialist. One Senior Engineer position was transferred from the Planning Department in the General Fund into Fund 271, cost center 5400. The request to fund one vacant Senior Engineer position was not recommended in the FY15 CEO Recommended Budget. The result is 18 positions funded by Fund 271, cost center 5400, one position authorized via Fund 211, and 3 positions funded by Fund 212, cost center 5700. The Transportation Division did request one currently unfunded vacant Senior Engineer position be funded; however, this was not recommended in the FY15 CEO Recommended Budget.

Transportation Division: FY14 Mid-Year, FY CEO Recommended Unfunded, and FY15 Recommended Budget Positions, including Summary of Fund Source					
Fund	Cost Center	Position Title	FY14 Mid-Year Budget	FY15 CEO Recommended Unfunded	FY15 CEO Recommended Budget
271	5400	Administrative Assistant I	2	0	2
271	5400	Requisition Technician	1	0	1
271	5400	Chief Construction Inspector	1	0	1
271	5400	Construction Inspector	4	-2	2
271	5400	Design Spec Transportation Engineering Technician Senior	1	0	1
271	5400	Engineer, Senior	4	-1	3
271	5400	Engineer, Senior	5	0	5
271	5400	Engineer, Principal	2	-2	0
271	5400	Engineering Supervisor	3	-2	1
271	5400	Public Works Outreach Specialist	1	0	0
271	5400	Land Acquisition Specialist	2	-1	1
271	5400	Assoc Dir PW Transportation	1	0	1
211	5400	Engineer, Senior	1	0	1
212	5700	Engineering Technician Senior	1	0	1
212	5700	Engineer, Senior	2	0	2
Fund 271 positions			27	-8	18
Fund 211 positions			1	0	1

Transportation Division: FY14 Mid-Year, FY CEO Recommended Unfunded, and FY15 Recommended Budget Positions, including Summary of Fund Source					
Fund	Cost Center	Position Title	FY14 Mid-Year Budget	FY15 CEO Recommended Unfunded	FY15 CEO Recommended Budget
Fund 212 positions			3	0	3

The positions listed in the table are not all functionally identified on the Transportation Division's organization chart. One position (job code 3905, Public Works Outreach Specialist) is budgetarily allocated to the Transportation Division but is functionally located elsewhere in Public Works, so does not appear in the organization chart for Transportation. The three positions funded by Fund 212 are budgetarily allocated to cost center 5700, which is the Roads and Drainage Division, but appear in The Transportation Division's' (5400) functional organizational chart.

Supervisor-to-staff ratios, even for specialized work such as engineering, is relatively small for Transportation. Many 1:1 span of control ratios exist. This could be expected given the overall size of the division at 22 staff. In order to implement recommendations made by the project team in the following sections, it may be necessary to expand in-house staff skills, acquire the skills from another DeKalb County department (e.g., GIS, IS, Roads and Drainage), or acquire the skills by adding positions directly to Transportation. However, for specialized skills it would be recommended to have the positions centrally located in say GIS or IS rather than adding positions to cost center 5400. The central service department would then allocate charges for service based on usage by Transportation.

Recommendations:

The Transportation Division should transfer three positions (one Engineering Technician Senior and two Engineer, Senior) from Fund 211, cost center 5700 to

Fund 211, cost center 5400 to reflect the positions' functional alignment with the Transportation Division.

The Transportation Division should transfer one position (one Public Works Outreach Specialist) from Fund 271, cost center 5400 to the fund and cost center reflecting the positions' functional alignment.

Where specialized skills are needed to implement recommendations, the Transportation Division should first consider in-house central services or contracted service before requesting new positions.

To implement GIS related recommendations the Transportation Division would need at least one equivalent position. This position could be located in GIS or in Roads and Drainage GIS with charge backs to Transportation based on use.

To maintain Oracle applications, following a consultant lead implementation, the Transportation Division would need at least a 0.5 equivalent position.

The Transportation Division should partner with the Roads and Drainage Division to acquire one equivalent position to maintain Oracle applications. This position could be funded by IS with charge backs to Transportation and Roads and Drainage.

2. ANALYSIS OF MANAGEMENT

This section provides an analysis of the management of the Transportation Division.

(1) The Transportation Division Should Implement Improved Project Management Protocols and Introduce More Robust Spatial Analysis into Its Activities.

The Transportation Division does not have formal project management policy and procedures, nor do they use project management software to assist with information management or management of assets in the initial phases (design and construction) of an asset's lifecycle.

The Transportation Division should develop a policies and procedures manual for managing projects. The process aspects that should be included in the manual are presented below:

- **Project team development.** This includes developing a clear understanding of the purpose and goals of the project, developing a project description, identifying the members of the team, the major milestones, the boundaries of the project (scope control), the team roles and responsibilities, the measures of success for the project, and operating guidelines. The deliverable would be a project initiation and alignment worksheet.
- **Project management plan.** A project management plan should be developed which operationalizes the project into specific components and should include a: work breakdown structure based upon a master deliverable list, risk management plan describing mitigation activities; communication plan, change management plan to avoid costly scope creep; quality plan; and transition and control plan. The project plan should be scalable based upon the size of the project.
- **Project management plan endorsement.** Receive sign-off on and commitment to the project management plan by appropriate management staff and elected officials. .
- **Project management plan administration.** Execute the project management plan in terms of design, construction management, and construction inspection; but also in regard to managing the scope, schedule, budget, risks, change orders, and communication.
- **Transition, closure, and conveyance.** Following construction the project work must be accepted and the site demobilized as the assets are transitioned from construction to being in commission. Once the project is transitioned from construction and is in use, the must be conveyed to the division, sector or work unit responsible for maintaining the asset. Other aspects of closing a project include: financial closure, written lessons learned, as-built drawings, and archiving.

The manual should also provide policies and procedures on technical aspects of a project:

- Design consultant selection.
- Design consultant contract administration;
- Design coordination and review;
- Developing construction cost estimates;
- Advertising and award of construction projects;
- Constructability review of designs by Construction Management and Inspection;

- Initial guidance to the construction contractor (i.e., pre-construction meeting, submittals, pay requests, etc.);
- Public relations during construction;
- The Construction Inspectors daily report;
- Construction quality control;
- Materials testing;
- Project files;
- Project acceptance; and
- Project warranty procedures.

To efficiently manage the information generated by a formal project management protocol, it is recommended to use specialized project management software. Currently, Transportation tracks projects informally in Excel. While Excel is usable, it does not provide the expanse of functionality a project management tool would offer end users. The specificity of a project management tool also results in efficiencies for managing information, analyzing information, and reporting the information in a variety of formats, often at the push of a button. Oracle products are already in use throughout the County. It is recommended to evaluate the use of Oracle Projects by Transportation to handle project costing, billing, resource management, project management, project collaboration, analysis and reporting.

While the project team has made many recommendations for improving the usability of Oracle eAM by Roads and Drainage, the usability issues acknowledged by the project team should not preclude coordinating or expanding the use of Oracle applications.

The Transportation Division is responsible for the initial stages of an asset's lifecycle – design and construction. Oracle eAM is in use by the Roads and Drainage Division as a work order system; however, with implementation of the project team's recommendations, Oracle eAM would be implemented as an asset management system. In complement to Roads and Drainage recommendations on the use of Oracle eAM as an asset management system, the project team recommends that the Transportation Division implement Oracle eAM to begin the management of an asset immediately during project management plan development on through to conveyance to Roads and Drainage for long term care of the asset.

GIS for transportation, known as GIS-T by the American Association of State Highway and Transportation Officials, has many uses such as modeling travel demand, analyzing CIP, improving traffic throughput in congested areas, understanding crash data, and understanding streetlight uptime.

GIS supports the understanding of the asset lifecycle geospatially. When paired with a CIP prioritization algorithm, GIS can help determine a cost-effective mix of projects meeting future demands. This type of analysis would be highly beneficial to DeKalb County in preparation for incorporations and annexations.

GIS can improve design, construction and even right-of-way management. GIS can be integrated with design software (e.g., CAD) and financial software to create a visually rich understanding of environmental impacts on the design and what that will do to labor, materials, and equipment costs. Information such as drawings, surveys, schedules, estimates, and contracts, can be accessible from a spatial interface. GIS can store utility locate information to assist with relocation activities.

The Transportation Division does not currently use GIS. While the examples above highlight the power of GIS, and are not representative of capabilities afforded to Transportation at this time, there are some areas in which GIS could quickly help Transportation. These include streetlights and crash data.

Streetlights are not currently mapped because sensitive power grid data were interspersed with the geographic data maintained by Georgia Power. This caused concern for power grid security. Future data provided by Georgia Power will not contain sensitive information. Once these data become available, the Transportation Division should implement GIS protocols into the active management of the streetlight inventory. As recommended, Oracle eAM should be used as the asset management tool, as it allows for a direct GIS interface.

The Georgia Electronic Accident Reporting System (GEARS) is a collision database available to the Division. Over the past few years, law enforcement has improved the quality of the data stored on GEARS and has begun geocoding incidents. The project team recommends using GIS to assist in the analysis of the more than 20,000 crash incidents which occur on DeKalb roadways annually.

Recommendations:

The Transportation Division should evaluate the Oracle Projects group of applications for use as a formal project management tool.

The Transportation Division should support lifecycle asset management by engaging Oracle eAM to manage transportation projects during the design and construction phases.

The Transportation Division should implement GIS to support spatial analysis of transportation related data to aid in decision-making. Initially the focus should be on streetlights and crash data.

(2) The Transportation Division Should Evaluate the Streetlight Program to Determine Cost Saving and Cost Recovery Opportunities.

Ownership and maintenance of streetlights by local governments in DeKalb County is not common. However, national studies indicate that streetlight ownership can result in cost savings. To develop an appropriate cost/benefit analysis of streetlight ownership and maintenance of streetlights requires a detailed understanding of the streetlight inventory and the level of service provided by Georgia Power. At this time, an asset management system for streetlights is not in place, nor is the performance by Georgia Power actively managed or monitored by the County.

Georgia Power is in the process of completing an inventory of streetlights in DeKalb County. At the completion of this inventory, the County should implement a streetlight asset management plan to ensure that Georgia Power meets specific levels of service. Use of the Oracle eAM solution should be considered to complement the use of the product in other areas of DeKalb County service delivery, such as the Roads and Drainage Division. Monitoring streetlight assets will help determine if Georgia Power is providing the desired level of service for the cost of streetlights.

As part of the inventory assessment, it should be determined if unmetered, continuous burning fixtures exist and if these fixtures can be transitioned to photo controlled fixtures. Even without the inventory assessment, it is estimated that approximately 99.9% of the unmetered lights are on photo controlled fixtures, so there is a small likelihood for a large cost savings. However, the possibility does exist, and the County should pursue these if available.

Georgia Power recently completed a small test for transitioning to Light Emitting Diode (LED) lamps. It was successful, and it is anticipated that Georgia Power will be

transitioning all streetlights to LEDs within the next year, even though at the time of this report a project plan is not in place. Even without a project plan, however, Georgia Power should be able to provide an anticipated cost savings to the County for LED implementation. DeKalb County should request an updated Outdoor Lighting Service Governmental Customers Schedule: “OLG-8” from Georgia Power, along with an anticipated roll out schedule of LEDs to determine when anticipated cost savings would be realized by the County.

DeKalb County should consider expanding streetlight assessments to commercial and multi-unit properties falling within residential streetlight districts. Currently, only residential properties bear the burden of streetlight costs. Other local jurisdictions within DeKalb County are researching the expansion of streetlight assessments to commercial and multi-unit properties. There is no estimate available to determine the potential cost recovery. GIS should be used to identify the quantity of frontage footage of non-residential streetlight districts and to calculate the contribution of these properties to the provision of streetlights.

Recommendations:

The Transportation Division should conduct a streetlight ownership feasibility study to identify the fully-burdened cost of owning and maintaining streetlights. Impacts on quality of service delivery should also be evaluated by the study.

At the completion of the inventory by Georgia Power, the Transportation Division should introduce streetlight asset management to ensure that Georgia Power meets specific levels of service.

The Transportation Division should use the Oracle eAM solution to monitor and track Georgia Power’s management of the streetlight inventory to ensure proper maintenance of the streetlight infrastructure.

The Transportation Division should request an updated Outdoor Lighting Service Governmental Customers Schedule: “OLG-8” from Georgia Power, along with an

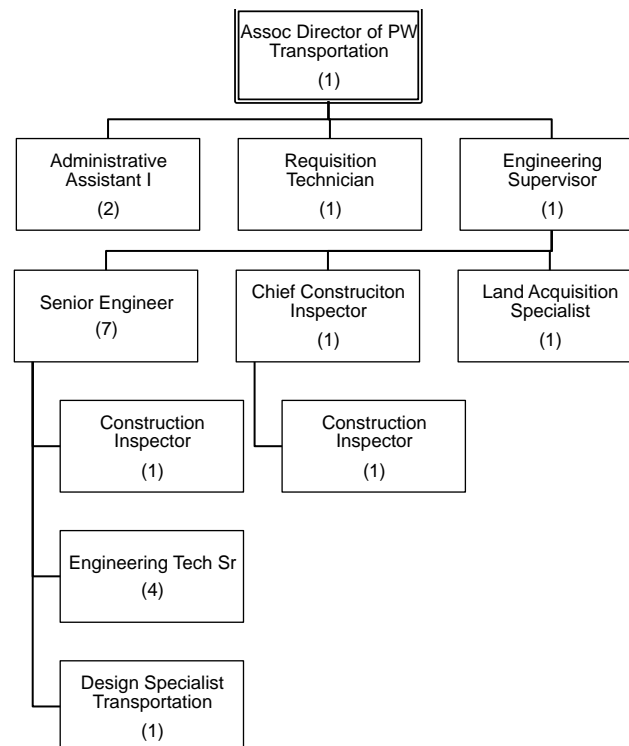
anticipated roll out schedule of LEDs to determine when anticipated cost savings would be realized.

The Transportation Division should determine if unmetered, continuous burning fixtures exist and if these unmetered fixtures can be transitioned to photo controlled fixtures.

The Transportation Division should consider expanding streetlight assessments to commercial and multi-unit properties falling within residential streetlight districts.

3. ANALYSIS OF ORGANIZATIONAL STRUCTURE

The structure and allocation of personnel for Public Works – Transportation is illustrated below:



(1) The Transportation Division Should Consolidate with the Roads and Drainage Division.

Evaluation of the Transportation Division's plan of organization has centered on organization structure, communication and coordination, resource utilization, service

quality and responsiveness, agility and flexibility, and human capital. While there are clear lines of accountability in the current structure, the management and supervisory layers and spans of control of the Division may not be appropriate based on the nature of the work. Functional cohesion, while acceptable within the micro-environment of the Transportation Division, may not be maximized when looking at the larger perspective of the delivery of public works-related services. Many functions and processes are similar and shared between the Transportation and Roads and Drainage divisions, as is identified in the table below. This observation is further supported by interviews indicating that previously the two divisions had been one.

Transportation Division and Roads and Drainage Division: Commonalities in Professional Functions		
Function	Transportation	Roads and Drainage
Administrative support	x	x
Budget and accounting	x	x
Human resources	x	x
Designs minor drainage and roadway projects	x	x
Designs, reviews, and inspects traffic signals	x	x
Develops and maintains coordinated traffic signal timings	x	x
Participates in plan reviews	x	x
Streetlighting	x	
Sidewalks	x	x
Traffic calming	x	x
Residential parking	x	
Capital Improvement Program	x	x
Manages local, state and federal construction projects	x	x
Land acquisition	x	x
Encroachments	x	
Construction inspections	x	x
Asset inspections	x	x

The Transportation Division does not appear to have communication and coordination issues within its division, however, given the functional similarities with Roads and Drainage, there are opportunities to improve policies, procedures and

processes for common handoffs and exchanges; knowledge sharing engendered by closer physical proximity; and improved communication resulting from more defined lines of authority for similar functions; and developing consistent policies and procedures for shared processes. Opportunities for physical co-location would be in the areas of project management, engineering, and inspections. Each of these three functions must not necessarily be co-located, but positions in project management and engineering should work in close physical proximity. Additionally, inspection positions should be housed together. The ability to allow for such relocation would be predicated on the availability of appropriate facilities.

Consolidation would result in a better utilization of resources by the two currently-separate organizations in areas such as administrative support; budget, finance, accounting, and CIP management; human resources; engineering for drainage, roads, and signalization; land acquisition; and inspections of service requests, inspections new construction, and inspections for asset maintenance.

Coordination of processes and positions related to inspections would create opportunities to enhance service response agility and flexibility. Pooled inspection resources would enhance both divisions' scalability to manage peaks and valleys in service demand. Namely, shared resources could help strengthen the achievement of recommendations included in the Roads and Drainage section, specifically the implementation of an asset management program and distribution of work order creation to inspectors. Additionally, the Transportation Division could have increased access to technology via Roads and Drainage Division's GIS staff and Oracle eAM.

The Transportation Division completed a comprehensive Transportation Plan in 2014. One output was a Transportation CIP. When reading the Transportation Plan, Roads and Drainage infrastructure is mentioned prominently. A recommendation in the Roads and Drainage focuses on a more formalized CIP. The Transportation Division would be able to augment current Roads and Drainage resources to implement the CIP recommendation.

Consolidation with Roads and Drainage could also provide ad hoc learning opportunities to the functionally grouped employees. By expanding the Transportation Division's access to other engineering and inspection colleagues, approximately 17 engineer related positions and nine (9) inspection related positions in Roads and Drainage Division, Transportation employees will have the ability to knowledge share with nearly 53% more employees on daily basis.

Recommendation:

The Transportation Division and Roads and Drainage Division should be consolidated to create a Transportation and Infrastructure Division.

3-1 DEKALB COUNTY PUBLIC LIBRARY

This chapter of the report summarizes the project team's evaluation of the overall staffing, management and organizational structure of the DeKalb County Public Library whose mission is to provide public information, educational resources, recreational reading, literacy services, and literary programs to DeKalb County residents through a system of 22 libraries and an online virtual eBranch. The Library's professional staff plan and implement a variety of programs to meet the needs of library branch communities.

The Library system in DeKalb County has nearly 1 million books, magazines, audio, and visual and music materials in its collection and processes more than 3.3 million materials transactions annually to its 166,000 card holders. Library users have access to over 900 computers system-wide and Library personnel respond to more than 1.1 million reference questions annually. The Library system is managed by an appointed ten member Board of Trustees and supported by 18 Friends of the Library groups and the DeKalb Library Foundation.

The Library maintains an active website and engages social media to inform residents of the varied programs and services provided at individual branches and by the library system. More than 90,000 children, adults and seniors attend programs and events ranging from Story time, to book discussions, computer coaching, job search classes and literary program offerings.

Reductions in support to the Library system during several past years have resulted in decreased access to library services for the citizens of the County. Based

on these budgetary reductions library hours now range from 30 hours per week at neighborhood library sites to 68 hours per week at the main Decatur Branch.

1. ANALYSIS OF STAFFING LEVELS

The Library 2014 budget authorizes a total of 227 FTE positions and 58 part-time positions. The following table presents the current distribution of authorized positions by Division in the department.

Current Distribution of Library Positions		
Division	Full-Time	Part-Time
Administration	28	-
Information Services	85	5
Circulation	75	39
Technical Services	13	1
Automation	5	-
Maintenance/Operations	21	13
Total	227	58

The actual number of filled full-time and part-time positions in the Library system is less than the authorized budget amount as a result of the County's continuing position freeze policy which mandates that unfilled or vacated positions due to retirements or changes in employment are "frozen" and cannot be filled until the necessity of the position has been justified and declared "exempt" from frozen. As a result of this policy the current Library's actual position allocation averaged 198 FTE positions for 2014.

(1) Exempt Library Positions Authorized In The FY 2014 and FY 2015 Budgets.

The 2014 Library budget allocation authorized the hiring of 25 previously frozen positions in the Library system. Approximately 17 of these positions are in the hiring process, as of January, 2015, through an internal hiring promotional process. The remaining eight authorized positions are needed to backfill the positions vacated by the promotions.

If the hiring process is successful and the additional 8 positions are placed this action will increase the current Library average FTE, (converting part-time positions to full-time equivalent positions) from 198 to 216 FTE.

The Library needs to maintain an FTE average level of 216 continue to effectively operate the Library branches at the ‘reduced hours model’ that has been in the operational standard since 2010. The hiring of these exempted positions maintains the minimal staffing level and is critical to maintaining the reduced service model in library operations identified in the 2014 adopted budget, but will not bring library staffing to its 2010 operating level.

Any reductions of staffing levels as a result of retirements or changes in jobs will result in positions again being ‘frozen’ with significant impacts on existing services and personnel. In order to maintain minimal service levels at Library branches the system must maintain an average of 216 FTE or higher.

In addition, the Board of Trustees and the Board of Commissioners should establish a long range plan to increase the staffing level by an additional 40 exempt positions over the next five years to return the Library system to full operational level of 1090 hours per week. In addition, the plan need to incorporate the additional staff required for operation of new facilities at Ellenwood and Brookhaven branches.

Recommendations:

Exempt all library positions authorized in the 2014 and 2015 budgets to ensure that a minimal level of staffing is available to operate the current ‘reduced hour’s model’ in the Library system.

The Library Board of Trustees should establish a three-year plan to return the Library system position allocations to its 2010 operational level.

(2) Modifying the Salary Ranges of Library Positions.

The recruitment, selection and retention of quality Library personnel is significantly impacted by the current employee salary ranges for library personnel in DeKalb County as they are in competition with higher salary ranges offered by surrounding city and county library systems.

Lower salary ranges inhibit the Library system's capacity to recruit, select and retain quality professional library staff and entry level library personnel. The current classification studies being conducted in the county will provide data from which to appropriately adjust salary ranges for library personnel making it easier for the County to compete for quality library personnel.

Recommendation:

The Library should continue to review the pending classification study and work to incorporate appropriate salary range increases for Library personnel in the DeKalb County salary range schedule.

The table below summarizes the recommended changes in staffing proposed in this chapter of the report.

Division	Positions	Position Additions	Position Reductions	Cost Impacts
Library	12 positions frozen at mid-year budget review	12 Library positions		\$750,000
	Salary range modifications for Library personnel	Varied positions		To Be Determined

2. ANALYSIS OF MANAGEMENT

This section of the report provides an assessment of the overall management processes and systems incorporated in the current Library operation to identify areas

that could increase its effectiveness, efficiency and its positive impact of the residents who use the programs and services offered by the Library system.

During the course of this study the project team met with Library management, branch and administrative library personnel, reviewed the current strategic plan, budget and program information, staffing patterns, and marketing and public information efforts to gain an understanding of the department's operations. The team reviewed the annual report prepared by the State of Georgia Public Library System and conducted a comparative analysis of the DeKalb Public Library System with nearby counties in Georgia to assess the efficiency and effectiveness of the library system's operation.

There were a number of challenges identified in the 2014-16 Library Strategic Plan which have impacted the operation of the Library system including:

- Decreases in funding for library materials
- Reduced operational hours beginning in 2011
- Staffing reductions
- Aging technology infrastructure
- On-going facility maintenance issues

In spite of these challenges the De Kalb County Public Library system is managed effectively and efficiently by its professional staff and the Library continues to provide excellent service to the residents of DeKalb County.

There are several management strategies that should be addressed by the Library system to increase its overall effectiveness.

(1) Updating DeKalb County Public Library 2014-2016 Strategic Plan.

The Library developed its 2014-2016 Strategic Plan beginning in 2012 with a series of key actions including an analysis of past accomplishments, researching comparable library systems, analyzing current trends, and gathering data from patrons, staff members and community stakeholders. Focus groups were conducted and a survey instrument was developed and administered to gather further input from library patrons.

The results of the strategic planning process identified four primary areas of focus for the library system in the years to come:

- Resources and Technology
- Education and Lifelong Learning
- Access and Advocacy
- Dedicated Staff

The current strategic plan was designed to guide the Library into the year 2016 and, while it continues to be a valid working document, there have been financial and economic changes in the county which have impacted the delivery of library services. Beginning a process to update the strategic plan and focusing on the next three-year period will place the Library system and the Board of Trustees in a position to more effectively address challenges as they arise and ensure that quality of library programs and services continues to be provided the residents of DeKalb County. A consultant could assist in facilitating this process.

Recommendation:

The Library Department should establish a process to update the DeKalb County Public Library 2014-2016 Strategic Plan to provide a guide to Library programs and services in the next three years.

(2) Increasing the Materials Acquisition Budget.

The Library offers patrons a variety of informational, educational and literary resources in a variety of materials collections and online services. The following table presents library data from the 2013 State of Georgia State Public Library Report comparing DeKalb County with three nearby counties:

Comparison of Library Resources Among Nearby Counties (2013 Georgia State Public Library Report)				
Resource	Atlanta-Fulton	Gwinnett	Cobb	DeKalb
Collection Expenditures (Materials)	\$2.3m	\$2.7m	\$1.5m	\$900,000
Collection Expenditures per Capita	\$2.12	\$3.15	\$1.99	\$1.18
Library Materials per Capita	1.88	1.11	1.35	1.14
Print Materials (Books)	1.8m	810,000	900,000	826,000

The report indicates that De Kalb County had the near lowest rates for Library Materials per Capita at 1.14. The Collection Expenditures per Capita of \$1.18 rate and Collection Expenditures for materials rate of \$900,000 were the lowest of surrounding counties. DeKalb also had the second lowest rating for print materials collections (1.14 per capita).

During previous years the Library materials acquisition budget was significantly decreased prohibiting the Library system from providing up to date resources for its users. For example, the 2012 budget allocation for materials acquisition was \$100,000 and in 2012 the allocation was \$200,000. The 2014 budget allocation restored the materials acquisition budget to \$700,000, but this amount does not compensate for the several years of minimal materials acquisitions.

Continued financial support for materials acquisition ensures that the Library provides up to date materials and resources for patron use. The DeKalb County Library Board of Trustees, Friends of the Library groups and the DeKalb Library Foundation should work with the County Board of Commissioners to ensure that materials acquisition budget requests are maintained at an appropriate level to ensure that Library patrons have access to a variety of up to date library resources.

Recommendation:

Library management should work with the Board of Trustees and other Library support groups (e.g., the DeKalb Library Foundation and various Friends of the Library groups) to ensure that adequate materials acquisition funds are available to provide up to date resources for the Library system.

(3) Developing an Asset Repair and Replacement Plan for Library Facilities

Developing an Asset Repair and Replacement Plan will assist in identifying facility improvement needs in the Library System. The aging conditions of library facilities was identified in the 2014-2016 Library Strategic plan as one of the challenges for the Library system. The project team's interviews with library personnel identified significant on-going maintenance issues including the upgrading of major mechanical systems and the need to improve and modernize the overall appearance of library facilities. For example, failing HVAC systems in libraries has resulted in library closures when the internal temperature of the facility reached 85 degrees in summer or below 40 degrees in winter creating an unhealthy situation for both library patrons and personnel. There are currently six branches without working heating systems.

Library computer systems are aging yet 34% of respondents in the Strategic Plan survey respondents identified using library computers as one of the top three reasons they visit a Library.

A five-year Asset Repair and Replacement Plan will identify those library assets that are aging, unsafe or obsolete and will quantify the funding needs for replacement and repair. Asset Repair and Replacement Plans generally focus on assets with values greater than \$5000 and a life span of longer than one year. Components of the plan could include:

- An inventory of assets which includes a brief description, classification, location and original year of purchase
- Estimated life span of the asset
- Current replacement year
- Cost of repair or replacement

- Priorities for repair or replacement based on safety, compliance with current standards and programmatic value

The development of an asset repair and replacement plan provides the Library system with the information needed to plan for the long-term funding for the repair and eventual replacement of amenities and equipment by establishing a separate repair and replacement fund and allocating funds each year so that repair and replacements do not create major financial emergencies in future years. The plan could be developed internally by a Library Facilities Committee with the assistance and expertise of the Facility Maintenance Department.

Recommendation:

The Library should create a five-year Asset Repair and Replacement Plan which includes the establishment of a Repair and Replacement Fund with an annual budget allocation to fund future needs.

(4) Creating a Library Patron Development Campaign.

Creating a Library Patron Development Campaign could increase the number of new and returning library card holders. The library comparison study conducted by the project team indicated that the DeKalb County Public Library system had the lowest percentage of Library Card Holders per Capita at 21% compared with 48%, 33% and 46% per capita cardholders in Atlanta-Fulton, Gwinnett and Cobb counties.

Library staff reported that a significant number of patron library cards have been blocked from use due to unpaid fines which is only one potential reason for the low percentage of card holders.

Currently, an “Ad Hoc Access Issues Work Group” and a Marketing Committee have been established to examine many card holder issues. The Library is also planning a library card campaign in the Autumn of this year. A concerted effort to

develop a campaign that encourages DeKalb County residents to enjoy the benefits of being a library card holder needs to be developed and implemented in each library branch. These efforts should identify the policy and operational guidelines for a patron development program along with a variety of marketing strategies to use in implementing the campaign. The campaign should address issues related to blocked cards while at the same time creating enthusiasm and excitement about becoming a library card holder.

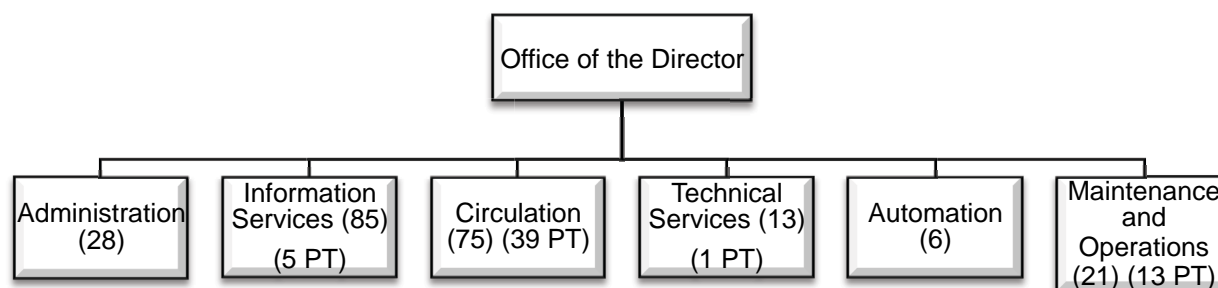
Creating a Library Patron Development Program increases greater access to libraries, serves the needs of library patrons throughout the county and maintains the libraries as a building block for strong communities.

Recommendation:

The Library should continue and coordinate its library patron development program to increase the number of library card holders.

3. ANALYSIS OF THE ORGANIZATIONAL STRUCTURE

The current organization of the DeKalb Public Library is a complex system of 22 branches along with administrative and support units that focus on, information services, circulation, technical services, automation and maintenance and operations. The project team does not foresee any significant changes in the current organizational structure. The following chart illustrates the general organizational structure of the DeKalb County Library System as presented in the budget.



There is one issue that could potentially impact the future organizational structure of the library system and should be addressed now.

(1) Continuing Reductions in Library Personnel and Resources.

Continued reductions in staffing allocations, material acquisitions and general operating expenses may ultimately bring the Library system to the point of making a threshold decision regarding the closure one or more library branches in order to maintain the viability and integrity of the entire library system. Decreases in the average Library FTE positions below 200 FTE could create a situation where the Library system could not maintain event the 'reduce hour's model of service to the residents of DeKalb County and result in the need to close library facilities. While this may be considered an unacceptable course of action, the Board of Trustees and Library management need to gain an understanding of the future implications of such an action and plan for its potential implementation if conditions warrant. Establishing a plan and priorities for this potential future action should be thoroughly discussed and planned for now rather than have to react to an unexpected action sometime in the future.

As part of the strategic planning update process the Board of Trustees and Library management should identify a policy, parameters, priorities and alternatives for

the closure of library branches in the event there are inadequate personnel and operational resources to sustain the operation of 22 library branches.

Recommendation:

As part of the strategic planning process the Board of Trustees and Library staff should discuss and create a policy and plan to address future direction and action as a result of decreases in Library staffing, materials acquisition and operating resources.

3-2 RECREATION, PARKS AND CULTURAL AFFAIRS

This chapter of the report summarizes the project team's evaluation of the overall staffing, management and organizational structure of the Recreation, Parks and Cultural Affairs Department whose mission is to provide safe parks and facilities, enhance the quality of life as a provider of recreation and cultural experiences, and ensure a customer focused parks system. Direct services are provided through the following program areas: Administration, Recreation and Parks, Athletics and Aquatics, Natural Resources Planning and Management, Fiscal Services/Employee Relations, Cultural Affairs and Cooperative Extension.

1. ANALYSIS OF STAFFING LEVELS

The Recreation, Parks and Cultural Affairs Department 2014 budget authorizes a total of 122 FTE positions, 6 part-time positions and 315 temporary positions. The following table presents the current distribution of positions assigned to divisions in the department.

Current Distribution Of Positions in Recreation, Parks and Cultural Affairs Department			
Division	Full-Time	Part-Time	Temporary
Administration	10	-	-
Fiscal Services	9	-	-
Recreation/Parks	92	-	202
Planning/Resource Mgt	7	4	-
Cultural Affairs	4	2	-
Total	122	6	202

The project team determined several areas where changes in management practices and organizational structure could improve the effectiveness and efficiency of department operations in the Administration, Recreation, and Parks Divisions. These changes reflect opportunities for instituting “best practices” in the management and implementation of recreation and parks services for the citizens of DeKalb County.

These proposed changes in the management and operation of the Recreation, Parks and Cultural Affairs Department will result in a number of staffing related changes. The following table presents an overview of these proposed staffing changes, a brief description of the proposed change and the cost impact associated with the recommended change. Detailed discussions of the findings and recommendations for each proposed staffing change are included in the management and organizational structure sections of this chapter.

Summary of Proposed Staffing Changes Recreation, Parks and Cultural Affairs Department			
Division	Recommendation	Staffing Change	Cost Impact
Administration	Realign positions reporting to Department Director	<ul style="list-style-type: none">• Reassign following positions to other Divisions:<ul style="list-style-type: none">-Park Security Coordinator-Grants Administration Mgr.-Office of Youth Services	No significant cost impact
	Convert Public Education program to Public Information and Marketing Division	<ul style="list-style-type: none">• Reclassify Public Information Specialist position to Public Information Officer• Add one Graphic Design Technician position• Reassign Program Promotion position to new Unit	\$96,100
Recreation	Improve direct supervision of Recreation Center programs and personnel	<ul style="list-style-type: none">• Create two Senior Recreation Program Coordinator positions	\$161,400

Summary of Proposed Staffing Changes Recreation, Parks and Cultural Affairs Department			
Division	Recommendation	Staffing Change	Cost Impact
Parks	Create Park Facility Inspection Unit	<ul style="list-style-type: none"> Add one Crew Supervisor position Add one Crew Worker position 	\$119,600
	Outsource Little Creek Horse Farm operation	<ul style="list-style-type: none"> Eliminate Horse Farm Supervisor and two Farm Worker positions 	Potential (\$250,000) savings

Recommendation:

The County should authorize the proposed staffing changes to increase the effectiveness and efficiency of Recreation, Parks and Cultural Affairs Department operations.

2. ANALYSIS OF MANAGEMENT

This section of the report provides an assessment of the overall management processes and systems that can be improved in the Recreation, Parks and Cultural Affairs Department to increase its effectiveness, efficiency and its positive impact on the program and services offered by DeKalb County. There are several management strategies that should be addressed by the Administration Division in the Department.

Administration Division:

(1) Updating the DeKalb County Parks and Recreation Master Plan.

The DeKalb County Parks and Recreation Master Plan 2010-2020 was developed with the involvement of an appointed Citizens Advisory Board, county representatives, recreation and parks professionals and extensive citizen input. The purpose of the master plan as to create a collective vision for the County focused on parks and recreation services to be provided over the next ten years. The master plan

outlines the standards, policies and resources needed to achieve the mission and goals of the Recreation, Parks and Cultural Affairs Department.

The master plan was designed as a living document and action plan for the future direction of the Department. While it continues to be a valid working guide for the department there have been significant changes that impact DeKalb County and the delivery of recreation and park services to the community. These changes mandate that the Department respond to and adjust effectively to current changes and be prepared to respond to unforeseeable changes in the future.

Undertaking a process to update the master plan will provide a vehicle for the Department and the community to reassess its future direction, reestablish departmental priorities and identify the strategies and resources needed during the next five to ten years to ensure that quality recreation and park programs and services are delivered to the citizens of the county. Updating the strategic plan at its mid-point provides opportunities to explore new collaborative and alternative methods for delivering recreation and park services. It is critical that the master plan updating process involve a broad representation of citizen input from both recreation and park users and non-users to ensure that all voices participate in this important planning process.

Recommendation:

The Department should implement a process involving advisory board members, department staff and citizens to update the DeKalb County Parks and Recreation Master Plan 2010-2020 to establish priorities to guide the Department's future financial and programmatic strategies.

(2) Reevaluating the Park and Open Space Acquisition Policy.

Reevaluating the park and open space acquisition policy to ensure that adequate resources are available to support potential future acquisitions will improve the management and operations of the Department. Over the years the Department has sought to acquire and develop added park lands and facilities consistent with the recommendations identified in the Parks and Recreation Master Plan 2010-2020. These recommendations suggest a variety of acquisition development priorities that would expand the park system 300 to 400 acres per year to meet a park acreage benchmark of 18 acres per 1,000, or over 14,000 acres by the year 2015 population projections. The Department currently maintains and operates a total of 6,770 acres of park and open space lands of which 2,500 acres are dedicated as a natural preserve.

The master plan goals for park acquisition are laudable and serve as a long term goal. However, given the current economic conditions and departmental staffing and financial resources, continuing to acquire park and open space lands without the added resources to adequately maintain the acquisitions would seriously impact the overall effectiveness of the Parks Division. Maintenance responsibilities for newly acquired park lands and facilities, without added operating resources, would result in stretching existing park maintenance services to the point of significantly decreasing the maintenance level of all existing parks and facilities.

A policy that ensures adequate resources are available for the operation and maintenance of all new park system acquisitions, in accordance with established park maintenance standards, as a condition of future park acquisitions will benefit the entire park system in DeKalb County.

Recommendation:

The department should establish a policy that all prospective park and open space additions or acquisitions to the system be evaluated to determine their cost of operation and the availability of budgetary resources to support the proposed addition.

(3) A Cost Recovery Plan and Policy.

A Cost Recovery Plan and Policy will guide the Department in ensuring the recovery of costs for the implementation of selected programs and services. There is no existing cost recovery plan or policy currently being implemented on a consistent basis to recover the costs of selected programs in the Department. Previous proposals for increases in the Department's programs and service fee schedule have been denied by the Board of Commissioners. As operational costs have increased the revenues to support the programs have not. Establishing a cost recovery plan places the support for selected programs and park amenities on the user groups, while retaining the balance to provide cores services at minimal or no cost.

The development of a cost recovery plan was identified as a priority in the DeKalb County Parks and Recreation Master Plan, but has yet to be implemented. Exhibit 1 entitled 'Cost Recovery Plan and Policy Description' on the following page provides an overview of definition, purpose and components of the cost recovery plan, describes the benefits of such a plan and steps to developing an effective cost recovery plan and policy.

Recommendation:

The Department should establish a Cost Recovery Plan and Policy which establishes a cost recovery model for recreation programs and park amenities while balancing the need to provide core services at minimal or no cost.

Exhibit 1: Cost Recovery Plan and Policy

Cost Strategy Factor	Description
Definition	A cost recovery policy is defined as a formalized or informal written policy, which dictates the portion of the direct and indirect cost that will be recovered by the Parks and Recreation Department based on revenue collected for the fees and charges assessed by the Department.
Purpose	The purpose of a cost recovery policy is to determine the full cost of providing a service (direct and indirect costs) and to set the level of fees and charges, which is acceptable to the community, is able to recover a portion of the full cost and to meet the target cost recovery percentage of the Department.
Components	<p><u>Direct Costs</u> – the direct cost of providing a service is costs associated with the instructor teaching the rec class or the program leaders monitoring children during afterschool programs.</p> <p><u>Indirect Costs</u> – the cost of overhead associated with providing administrative support to Parks and Recreation Staff in running the various Parks and Recreation Programs. This overhead support can be manifested through program overhead, departmental overhead, or city / countywide overhead.</p> <p><u>Participation</u> – the number of participants associated with a specific program or activity. This component is only important for fees and charges that have a “per participant” fee, as the total direct and indirect costs are divided by the number of participants to arrive at the full cost per participant.</p> <p><u>Revenue</u> – the total recoverable revenue associated with a specific program or activity. This revenue is then used in conjunction with the full cost derived to determine the current cost recovery percentage for the Department. This target cost recovery percentage can be used to develop the target cost recovery percentage, which is the main purpose of the cost recovery policy.</p>
Benefits	<ul style="list-style-type: none"> • Department is aware of the full cost of providing the service and can set the fees with full knowledge of what portion of costs it is recovering. • Fees based on costs can be charged to all users, including resident and non-resident who do not pay general property taxes. • User charges can help gauge the demand for a service. • Develop a formal subsidization policy or formal scholarships based upon the needs of the community. • Ability to develop fees appropriately for any new programs or activities. • Utilize the benefit pyramid (discussed below) to set future and current fees appropriately.
Steps to Develop a Cost Recovery Policy	<ol style="list-style-type: none"> 1. Define the full list of services for which the department is currently and potentially interested in charging fees. 2. Calculate the full cost of each service, including applying appropriate indirect overhead charges. 3. Determine the community goal of each service or program area and set a different cost recovery level for that service (using the cost recovery pyramid below). 4. Conduct a focus group to evaluate citizens' response to changes to fee structures. 5. Develop different levels of fees for residents and non-residents. 6. Establish a written policy dictating different cost recovery levels for the various types of services provided by the department.

(4) Expanding Collaborative Relationships.

Continuing to expand collaborative relationships with private, nonprofit and governmental agencies will increase opportunities to offer alternative program delivery models. The Department currently works with a variety of community and nonprofit groups, schools and other county agencies to provide programs and services to the citizens of DeKalb County. Collaborating with other organizations to offer recreation and park programs and services maximizes the resources of the Department to offer increased opportunities to the citizens of DeKalb County. Examples of existing collaborative efforts include:

- Collaborating with Cooperative Extension Services to offer 4-H clubs at ten recreation center sites.
- Providing fields, swimming pools and park facilities for use by adult and youth sports associations who offer a wide variety of competitive sports leagues.
- Coordinating with schools to use county golf, tennis and aquatic facilities for team practices and tournament.

A coordinated effort to expand these collaborative relationships could generate new opportunities for program collaborations and the potential for new service delivery alternatives, shared program expenses and great opportunities to provide services to citizens without increasing the costs of services.

Recommendation:

The Department should expand its collaborative relationships with other county agencies, schools, community/nonprofit organizations and other jurisdictions to increase programs and services, facilitate alternative program delivery models and decrease the cost of service delivery.

(5) Developing a Recreation and Parks Capital Improvement Program.

There is no current capital improvement plan or program dedicated to identifying and funding improvements to developing new facilities or enhancing existing recreation and park facilities in the Recreation Parks and Cultural Affairs Department. There are no funds budgeted in a capital improvement fund to ensure the implementation of recommended improvements. The 2010-2020 master plan for parks and recreation makes a number of recommendations regarding improvements to recreation and park facilities in its facility analysis section. The following examples of recommendations from the master plan identify both the development of new facilities and the upgrading of existing facilities.

- Recommendation 1.17-2: Current Facilities. The County should reconsider its current policy for upgrading and maintaining existing facilities. Some existing facilities within the county should be sold, or torn down and replaced with newer facilities.
- Recommendation 1.17-3: New Recreation Centers. DeKalb County needs to construct a minimum of three new recreation centers in the next couple years.
- Recommendation 1.18-2: Immediate Needs. The County needs to add at least one major indoor aquatic center in the next two to three years.
- Recommendation 1.18-3: Modernization. Over the next ten years all of the existing swimming pools should be renovated and updated to meet current standards.
- Recommendation 1.19-4: Ballfield and Soccer Field Maintenance. To increase the usability of ballfields and soccer fields, some new facilities should utilize synthetic surfaces.
- Recommendation 1.20-2: Tennis Centers. The County should focus on developing a new tennis center instead of locating tennis courts in neighborhood parks.

These and other facility improvement recommendations contained in the 2010-2020 master plan identify the need for a comprehensive recreation and parks capital

improvement plan and funding program. The following table illustrates the elements of an effective Recreation and Parks Capital Improvement Plan.

Components of a Recreation and Park Capital Improvement Plan	
Definition:	A Recreation and Park Capital Improvement Plan is a multi-year capital investment planning and budgeting document that identifies and prioritizes long-term recreation and park infrastructure needs ensuring that capital investments are consistent with Department and County goals and objectives.
Purpose:	The purposes of a capital improvement plan are to identify capital projects that enhance the community, establishes a process for developing the projects and secures funding from a variety of sources. Capital projects have a long-term useful life (over 5 or 10 years) and a minimum cost value (over \$10 or \$25 thousand).
Components:	<p><i>Park Development:</i> Provides for the design, planning and development of new park and open space areas.</p> <p><i>New Construction:</i> Develops new recreation centers, parks and other amenities</p> <p><i>Acquisition and Development:</i> Initiates planning and development efforts to ensure that newly acquired sites are open and available to the public.</p> <p><i>Facility Rehabilitation:</i> Upgrades existing recreation facilities and park amenities to ensure healthy and safe facilities for the enjoyment of users.</p> <p><i>Site Improvements:</i> Provides for the improvement of selected park amenities throughout the county such as playgrounds and sports fields.</p> <p><i>Technology, Vehicles and Equipment:</i> Provides a multi-year process for the acquisition of large scale system, vehicles and equipment.</p>
Benefits:	<ul style="list-style-type: none"> • Provides a strategic planning process for identifying and implementing capital improvements in the recreation and park system. • Allows for the strategic use of limited funds. • Improves existing recreation and park facilities that serve as the anchor for recreational opportunities in neighborhoods. • Ensures that adequate funding is available for the implementation of the project. • Identifies new sources of funding for community projects. • Provides for the planning and budgeting of projects over multiple years. • Provides a vehicle for the continued evaluation of capital expenditures. • Projects are coordinated with other city infrastructure and planning projects. • Provides a clear understanding of the impacts of new capital projects on the annual operating budget.

Recommendation:

The Department should develop and implement a Recreation and Park Capital Improvement Plan that identifies future capital investments and identifies a funding stream to implement the improvement.

RECREATION OPERATIONS:

This section presents an analysis of management strategies that should be addressed by the Recreation Division of the Recreation, Parks and Cultural Affairs Department.

The Recreation Division is divided in to the East and West Regions which manage a major segments of recreation program county-wide and the parks maintenance function responsible for facilities in the specific region. The Division currently operates eleven recreation centers throughout the county providing youth programs including before and after school care, summer camps, sports leagues, special interest classes, evening programs for adults and seniors and a variety of special events. Some centers have volunteer booster clubs which support the centers with supplemental funds for equipment, programs and supplies.

The Recreation Division also offers a wide variety of athletics and aquatics programming staffing eight swimming pools throughout the county from Memorial Day to Labor Day. Browns Mill Water Park provides a unique venue that attracts over 50,000 annual users from throughout the entire region. A wide variety of sports leagues for youth and adults including track and field, basketball, soccer, cheerleading, baseball and swimming are among the programs and leagues offered by the county. In addition, 19 community-based sports associations and 20 community-based swim associations also provide sports leagues and competitive swim team experiences for children and adults.

(1) Developing a Three-Year Comprehensive Recreation Program Plan.

Developing a five-year Comprehensive Recreation Program Plan that identifies goals, objectives, standards and performances measures and establishes priorities for recreation programming would increase the effectiveness of the Recreation Division operation. The Recreation Division has no comprehensive plan to guide its direction in providing programs and services that meet the needs of the community. There are no goals, objectives, standards nor performance measures by which programs and services can be evaluated to ensure their effectiveness. Without appropriate performance measures it is difficult to assess the value of the programs offered, identify unmet participant needs and determine when it is appropriate to eliminate ineffective programs.

A three-year Comprehensive Recreation Program Plan can provide a strategic direction to the recreation programming efforts of the Division, improve its ability to manage and evaluate its resources more effectively and efficiently, and document the benefits of the facilities, programs and services it provides to the County's residents.

The National Parks and Recreation Association has developed criteria for the development of comprehensive recreation program plans which can be used as a guide in developing a comprehensive plan for DeKalb County. The table that follows provides an overview of the plan content as recommended by NRPA. Involving the administration, division managers, recreation center and athletic and aquatics personnel in the development of a comprehensive program plan is a critical component in providing direction to the programs and services offered by the Recreation Division.

NRPA Components of Comprehensive Recreation Program Plan	
Environmental Scan	Includes analysis of current demographic and economic data, social problems, physical resources, technology, environmental quality and political environment.
Community Inventory	Profiles organizations providing recreation services
Community Niche	Identifies constituent groups, programs and services and facilities used to avoid duplication.
Constituent Needs Assessment	Uses program data and involves community in identifying program preferences
Goals and Objectives	Builds on Department's Strategic Plan to create vision and goals
Critical Issues	Identifies contributions programs make to Departments priorities
Basic Premises	Establishes basic operational paradigm for funding, staffing, resources, etc.
Operational Database	Inventory of physical assets, human resources, statistical data, and standards for desirable programs
Program Segmentation	Elements of programs by age/person, facility, geography, etc.
Program Master Plans	Establishes goals and objectives for each planning area
Resources Needed	Identifies human, physical and financial resources required for implementation
Interagency Partnerships	Creates community inventory of program offerings
Prioritizing and Timelines	Sets priorities and timelines for meeting priorities
Annual Review	Develops qualitative and quantitative assessment processes
Program and Service Evaluation	Establishes framework for evaluation of programs and services

Recommendation:

The Recreation Division should establish a Three-Year Comprehensive Recreation Program Plan to establish priorities and guide the future direction of program and services offered by the Department.

(2) Creating an Effective Program Evaluation Process.

Creating an effective program evaluation process will assist the Recreation Division in improving program operations and providing programs that meet the needs

of citizens. Program evaluation processes provide program managers with critical data from which to make decisions about the effectiveness of programs, the return on investment and the viability of the services being offered by the Division. Program evaluation processes also identify areas of strength in program operations and areas where changes may be required to effectively meet the needs of constituents. Program evaluation provides opportunities to further enhance the content and creativity of existing programs and identifies opportunities for developing new programs and services. Effective program evaluation provides evidence of the positive impacts that recreation programming has on the quality of life of those participating in the experiences.

The Recreation Division has no consistent, viable process for evaluating the efficiency and effectiveness of programs and services nor gathering critical decision making data. There are several important steps required to develop an effective program evaluation process. These begin by building on the Five-year Comprehensive Recreation Program Plan to identify more specific goals and objectives for the programs and services identified in the comprehensive plan. The following table identifies the components of an effective recreation program evaluation process.

Components of Recreation Program Evaluation Process	
Foundations of Evaluation Process	<ul style="list-style-type: none">• Identify clear purpose/program outcomes• Establish evaluation objectives/measures• Identify resources needed• Review current program background data
Gather Information	<ul style="list-style-type: none">• Identify possible data collection methods and tools to use for gathering information• Implement data collection process
Reporting	<ul style="list-style-type: none">• Analyze key statistics from data• Interpret results• Prepare written reports of evaluation data
Implement Results	<ul style="list-style-type: none">• Identify actions to be taken as a result of evaluation process• Implement identified changes in current program operations• Utilize evaluation results in planning, budgeting, staffing decisions for future programs and services

Utilizing the Division's technology resources to develop an evaluation process is an efficient and effective means of gathering data for evaluating programs and services. There are several online survey tools that are easily designed and administered, provide immediate feedback and produce useable and effective analysis of the resulting data. Online survey systems such as Survey Monkey or Survey Gizmo could be utilized in the implementation of an effective program evaluation process that provides customer feedback for evaluation purposes. These existing online survey systems provide features that make its design and implementation easy to use and responsive to the needs of its users. The Recreation Division should work closely with the resources of the County's IT Department to implement an online program evaluation system for all recreation center programs, classes, aquatics, and sports programs.

Recommendation:

Establish a program evaluation process to provide valuable input to overall efficient and effective Recreation Division operations including program planning, evaluation, maintenance and facility improvement needs.

PARKS OPERATIONS:

This sections presents an analysis of management strategies that should be addressed in the Parks operations of the Recreation, Parks and Cultural Arts Department.

The Parks Division currently operates and maintains a total of 6,770 acres of parks and open space lands with a variety of amenities and features requiring maintenance to ensure that facilities are safe, maintained and useable for the citizens of DeKalb County. The following table identifies the number of parks sites with specific features and the total number of amenities that require maintenance by the Parks Division.

Analysis of Park Site Amenities		
Amenities	# of Parks with Amenities	# of Amenities
Ball Fields	21	87
Football Fields	10	15
Soccer	5	19
Tennis Court	20	77
Mutli-Use Court	27	43
Picnic Shelter	49	68
Playgrounds	57	91
Pools	14	14
Nature Trails	26	29
Hard / Soft Trails	10	11
Lake	9	11
Nature Preserve	17	19
Parking Lots	62	139
Recreation Center	14	14
Golf Courses	2	36*
Restrooms	13	28

*2 18-hole Golf Courses

The Parks Division contracts out park mowing, with the exception of ball fields, tree trimming and the landscape maintenance of parking lots and public buildings.

(1) Establishing a Five-Year Park Maintenance Management Plan.

Parks are an important asset to DeKalb County and must be maintained effectively to ensure the parks users enjoy the facilities in safe and environmentally pleasing atmosphere. Establishing a Five-Year Park Maintenance Management Plan. to establish levels of maintenance services and priorities for Parks Division operations.

There are currently no goals, standards, priorities or performance measures established to guide the maintenance operations in the Parks Division. Without appropriate priorities and performances measures it is difficult to assess the effectiveness and efficiency of maintenance operations, to determine if priorities are being effectively addressed and facilities are being maintained properly to ensure healthy and safe environments for citizens using the recreation centers and park and outdoor facilities.

An effective five-year Comprehensive Park Maintenance Management Plan will provide the Parks Division with guidelines to:

- Develop a comprehensive inventory of park assets
- Define and plan the maintenance work to be performed
- Define standards and develop the levels of service to be performed in different parks, landscape areas and open space facilities
- Schedule the resources necessary for effective maintenance operations
- Develop an annual work plan for major maintenance activities
- Monitor and evaluate performance measures and accomplishments
- Plan and budget for future park maintenance operations

In addition, a Comprehensive Maintenance Management Plan will assist maintenance personnel in understanding the maintenance priorities and the standards

and performance measures they are expected to achieve. A comprehensive plan will also provide the Department and County management with a clearer understanding of the levels of staffing and resources required to effectively meet the established priorities and standards for maintaining these valuable county park assets.

Recommendation:

The Parks Division should develop a Five-Year Comprehensive Maintenance Management Plan to ensure that goals, objectives, priorities and performance standards are established for park maintenance.

(2) Develop a Five-Year Asset Repair and Replacement Plan.

The Government Finance Officers Association (GFOA) considers infrastructure replacement planning and funding to be a “best practice” and suggests that policies and plans addressing the replacement and retirement of capital assets along with an adequate funding plan are important aspects of the efficient management of capital assets. Parks facilities and amenities are valuable assets that need long-term planning to ensure their value to the county and its citizens is maintained.

A Five-Year Asset Repair and Replacement Plan will create a plan to rehabilitate or replace those assets that are aging, unsafe or obsolete and will better quantify capital funding needs for replacement and repair. The components of an Asset Repair and Replacement plan generally focus on assets with values greater than \$5000 and a life span of longer than one year and include:

- An inventory of assets which including a brief description, classification, location and original year of purchase
- Estimated life span of the asset
- Current replacement year
- Cost of repair or replacement

- Priority for repair or replacement based on safety, compliance with current standards and programmatic value

The development of an asset repair and replacement plan provides the Department and its Parks Division the information needed to plan for the long-term funding for the repair and eventual replacement of park amenities and equipment by establishing a separate repair and replacement fund and allocating funds each year so that future repairs and/or replacements do not create major financial emergencies in future years.

Recommendation:

The Parks Division should create a Five-Year Asset Repair and Replacement Plan which includes the establishment of a Repair and Replacement Fund with an annual budget allocation to fund future needs.

(4) Acquiring a Computerized Park Maintenance Management System.

The current Park Division data collection system provides basic data on the number of person hours spent on maintenance tasks, but has not been updated to configure data based on the current division organization structure in the parks operation. While work orders are submitted there does not appear to be a consistent process for determining the completion of tasks and ensuring that parks and amenities are maintained effectively.

As part of this study the project team conducted an assessment of the maintenance conditions of a sampling of the parks and recreation centers and parks operated by the Recreation, Parks and Cultural Affairs Department. The following table details the list of facilities visited along with a description of some of the maintenance concerns.

Assessment of Maintenance Conditions in Parks	
Area of Discussion	Facts / Issues
List of Parks / Rec Centers Visited	<ul style="list-style-type: none"> • Exchange Carter Park & Rec Center • Henderson Park • Kelley C. Cofer Park • Lou Walker Park • Porter Sanford Performing Arts Center • Summergate Park • Kelley C. Cofer Park • Tobie Grant Rec Center & Park • Tucker Center • Mary Scott Park • W.D. Thomson Park • Princeton Park
Maintenance Issues	<ul style="list-style-type: none"> • Need to convert playgrounds to resilient soft ground rather than tree mulch. • Park ranger patrols during the day only. There is no patrol happening at night. • Restroom stalls are missing doors or missing supplies. • Vandalism and graffiti in the hallways, restrooms, and on trashcans. • Missing doors from maintenance sheds. • Littering on the ball field grounds. • Fences are cut. • No trail maps for the majority of parks with trails. • Missing signs in park (including park name signs). • Parking lots have potholes and cracks in the concrete. • Uneven and not smoothed or paved walkways. • Improve upon landscape maintenance of trees and shrubs in parks and surrounding recreation centers. • Grills with ashes and coals. • Parks serve as local tree mulch dumping grounds. • Nets missing on outdoor basketball courts.

A process to address these day to day maintenance issues in a timely and efficient manner will increase of effectiveness of the Parks Division operations and result in positive responses from park users.

Acquiring a new computerized Maintenance Management System compatible with other County departments maintaining infrastructure will provide management with the capacity to identify the maintenance services provided, the levels of service required, the staffing and resources needed and determine the immediate results of maintenance services provided and the costs of providing the service. This data will be

invaluable in maintenance planning, personnel scheduling, resources allocation and future park maintenance planning and budgeting.

Recommendation:

The Department should acquire a computerized Park Maintenance Management System that is compatible with other County infrastructure related departments and increases operational efficiency.

(5) Establishing a More Effective System for the Maintenance of Facilities, Equipment and Vehicle Maintenance.

The existing County Facilities Management and Fleet Management operations are unable to make repairs to recreation centers and park facilities or to maintain park equipment and vehicles in a timely and cost efficient manner. Changing lights to addressing major mold problems and roof leaks at Recreation Center are examples of current facility maintenance requests that have not been addressed even after work orders have been submitted for several months.

Turn-around time for vehicle maintenance and repairs of Parks Division mowers and other landscape equipment often takes weeks, thus hampering the efficiency of park maintenance personnel to complete maintenance tasks in a timely and efficient manner. Often times Recreation and Park personnel take it upon themselves to make the required repairs out of necessity and concerns for participant safety.

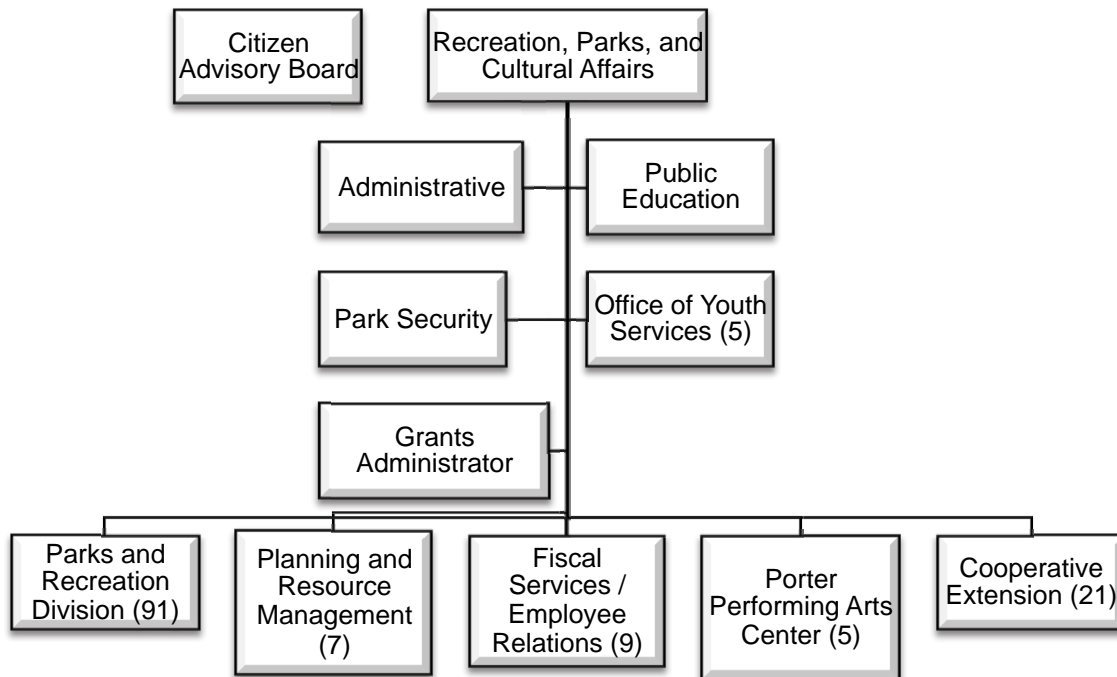
These issues impact the effectiveness of Recreation, Park and Cultural Affairs program operations throughout the County.

Recommendation:

The Department should work with the Facility Management and Fleet Management Departments to determine a systems to repair and maintain Recreation, Parks and Cultural Affairs assets in a timely and efficient manner.

3. ANALYSIS OF THE ORGANIZATIONAL STRUCTURE

The current organizational structure and personnel allocation for the Recreation, Parks and Cultural Affairs Department is illustrated below



The project team identified several organization structure changes that will increase the effectiveness and efficiency of the Department.

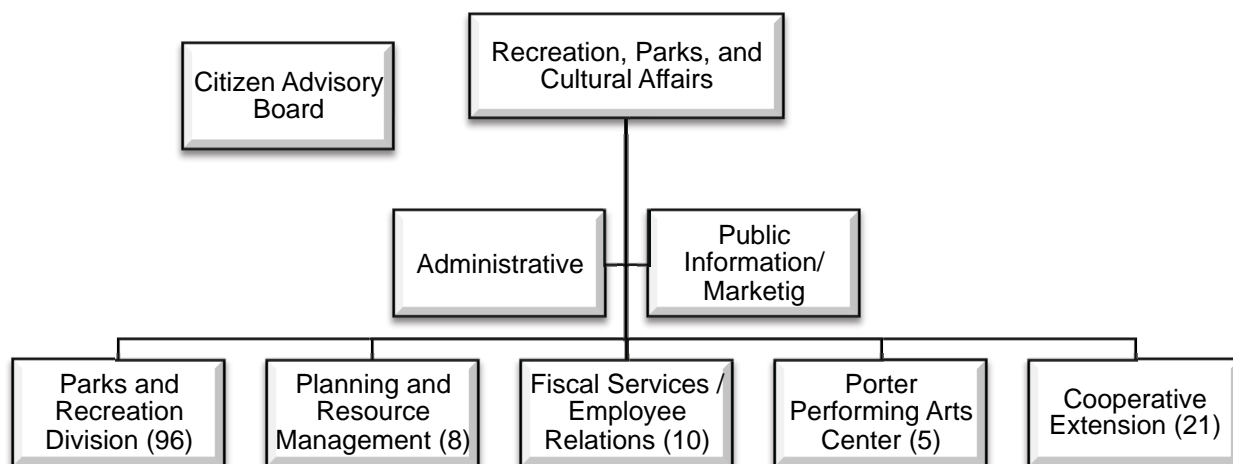
(1) Restructuring the Administration Division.

The Administration Division currently has 10 positions reporting directly to the Department Director. Reassigning several positions to function as part of line divisions will free the Director to address the strategic planning process and provide overall leadership and management direction to the implementation of recommendations identified in this report.

An analysis of the Division organization suggests the following reassignments in from the Administration Division to other departmental functions:

- Reassign the Grant Administrator position to the Fiscal Services/Employee Relations Division reporting to the division manager position
- Reassign the Office of Youth Services to the Recreation and Parks Division reporting to the Deputy Director of Recreation and Parks
- Reassign the Park Security position to the Planning and Resource Management Division reporting to the division manager position
- Create a Public Information and Marketing Division continuing to report to the Department Director

The following chart illustrates the revised organizational structure of the Administration Division:



Recommendation:

The realignment of the Grant Administrator and Park Security position along with the Office of Youth Services will increase the effectiveness of the Department Director position.

(2) Creating a Public Information and Marketing Division.

Creating a Public Information and Marketing Division could increase awareness of the programs and services and create a 'brand' image for the Recreation, Parks and Cultural Affairs Department.

The Department currently markets programs and services through the department website, selected brochures providing general information about the department and with flyers and posters promoting special county-wide events sponsored by the Department. Recreation Center personnel are responsible for submitting proposed marketing materials for approval prior to the Department's Program Promotion Specialist designing and producing the piece for distribution. There is no support at Recreation Centers, aquatics facilities or other program locations for producing promotional materials on-site. The process is cumbersome and often take as long as 30 days to develop a program promotional piece.

The Department and some Recreation Centers have Facebook pages, but they are now well subscribed or maintained as a public awareness or promotional vehicle for the Department. For example, the Department's Facebook includes all the posters designed to promote events sponsored by the Department but only has a total of 16 'likes' and no visits. Recreation Center sites have more 'likes' and 'visits' but the information is not current. The Cultural Affairs division Facebook page for Porter Sanford Performing Arts Center is an up to date, vibrant Facebook pages that has over 2,000 'likes' and '8,500' visits.

The Cultural Affairs Division manages the performing arts center as a premier DeKalb County facility but has indicated residents are not aware of this important County cultural arts program and facility. 'Branding' the Center as a part of county services will further the value of the facility.

Expanding the existing public education program to incorporate a department-wide public information and marketing effort that focuses on creating a 'brand' for the

department, increasing county-wide awareness of the programs and services offered by the Department and promotes the values and benefits of parks and recreation participation will create a sense of community, desire to participate in department sponsored programs and increase public participation in recreation programs and park facility use.

The “VIP Action Plan – Creating Community for the 21st Century” developed by the California Parks and Recreation Society to assist public agencies in positioning agencies as an essential community service is an excellent model for a successful department-wide public information and marketing effort. The VIP Action Plan has been adopted by most recreation and park agencies in California and has significantly increased the awareness and value of recreation and parks programs and services across the state.

Creating a Public Information and Marketing Division will focus efforts to increase awareness of existing services, support the efforts of recreation centers and other program locations to promote their activities on a local level and develop a ‘brand’ for the Department. These efforts can be achieved by utilizing a variety of marketing strategies including the website, social media, electronic newsletters, print and electronic media and a variety of branding techniques.

The organization and staffing of the Public Information and Marketing Division were addressed in Section 1 – Staffing of this report.

Recommendation:

Establish a Division of Public Information and Marketing to develop increased public awareness and create a ‘brand’ for the Recreation, Parks and Cultural Affairs Department.

RECREATION OPERATIONS:

(1) Improving the Supervisory Capacity of Recreation Center Programs.

The West Division District Manager is responsible for the management and supervision of programs and personnel at eleven Recreation Centers throughout the County and is also responsible for the management and supervision of district park maintenance operations. Staffing at these facilities includes at least two to four FTE positions and a variety of part-time positions and contractual instructors. In addition the Division Manager supervises 16 FTE park maintenance personnel.

Increasing the supervisory capacity of the District will provide more direct supervision and support of Recreation Center programs, provide increased opportunities for staff training and mentoring, provide more effective evaluations of programs and services, and management of park maintenance services. Increasing the supervisory capacity in the West Region will be instrumental in the effective implementation of the Department's updated master plan and in implementing the five-year Comprehensive Recreation Program Plan.

It is recommended that two new Senior Recreation Coordinator positions be created to increase supervisory capacity and support to Recreation Center programs and personnel as presented in the Staffing section of this report.

Recommendation:

The Department should create two Senior Recreation Program Coordinator positions to increase the supervisory effectiveness Recreation Center Programs.

(2) Exploring Potential Outsourcing in Aquatics Operations.

The Aquatics Division operates seven swimming pools and the Browns Mill Water Park from Memorial Day to Labor Day with open swim programs for children

through senior adult participation. 2014 swim program participation totaled 25,805 participants for the seven swim facilities, of which over 6,500 were free swim admissions. Actual revenues generated for the swim season totaled \$45,532.

The Browns Mill Water Park participation totaled 51,139 for the season including 3,850 non-resident users. Revenues from the water park operation in 2014 totaled \$286,885. The approved 2014 department budget appropriated \$490,908 in expenditures for the Aquatics program operation with a total of \$332,417 in revenues generated.

In addition to the aquatics programs and services provided by the Department the 20 Swim Team Associations utilize pool facilities for team practices and meets.

Currently the Aquatics Division contracts with the Facilities Maintenance Department to maintain the water systems at the pools and provide related facility maintenance. Lifeguard services at Browns Mill Water Park, totaling \$25,000, are also contracted with an outside organization.

There are three outsourcing options for aquatics programming which could be considered by the Department:

- Develop an RFP and competitive bidding for pool maintenance operations from an outside pool maintenance contractor and the Facility Management Department.
- Outsourcing a portion of or all seven pool operations to a private pool operations concessionaire
- Outsourcing a portion of or all seven pool operation to an existing nonprofit organization

Exploring the outsourcing of the aquatics swim program and pool operations could result in potential savings for the County and increase participation in the aquatics program.

Recommendation:

The Department should explore the potential of outsourcing all or portions of the swimming pool operation.

PARKS OPERATIONS:

(1) Outsourcing Operations of the Little Creek Horse Farm.

Outsourcing the operations of the Little Creek Horse Farm to a private or nonprofit organization could result in savings to the Department. The Little Creek Horse Farm is a unique equestrian facility providing 47 stables for boarding horses and outdoor and indoor arenas. There is currently a 10 year waiting list for boarding horses. Monthly fees for stables, feed, exercising and care of the horses is \$485. There are currently one Horse Farm Supervisor and two Horse Farm Worker positions assigned to the facility along with four part-time employees. The approved budget is \$250,407 in expenditures although actual operating expenditures are greater and revenues in the amount of \$270,000 are generated.

There are a number of professional trainers who provide lessons and horse training services at the facility The Little Creek Horse Farm Conservancy, composed of existing users, trainers and riders, have assisted in the operations of the facility by providing funds for upgrading the facilities.

Outsourcing the operations of the Little Creek Horse Farm to a nonprofit organization like the Little Creek Horse Farm Conservancy or a private company could save operational costs for the Department and generate greater revenues.

3-3 COOPERATIVE EXTENSION

This chapter of the report summarizes the project team's evaluation of the overall staffing, management and organizational structure of the Cooperative Extension Department whose mission is to provide and respond to requests for research-based information about horticulture, the environment, families, and 4-H and youth development.

Cooperative Extension is a partnership between DeKalb County, the University of Georgia and the US Department of Agriculture. Cooperative Extension works collaboratively with the county and other governmental agencies, nonprofit organizations, schools and the faith-based community to create healthy and sustainable individuals, families and communities through services provided by Agriculture and Natural Resources, 4-H and Youth Development and Family and Consumer Sciences divisions.

Cooperative Extension provides residents of DeKalb County with a variety of services as described in the following table:

Services Provided by Cooperative Extension to the Citizens of DeKalb County	
Administration	<ul style="list-style-type: none">• Provides leadership and directions to program divisions including Agriculture and Natural Resources, 4-H and Youth Development and Family and Consumer Sciences• Distributes over 28,000 publications to the general public related to horticulture, gardening, youth development, families, and consumer sciences• Provides administrative support for more than 10 annual events and 75 to 100 classes and workshops• Collaborates with other county departments• Seeks outside funding for programs and services

Services Provided by Cooperative Extension to the Citizens of DeKalb County	
Agriculture and Natural Resources	<ul style="list-style-type: none"> • Provides horticultural, gardening and landscaping information through classes, publications, testing and consultation • Provides home/site visits to address critical horticultural issues • Trains over 280 Master Gardeners • Conducts over 200 classes, seminars and workshops annually
4-H/Youth Development	<ul style="list-style-type: none"> • Provides leadership training and youth development programs for over 3,000 youth between 9 and 19 years at clubs, summer camps, community services, project-based activities and achievement competitions • Trains and directs efforts of more than 120 volunteers • Offers over 40 school-based, 10 recreation center-based and 4 community-based 4-H Clubs • Provides opportunities to develop leadership skills, literacy, confidence and communication skills in over 50 project areas • Provides summer camp experiences for more than 120 participants
Family and Consumer Sciences	<ul style="list-style-type: none"> • Provides research-based information regarding food preservation, life skills, parenting, finance management and healthy eating through 600 classes, workshops and seminars reaching more than 12,000 citizens • Provides leadership to Teenage Mothers and Expanded Family, Nutrition and Education program • Conducts Radon Testing program

1. ANALYSIS OF STAFFING LEVELS

The County's Cooperative Extension FY 2014 budget authorizes a total of 14 FTE county funded positions. The following table presents the current distribution of positions by division in the department.

Current Distribution Of Positions in Cooperative Extension		
Division	Full-Time	Part-Time
Administration	7*	-
4-H /Youth Development	3	-
Agriculture/Nat Resources	3	-
Family/Consumer Science	8	-
Total	14	0

*Microsystems position vacant, not funded

In addition to the positions indicated above there are seven FTE additional positions provided by funding available from the University of Georgia and the US Department of Agriculture. Additional funding for specific programs and projects is obtained from grants and contracts.

The professional staff positions including the Director of County Extension Services and the Extension Service Managers also maintain faculty appointments at the University of Georgia.

The project team reviewed the programs and services offered by the Cooperative Extension operation and determined the current level of staffing provided by De Kalb County should be considered a minimum staffing level for its operation. The County should continue to fund the Cooperative Extension program at its current funding level. Any decrease in staffing allocations by the County could result in significantly decreasing Cooperative Extension programs and services to the residents of the County.

Recommendation:

The County should continue its funding of Cooperative Extension at its current FTE level.

2. ANALYSIS OF MANAGEMENT

This section of the report provides an assessment of the overall management of Cooperative Extension and presents two key areas where improved management strategies could increase the effectiveness and efficiency of Cooperative Extension.

(1) Create a DeKalb County Cooperative Extension Strategic Plan.

At present Cooperative Extension does not have a strategic plan to guide the future operations of the department. The purpose of a strategic plan is to create a

collective vision for the County focused on the services to be provided by Cooperative Extension over the next five to ten years. The strategic plan identifies the standards, policies and staffing and operational resources needed to achieve the mission and goals of Cooperative Extension.

Undertaking a process to involve program advisory boards, program participants, other county and community programs that collaborate with Cooperative Extension and county residents will provide a vehicle for Cooperative Extension to assess its future direction, evaluate and redefine departmental priorities and identify the strategies and resources needed during the next five to ten years to ensure that quality Cooperative Extension programs and services are delivered to the citizens of the county. A strategic plan provides opportunities to explore new collaborative and alternative methods for delivering Cooperative Extension programs and services. It is critical that the strategic planning process involve a broad representation of citizen input from both program users and non-users to ensure that all voices participate in this important planning process.

Recommendation:

Cooperative Extension should implement a process involving advisory board members, department staff and citizens to create a three year Cooperative Extension Strategic Plan to establish priorities to guide the Department's future financial and programmatic strategies.

(2) Creating a Public Information and Marketing Program.

During interviews conducted by the project team with personnel from Cooperative Extension the overriding theme that evolved was that "Cooperative Extension was the best kept secret in De Kalb County." While Cooperative Extension has been effective in meeting the needs of its current participants and clients it's

mission and services are not well known among other county departments or by the residents of the county. Creating a Public Information and Marketing program could increase awareness of programs and services and create a 'brand' image for Cooperative Extension.

Cooperative Extension produces program information brochures and flyers announcing classes, workshops and seminars to encourage public participation. Cooperative Extension has a Facebook page that receives very few 'likes' or 'visits'. Much of the current marketing materials are produced by the US Department of Agriculture and provided to the county for distribution to program participants.

In a separate chapter of this report the project team has recommended that the Recreation, Parks and Cultural Affairs Department create a Public Information and Marketing Division to focus on increasing awareness of existing services, supporting the efforts of individual programs to promote their activities on a local level, and to develop a 'brand' for the Department. The recommendation suggests utilizing a variety of marketing strategies including the website, social media, electronic newsletters, print and electronic media and a variety of branding techniques to increase public awareness.

These are the same marketing efforts that Cooperative Extension needs to incorporate to ensure that residents in DeKalb County no longer consider Cooperative Extension a 'secret'. Given the collaborative relationship that exists between the Recreation, Parks and Cultural Affairs Department and Cooperative Extension it is recommended that Cooperative Extension's marketing and branding needs be included in the services provided the new Public Information and Marketing Division in the

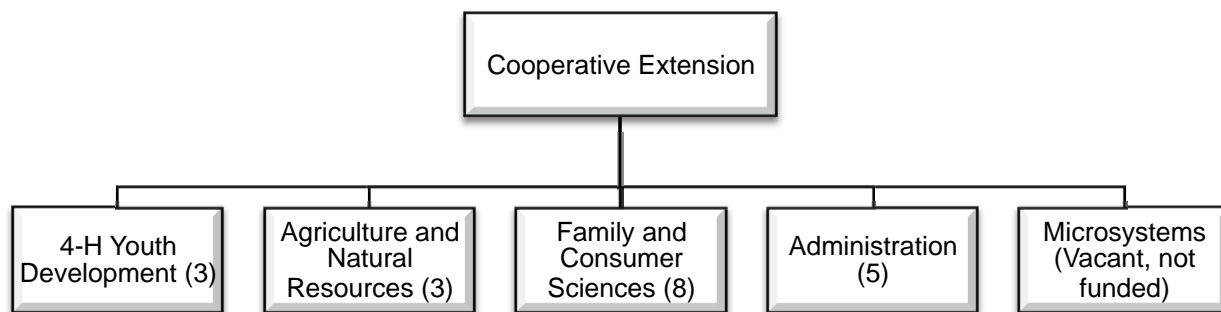
Recreation, Parks and Cultural Affairs Department and, further, that selected administrative staff resources from Cooperative Extension be assigned to work with the new Division in implementing its public information and marketing services to both Departments.

Recommendation:

Cooperative Extension should collaborate with the Recreation, Parks and Cultural Affairs Department's Public Information and Marketing Division to develop increased public awareness and create a 'brand' for Cooperative Extension.

3. ANALYSIS OF THE ORGANIZATIONAL STRUCTURE

The structure and allocation of personnel for Cooperative Extension is illustrated in the following chart:



The project team determined that the current organizational structure of Cooperative Extension to be both efficient and effective. The structure provides for both strong internal management of staffing and operational resources to support its programs and services. As a result the project team is not recommending any changes in Cooperative Extension's organizational structure.

3-4 CHILD ADVOCACY OFFICE

This chapter of the report summarizes the project team's evaluation of the organization, staffing and management of the Child Advocacy Office. The Child Advocacy Office is led by the Child Advocacy Director who, in turn, reports to the Chief Legal Officer. It was created in 2003 in response to a federal class action, [Kenny A. v. Perdue, et.al](#) (hereinafter *Kenny A*), and the ensuing 2006 settlement agreement. Its primary mission is to while both parties to ensure full compliance with Georgia's Juvenile Code and the *Kenny A* accord.

The Child Advocacy Office provides legal representation for abused and neglected children under the DeKalb County Juvenile Court's jurisdiction. Its functions are outlined in the table below.

Program Area	Description of Services
Litigation/Case Management	Represent abused and neglected children (up to age 23) in dependency matters Visit child-client and conduct other fact-finding before hearings Represent child-client during hearings and litigate on behalf of child-client If case not dismissed, meet quarterly with child-client As needed, file for appeal, temporary shelter or protective order
Investigation	Conduct field investigations to verify abuse/neglect Travel to client locations for field case work Monitor foster care placements and other indicators (e.g., school performance) Provide other field support (e.g., coordinate resources for children)
Legal Administration	Receive report or complaint of child abuse or neglect (e.g., DFACS or Police) Establish and assign case upon report of suspicion or complaint Provide paralegal support for assigned client cases Produce, store, distribute and manage case files and other legal documentation Collaborate with over 100 community, corporate and multi-disciplinary partners Assign volunteers and manage and track volunteer hours

During FY14, the Child Advocacy Office operated with a budget of \$1,926,300, including \$1,807,200 for personnel, \$82,100 for contract services and \$37,000 for other

operating costs). Its budget has gradually increased (up from \$1,820,100 in FY13 and \$1,753,700 in FY12). The County funds this program entirely through the General Fund. Since the program receives no state funding, it is an unfunded judicial mandate.

1. ANALYSIS OF THE ORGANIZATIONAL STRUCTURE

(1) The County's Current Business Model for the Child Advocacy Program May Not Be Sustainable.

DeKalb County operates one of only two stand-alone, county-based child advocacy offices in the State of Georgia (Fulton County has the other). This business model, while an entirely reasonable response to the *Kenny A* decree, is probably not the most fiscally viable model for the future. First, continued municipal growth in the County will increase fiscal pressures on countywide programs like the Child Advocacy program. Second, since at least half of the Child Advocacy clients do not reside in DeKalb County, this program is as much a state or regional program as it is a county program. Moreover, the geographically-dispersed client base make travel costs and staff productivity more difficult to control. Finally, despite mandating many operating standards, the State has failed to fund its mandates.

The County should create an ad hoc task force to explore alternative business models for the program. Two possible options worth consideration are a statewide or regional nonprofit entity. Spinning off the program to a statewide or regional agency focused on serving foster care children would better enable the County to control its costs and improve its services.

However, a new business model will have many implementation obstacles to overcome. For one thing, there would be costs associated with the review of alternative business models and the implementation of a new business model. In addition, the

County would have to ensure that it does nothing to jeopardize its compliance with the *Kenny A* settlement decree. DeKalb and Fulton Counties, while both parties to *Kenny A*, entered into separate settlement agreements with different practice and representation standards. To prevent future litigation and liability, both counties may have to obtain a joint modification to the settlement agreement and, by virtue of that modification, reconcile any conflicting legal obligations and practice standards.

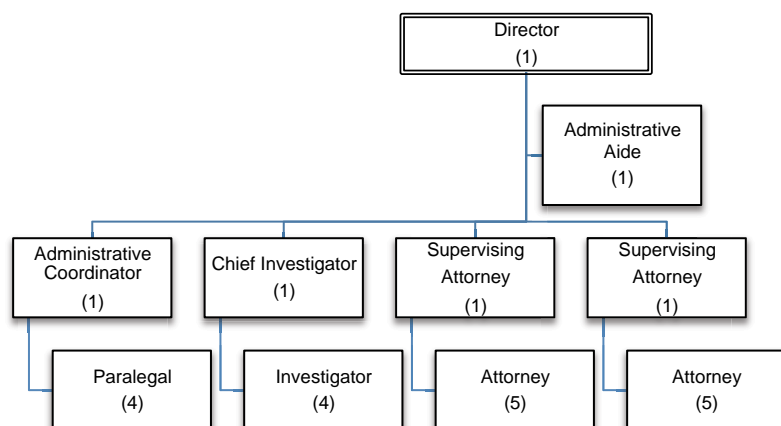
A statewide system will likely require legislative action. Georgia's new juvenile code gives foster care children a statewide right to legal representation in dependency cases. At the same time, many DeKalb County child-clients are placed in foster homes outside of DeKalb County because it lacks sufficient foster homes. Arguably, by granting such rights, yet failing to provide State support, the juvenile code creates an untenable burden on Georgia's counties. Failing to realign funding with obligations could seriously weaken the ability of the counties to meet their obligations under the juvenile code, including their ability to meet the needs of its foster care children.

Recommendation:

The County should explore alternative business models for the child advocacy program.

(2) The Child Advocacy Office's Organizational Structure Is Satisfactory

The Child Advocacy Office's organizational structure is illustrated below:



The Child Advocacy Office's organizational structure is satisfactory. As shown in the following table, the Office largely complies with applicable best practices for its organizational structure.

Best Practice	Assessment
A flat matrix organizational structure teaming lawyers with social service professionals (e.g., investigators)	Office employs a flat matrix structure with client service teams (lawyers and investigators)
Clear authority and efficient delegation of duties	The Chief Legal Officer (CLO) empowers the Child Advocacy Director to meet the terms of the Kenny A decree and staffing duties appear efficiently delegated
Lean management (i.e., less than 0.15 managers per non-management attorney)	Only one full-time manager for ten non-management attorneys (excluding two supervising attorneys that also carry caseloads)
Appropriate, consistent and cost-effective supervisory ratios (e.g., at least 1:6)	Supervisory ratios range from 1:4 to 1:5 and could be broadened slightly (e.g., to 1:6 or 1:7) over time

The Child Advocacy Office employs a flat matrix organizational structure with strong client service teams. There are four teams, with each team comprising two to

three attorneys, one investigator and one paralegal. Attorneys supervise all case work, including investigation and paralegal work, and coordinate a caseload for a particular Juvenile Court judge/courtroom. Current supervisory ratios, which range from 1:4 to 1:5, facilitates regular supervisory meetings with teams to review case status. In addition, the Child Advocacy Director regularly reviews the organizational structure to identify opportunities for keeping pace with caseload demands.

In the short run, the County should consider reassigning the program from the Law Department (where it has resided since 2009) to the Human Services Department. An expanded Human Services Department, including Child Advocacy and other human service related programs currently assigned elsewhere, would be better positioned to explore grants and other collaborative opportunities for the child advocacy program, and integrate services more seamlessly with other human service programs. More importantly, an expanded Human Services Department would better position the County to champion human service needs throughout the county and promote collaborative partnerships among public and nonprofit agencies serving the needy in DeKalb County.

Recommendation:

The County should transfer the Child Advocacy Office to an expanded Human Services unit.

(3) Current Human Resource Management Policies and Practices Could Contribute to Unsustainable Turnover Rates

The Child Advocacy Office's human resource management practices are adequate, but there is room for improvement. The best practices table below reveals at least some of those opportunities.

Best Practice	Assessment
A flexible, competitive compensation structure for attracting and retaining qualified attorneys and investigators	Perceived compensation gaps with Fulton County (coupled with higher caseloads) have exacerbated the attorney turnover rate and investigator salaries appear low
Clear mandatory qualifications and a formal hiring process	Mandatory qualifications are appropriate for key positions and some elements of a formal hiring process are in place
Formal, tailored training program that meets MCLE and office needs	Training program satisfies MCLE requirements for attorneys, but resource constraints limit external internal offerings

The Child Advocacy Office has a 20 percent annual turnover rate due in part to perceived compensation gaps with Fulton and perhaps some other issues involving its human resource management policies and practices. The nature of the work performed by the Office's attorneys, investigators and other staff, and the unique challenges associated with the clients served, exacerbate stress and other frustrations that contribute to turnover. Still, this turnover rate is unsustainable and poses a serious long-term threat to the Office's ability to comply with the *Kenny A* court settlement.

There are several factors that hurt the perceived value of the Office's compensation. The attorney compensation gap with Fulton County is one such factor. The Office's average investigator salaries are reportedly lower than other County investigator salaries. The support staff lack access to a career ladder within the program. While non-monetary awards (e.g., retreats, sabbaticals or employee assistance program) are limited for staff, the Office is taking steps to address this issue, partly through ongoing team communications. And the Office lacks access to survey results that it could use to assess its compensation structure.

The Office employs adequate hiring standards, such as proficiency in foster care, juvenile justice, child development, education or mental health. Its hiring process, while not state-of-the-art (a countywide issue), is increasingly focused on recruiting and hiring

staff who possess the right education, experience, skills, community interests and temperament for the Office. The Office has had to hire ten new employees in the last year and, in doing so, has developed its own recruitment process, one that relies on targeted sources (e.g., Georgia Center for Nonprofits and National Council on Children) and enables Office staff to more efficiently identify viable candidates. With greater use of on-line application technology, however, it could be even more efficient.

Training is one of the Office's top priorities. The Office's training program satisfies MCLE requirements, and it accomplishes much with limited resources, but resource constraints limit offerings. As directed by the courts, the Office requires a six-hour CLE Institute Child Representation course within one year of hire. It strives to tailor its core curriculum to specialized program needs (e.g., juvenile law procedure). Its on-board training program for new hires includes cross-training and mentorship elements. Its commitment to monthly in-service training and frequent internal communications complements its formal training. It regularly monitors CLE credits for attorneys. However, with sufficient funding, it could take advantage of more external offerings (e.g., webinars, scholarships and professional associations).

The Office is continually revamping its relevant operating policies and procedures to address the unique needs of its program. A collaborative human resource management program would be very beneficial to child advocacy programs in the region and state. To that end, the County should request the court to amend its order as needed to mandate a joint child advocacy human resource program. In its capacity as a thought leader among state and national child welfare advocates ~~As an alternative~~, the County should work with like-minded groups to develop collaborative regional child

advocacy human resource programs and strategies, including compensation, recruitment and training elements. Finally, the Office should be afforded access to (and make regular use of) survey results to assess the competitiveness of its compensation program. As the current pay and class study is completed, the Office should identify opportunities for reclassifying positions and promoting career advancement.

Recommendation:

The County should work with appropriate entities to develop a joint State or regional child advocacy human resource management program.

2. ANALYSIS OF STAFFING LEVELS

(1) The Child Advocacy Office Employees Paralegals but Limited Administrative Staff.

As illustrated by the best practice chart below, the Child Advocacy Office employs an efficient number of investigators and paralegals.

Best Practice	Assessment
Adequate but lean support staff (e.g., one investigator per five attorneys)	The current ratio of 0.4 investigators per attorney is lean and could be increased
Adequate paralegal support (e.g., at least 0.25 paralegals per lawyer)	With 0.4 paralegals per lawyer, the Office enjoys adequate paralegal support
Efficient delineation of staff duties and continual analysis of staffing mix	Lawyer, investigator and support staff work appears efficiently delineated and the staffing mix is frequently reviewed
Experienced legal administrator for managing non-legal matters	Administrative coordinator supervises four paralegals

As shown in the organization chart, the Child Advocacy Office has 24 authorized full-time positions for FY14, up from 21 in FY13 and FY12. Personnel costs represent over 93 percent of the Office's total operating costs. To meet the mandates of Georgia's new juvenile code and the ongoing requirements of the *Kenny A* federal class action

settlement, the BoCC approved three new positions (i.e., Attorney III, Investigator and Paralegal) for FY14.

The Office not only makes significant use of paralegals, but its usage of paralegals is on the rise. In fact, according to internal performance statistics, since FY10 (a five-year period), the number of case actions documented by paralegals has increased from 42,572 to 55,244, an increase of over 30 percent.

The Office should continue to track its case volume and case management demands. If its workload, driven in large part by external mandates, continues to rise, it could very well have to add staff in all job categories. Its continuing use of multi-disciplinary teams to identify opportunities for improving its use of technology and other innovations should be a significant benefit. As it pursues collaborative opportunities with Fulton County and others in the region, the Office should compile comparative regional data and use such data (after accounting for relevant operating variables) to identify opportunities for realigning staff resources with caseload demands.

Recommendation:

The Child Advocacy Office could add attorneys, investigators paralegals and administrative support staff, but only as rising caseloads and applicable mandates dictate.

(2) The Child Advocacy Offices Does Not Use Outside Counsel, but it Does Maintain an Ambitious Volunteer Program

Consistent with best practices (see chart below), the Child Advocacy Office operates a vigorous volunteer program, but, for several well-founded reasons unique to its clients, has not used outside counsel to date.

Best Practice	Assessment
Appropriate use of outside counsel plus a cost-effective process for engaging such resources	Office has relied exclusively on inside counsel since 2007 settlement agreement which required the hiring of at least 11 attorneys
Active recruitment, training and use of retired legal professionals (emeritus attorneys) to support critical programs	Office's volunteer program leverages nearly 5,000 volunteer hours per year and secures resources for over 100 child-clients from 45 partners

The Child Advocacy Office maintains a vibrant volunteer program. In FY13, the Office recorded the use of 4,947 volunteer hours. However, it should be noted that the number of volunteer hours used by the Office actually peaked in FY11 at 6,041.

In contrast, the Office does not employ outside counsel, with the very limited exception of attorneys with K-12 expertise. Doing so would require the development of a competitive pool of outside counsel with specialized expertise with abused and neglected children to ensure that its representation of children would not be compromised. Until this objective is attained, the Office will not need a structured process for recruiting, engaging and managing outside counsel. Increasing its use of outside counsel will require a sustained long-term commitment to the development of qualified, specialized counsel, and rigorous contract oversight.

Recommendation:

As part of a collaborative statewide or regional human resource program, the County should develop a pool of specialized outside counsel and expand its emeritus attorney program.

3. ANALYSIS OF MANAGEMENT

(1) The Child Advocacy Office's Performance Management System Needs More Comprehensive Metrics

The Child Advocacy Office tracks some performance metrics, but not outcome and efficiency measures. Its Director is committed to the greater use of performance data to monitor program operations (see relevant best practices chart below).

Best Practice	Assessment
Continual use of performance metrics to track cases, assess operations and client satisfaction, identify improvement opportunities and refine operations	Performance metrics driven by 2006 settlement agreement, state law and best practices; Office tracks workload measures (e.g., cases), but not outcome and efficiency measures and annually reviews data to reassess service delivery options
Regular use of client surveys to assess client satisfaction and enhance service	Program has several statutory and court-prescribed targets, but regular surveys are not systematically used to identify opportunities for improving client satisfaction and service

The Child Advocacy Office annually reviews caseload data to reassess its service delivery options and improve its operating efficiency. However, it does not track efficiency and outcome measures. This situation, coupled with the Office's lack of control over many elements of the child advocacy system, compromises its ability to assess the long-term effectiveness of its services. While the age of its clients is a significant potential obstacle, the Office does not make systematic use of client feedback to identify client service improvement opportunities.

Recommendation:

The Child Advocacy Office should implement a structured performance management process, including a full set of performance measures.

(2) A Rigorous Case Management System Would Enhance the Child Advocacy Office's Ability to Ensure Legal Compliance

As shown by the best practices chart below, the Child Advocacy Office could benefit from fully exploiting its case management system.

Best Practice	Assessment
Efficient intake/assignment protocols and vertical case management model	An informal but effective intake/assignment process and a vertical case management model for most cases
ABA caseload limit of 100 cases per full-time attorney	Comply with court-prescribed case limit of 130 cases per full-time attorney, but often exceed ABA caseload limit
Diligent representation of legal rights and best interests of at-risk children	Ensure timely investigation and representation of court-assigned foster care child-clients (to age 23)
An automated case management system for tracking service requests, targets, resources, status and results	Office uses a case management system, but does not track all data (e.g., time) to project caseload demands, assess staffing needs, analyze performance or identify improvement strategies
Rigorous caseload monitoring through disposition (e.g., monthly monitoring reports by attorney and matter type)	Office lacks a timekeeping system, but monitors caseloads and uses a case management system to track case-related activities (e.g., hearings and email notices)

Today, the Office has 1,400 total cases pending before the Juvenile Court of which about 750 are active cases with pending litigation. As shown in the table below, the Office's caseload has increased since FY10.

Performance Measures	FY10	FY11	FY12	FY13	FY14 est.
Cases handled	982	1,033	1,027	1,160	1,375
Child welfare hearings conducted	1,510	2,082	2,095	2,286	3,115
Client interviews and investigations	3,540	3,692	3,902	4,159	6,187
Miles driven for field work	59,148	58,138	53,845	67,657	74,505

The work demands facing the Child Advocacy Office are likely to rise. In 2014, a new state statute (OCGA §1511), by expanding client eligibility from age 18 to 23 and adding hearing requirements (up to 9 hearings per child), increased the Office's workloads. For example, by the end of FY14, the Office's actual caseloads increased by 18%, hearings by 36% and field visits by nearly 50%.

In addition to the rising caseloads, the Office faces other challenges. Its child-client may be in the custody of the opposing party (e.g., DFCS). Its child-clients increasingly live outside of DeKalb County (about 30 percent live in metro Atlanta and

another 20 percent in other counties. Staff travel to client locations for field work now averages 67,000 miles annually. Staff must conduct field investigations to verify a determination of abuse or neglect and attorneys must spend 40 percent or more of their time in the field. At least 95 percent of cases referred to the Office go to trial. If a case is not dismissed, attorneys must meet at least quarterly with child-clients. As a result, even at current caseloads, it is exceedingly difficult for the Child Advocacy Office to satisfy the terms of the *Kenny A* decree let alone ABA practice standards (e.g., timely appointment, adequate pre-hearing client interaction and active representation).

Installing a case management system is an important first step, and the Child Advocacy Office has taken that step. However, the vendor supporting the current case management system has not kept the system up-to-date (e.g., mobile applications). In addition to exploring a new case management system (or at least software upgrades), the next step is to acquire and take full advantage of the new system to track data, control caseloads, make informed resource decisions and identify opportunities for improving operations. This step also would support the Office's desire to conduct a workload study to align current practices with the new juvenile code.

Recommendation:

The Child Advocacy Office should fully leverage its case management system to improve its operational effectiveness and efficiency.

(3) The Child Advocacy Office is Committed to New Technology

As shown by the best practices table below, the Child Advocacy Office has acquired a proven case management system and remains committed to the use of emerging technologies.

Best Practice	Assessment
Technology committee for defining needs, approving plan and overseeing initiatives and vendor relationships	Office used a technology committee to oversee its acquisition of case management software, gathering expertise that could be helpful to the Law Department
Ample technology capacity to ample capacity to support mission (e.g., case management and mobile technology)	Office uses <i>Aderant Client Profiles</i> case management system, but has limited technology budget for improving attorney productivity (e.g., mobile technology) and meeting mission

The Child Advocacy Office uses a custom case management system to track some case-related activities (e.g., hearings), but this system appears obsolete, at least for Office's needs. Moreover, its limited technology budget is a potential barrier to other needed applications. To bolster its commitment to the full use of available technology, the Office should develop a long-range technology plan. To fund this effort, the Office should pursue grant funding jointly with Fulton County and other child advocacy units.

The Office's technology plan should accomplish several ends. It should define its technology needs. It should recommend cost-effective strategies for acquiring and maintaining proven technologies. It should chart a clear course for securing the technology resources it needs to meet its mission. Once the plan is updated, the Office should upgrade its case management system to supplement current data analyses and acquire cost-effective mobile technologies for improving attorney productivity. While the costs of such technologies are difficult to project, they should be offset by the resulting improvements in attorney productivity.

Recommendation:

Pursue joint grant funding with Fulton County for updating the long-range plan for upgrading the Child Advocacy Office's technology platform and mobile technologies for attorneys.

3-5 HUMAN SERVICES

This chapter of the report summarizes the project team's evaluation of the organization, staffing and management of the Human Services Department (HSD).

HSD oversees programs that serve the County's special needs populations, maximize individual productivity and promote community growth. It does so by supervising a few relatively small County programs (e.g., youth and elderly programs), operating a 40,000 square foot multi-purpose senior center and managing numerous grants to nonprofits. HSD also partners with community organizations and convenes several collaborative community initiatives. HSD's key services are listed below.

Program Area	Description of Services
Elderly Services	Supervise County Senior Affairs Office (County's lead elderly services provider) Deliver congregate and home meals and emergency meal services Furnish transit services (e.g., door-to-door brokerage, taxi and voucher trips) Manage and monitor contract compliance for several elderly programs Provide information and referral services to elderly residents
Lou Walker Senior Center (LWSC)	Offer numerous activities for members (2,800 seniors) Offer basic health screenings for seniors Provide class instruction (e.g., nutrition, fitness, wellness and safety) Supervise an on-site Farmers Market for homeless veterans
Youth Services	Supervise County Youth Commission (youth leadership program) Supervise Teen Pregnancy Task Force and 16 other initiatives to leverages community resources and improve the social development of youth
Nonprofit Partnerships	Recruit nonprofits that provide selected services (e.g., citizen engagement, youth, tenant, public safety, family unity, domestic violence and rape crisis services) Review competitive grant applications for county funding each year Award county funding for and manage about 50 nonprofit agency grants each year

For FY14, HSD operated with a budget of \$3,945,800, including \$1,384,000 for personnel, \$1,054,400 for contract services, \$1,402,800 for grants and \$104,600 for other costs. Its FY14 budget was 12 percent more than its FY13 budget (\$3,523,700). The County funds several other health and human service programs (e.g., mental

health, public health and family assistance), but assigns their budgets to other budget centers. HSD is assigned to the Development group for budgetary purposes, but the Community Service Board (CSB), Public Health Board (PHB) and Department of Family and Children Services (DFCS) are assigned to the Administrative group.

1. ANALYSIS OF THE ORGANIZATIONAL STRUCTURE

(1) A New Business Model Would Help the County Galvanize Collaboration Among Public and Private Human Services Entities

The County operates a few small health and human service programs (e.g., youth commission, senior centers and elderly services), but all other health and human services are run by other entities, such as the State of Georgia (e.g., DFCS), quasi-County entities (e.g., PHB and CSB) and nonprofit agencies (e.g., DeKalb Rape Crisis Center, Georgia Center for Child Advocacy and United Way of Metro Atlanta). The County provides important, but relatively limited support, such as grants and facility space, to such entities. The key public entities are summarized below.

Entity	Description	Services	Annual County Aid
Community Service Board (CSB)	Statutory public nonprofit led by 14-member BoCC-appointed board (505 full-time employees in County & \$34.3 million annual budget)	Mental health, developmental disability & addictive disease treatment & habilitation services	\$1.5 million (27% less than FY10) for Jail, MR Services Center, DeKalb Crisis Center & Mobile Response Team
Public Health Board (PHB)	Statutory quasi-state nonprofit led by 7-member board (420 full-time employees & \$34.1 million annual budget)	Public & environmental health services (e.g., TB, WIC, dental, refugee, immunization & food inspections)	\$3.9 million (12% less than FY11) for defraying facility costs & supporting clinical, environmental health & Mothers Offering Resources Education (MORE) programs
Family and Children Services (DFCS)	DeKalb County Division of Georgia Department of Family and Children Services (525 employees in County)	Temporary Assistance for Needy Families (TANF), general aid, employment assistance, food stamps, child care & Medicaid services to needy	\$1.2 million (17% less than FY11) for rental assistance, indigent burial services & other services

As reflected by the summary of best practices presented below, the County's organizational model for coordinating health and human services is obsolete.

Best Practice	Assessment
Business model facilitates vigorous county-wide leadership and effective community partnerships	County has exhibited some leadership as an advocate for the needy, but it could do much more to promote and develop more effective service delivery partnerships
Active catalyst for spurring countywide coordination, minimizing service duplication and improving outcomes	County lacks an effective forum for convening non-county human service entities, and does too little to leverage available resources, spur coordination and reduce duplication
Well-structured countywide network for coordinating and improving the delivery of health and human services through multiple public and private agencies	Health and human service providers and their client services are highly fragmented and the County lacks an effective structure for improving the use of scarce resources across multiple entities

The County should consolidate its health and human services programs, including senior, youth, child advocacy, veteran, disability, public aid, homelessness and job training programs, under unified leadership (e.g., the Deputy County Operating Officer for Development). This new department could be further expanded to include community service programs, such as parks and recreation. Merging programs with overlapping or at least similar clients would better position the County to lead countywide efforts to foster greater collaboration among partners.

The BOC should require the new, expanded HSD to be a catalyst for spurring the coordination of health and human services throughout DeKalb County and the metro region. The County should create a collaborative network to promote joint ventures (e.g., the Gwinnett Coalition for Health and Human Services). HSD should use this network to accelerate the development of partnerships. It should, for instance, convene meetings among different agencies (e.g., DFCS, CSB, BPH, United Way, hospitals, schools and other nonprofits) to improve service coordination and explore innovative

productivity enhancement (e.g., cost sharing and technology initiatives). HSD should lead efforts to assess the feasibility of functional mergers (e.g., countywide health and human services client referral case management units). It should help harness staff resources at partners, including schools and health providers, to help families and children apply for and enroll in available benefit programs and secure benefits for eligible individuals (e.g., Boulder County's Healthy Kids Program)

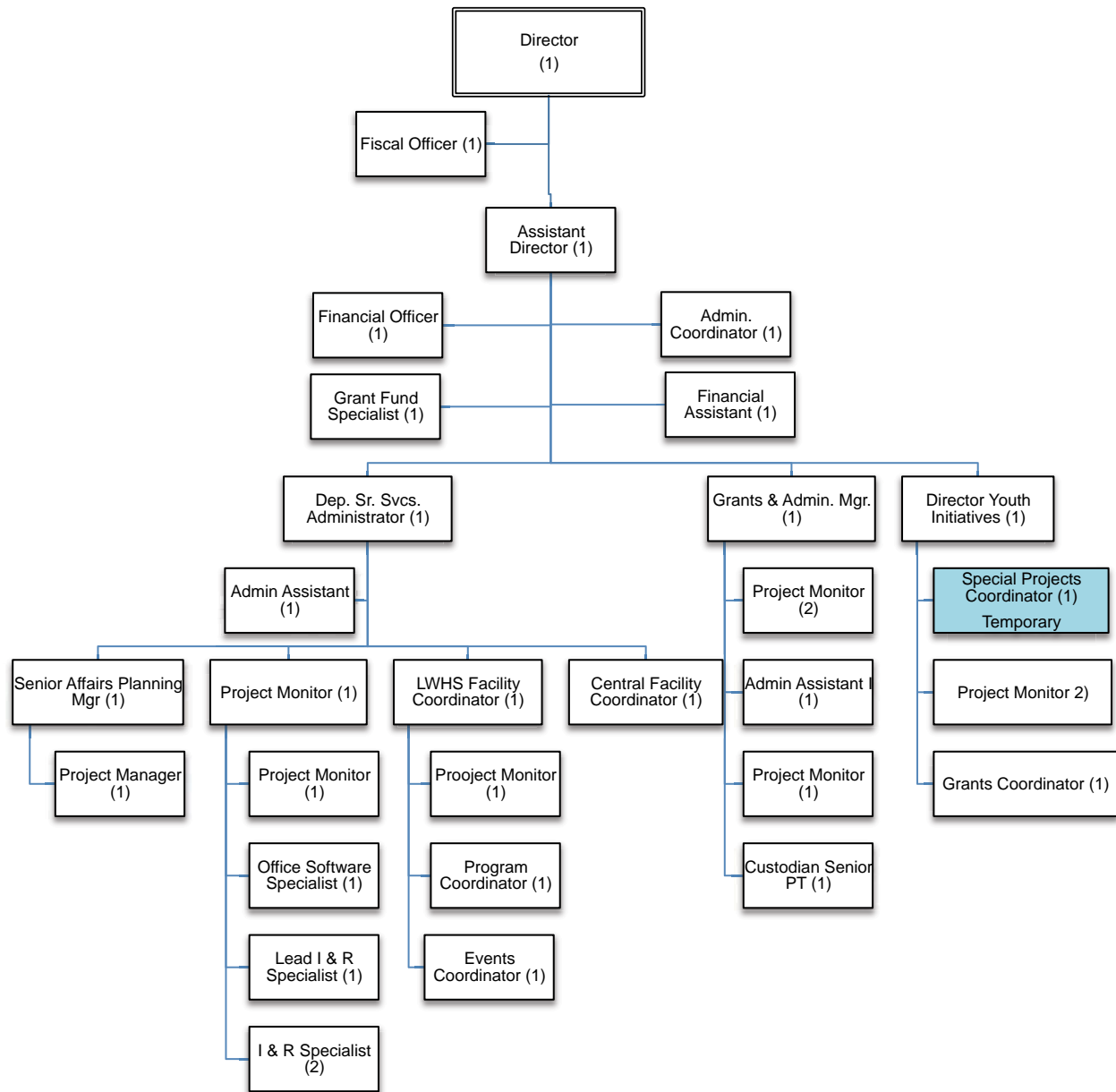
To better promote collaboration among partners, and seize the requisite catalytic role, HSD should get out of the business of direct service delivery and spin off the programs it administers to partners. To that end, it should assess the feasibility of outsourcing services directly delivered or administered by the County, including elderly services (e.g., senior centers, elderly support services and home meals for seniors), to partner organizations.

Recommendation:

The County should consolidate its human service functions under one organization unit (HSD) and migrate away from direct service delivery.

(2) HSD's Organizational Structure, While Top-Heavy, Could be Improved Concurrently with the Merger of County Health and Human Services

HSD's organizational structure, as illustrated below, has too many management layers and supervisors.



The project team finds that HSD's current organizational structure, despite having only 29 employees, suffers from excessive management layers and supervisors. There are four management layers: Level 1 (the Director), Level 2 (the Assistant Director), Level 3 (Deputy Senior Services Administrator, Grants and Administrative Manager and Youth Initiatives Director), and Level 4 (Senior Affairs Planning Manager, Project Monitor and 2 Facility Coordinators). In addition, HSD's supervisory ratios are too narrow; they range from 1:2 to 1:7, but most are 1:4. Eliminating three managerial or

supervisor positions would adequately widen the overall supervisory ratio. The County could address such deficiencies as part of the recommended restructuring.

Recommendation:

HSD should revamp its current organizational structure by reducing management layers and widening supervisory ratios.

2. ANALYSIS OF STAFFING LEVELS

(1) The County Lacks a Coherent Method for Tracking the Allocation and Use of Countywide Health and Human Services Staff Resources

We know that HSD has 29 current and 31 authorized full-time positions for FY14 (excluding one temporary position on organization chart), up from 18 in FY12. For FY14, the BoCC approved five new positions for senior programs and seven new positions for youth programs. We also know that other entities funded by the County have at least 2,000 employees in the County. What we do not know is the total number of employees working for health and human service agencies in the County or, more importantly, the duplication or effectiveness of services delivered by these staff.

No entity, including the County, is responsible for identifying, tracking and leveraging the staff resources health and human service providers. While HSD maintains a small competitive grants program with limited funds, it neither continually reviews nor recommends ways to improve the use of countywide health and human resources. This failing could translate to a significant opportunity cost, the burden which would be borne by those who need these services the most acutely. Conversely, through the aggressive leveraging of partner staff resources, an open, competitive outsourcing program and the continual analysis of outsourcing resources, the County

could help ensure that the neediest residents receive more effective and efficient services even within current resource constraints.

Recommendation:

HSD should spearhead an analysis of countywide health and human service resources and service improvement opportunities.

(2) The County Lacks an Effective Countywide Volunteer Program for Health and Human Services

The County maintains a small volunteer program for elderly and youth services, but it does not systematically identify, recruit, place and track volunteers for partners. Once it has expanded its mission to become a catalyst for change, HSD should develop countywide program for increasing the use of volunteers among partners. That newly expanded program should revolve around the relentless recruitment, training and use of volunteers to support the respective missions of the County's partners.

Recommendation:

HSD should develop a countywide volunteer management program for health and human service providers.

3. ANALYSIS OF MANAGEMENT

(1) The County Needs an Effective Health and Human Service Funding Source Clearinghouse

The County's human service grant program is the right idea, but too small to serve as an effective catalyst for securing greater cooperation among grantees. HSD coordinates human service pass-through grants for nonprofit partners, but the program lacks sufficient funding to galvanize meaningful reforms. In fact, while HSD has received an average of 70 grant applications per year and awarded about 50 grants per year since FY11, the average funding for each grant was only about \$30,200 in FY13. In

addition, the County lacks an effective countywide system for winning and managing federal grants. Not surprisingly, the County reportedly applies for and wins relatively low levels of federal grants for human services. In addition, a recent indirect cost allocation study indicated that the County may not recover its full share of indirect costs on those grants it does receive.

To make matters worse, the County's funding for the health and human services it directly supports has slipped. From FY10 to FY13, County funding for HSD's annual operating budget declined by 16 percent, from \$4,196,297 to \$3,523,733. The County's financial support for DFCS, PHB, CSB and other human service agencies also has declined in recent years and, given the looming threat of municipal incorporations and annexations, this support is not likely to be restored any time soon.

The County should assume a more visible leadership role and be more aggressive in attracting external funds and using those funds to improve collaboration and coordination among health and human service providers in DeKalb County. At a minimum, the County should establish an expanded countywide grants management clearinghouse unit to assist partners in finding and applying for grant opportunities, facilitating and recording grant submittals, engaging grant development contractors, monitoring grant awards, issuing grant reports and ensuring grant compliance.

The County should develop an integrated countywide grants management portal (e.g., Colorado State Marketplace) to provide all partners with grant-related information, including grantor requirements for relevant federal and state agencies, foundations and other private donors and updated client data that can be used for future grant applications (e.g., clients by need) and estimated program impacts. A credible grants

management system that helps partners secure and manage significant federal and state grants would significantly strengthen the County's viability as a health and human services leader.

Ultimately, the County should champion efforts to enact a separate millage rate for health and human services throughout DeKalb County. Like Boulder County Colorado and Polk County Florida, DeKalb County should obtain voter approval for dedicated, long-term County funding for targeted health and human service needs. As the public steward for a sustainable and local funding stream for all providers, the County could become the focal point for future collaborative health and human service initiatives. It could lead, for instance, the development of an automated portal for best practices to help its partners eliminate the duplication of services and improve their delivery of services to their clients. It could convene regular meetings among partners to identify ways to improve the efficiency and effectiveness of client services. And, by doing so, it could greatly enhance the prospects of garnering even more grant revenues from federal agencies and private foundations.

Recommendation:

The County should lead efforts to increase availability and coordination of health and human services funding for its partners.

(2) The County Needs More Effective Performance Management Practices for Health and Human Services

As the summary of relevant best practices below indicates, the County needs to make better use of performance management techniques and case management systems to improve the delivery of countywide health and human services.

Best Practice	Assessment
A coherent countywide performance management system for all providers	Since there is no countywide system, metrics vary by unit (e.g., PHB uses the Georgia Public Health Department's OASIS)
Clear metrics aligned with mission and best practices, including workload, efficiency and effectiveness measures (percent clients self-sufficient)	County performance measures are not mission-aligned (i.e., expand family/individual productivity, improve socio-economic well-being, promote community growth and link neighborhoods) and are limited to workload indicators
Continual data analysis of performance metrics and client data to identify funding, staff reduction and other productivity improvement opportunities	There is no disciplined process for analyzing aggregate performance metrics for health and human services or using client management systems to identify staff reduction and other productivity improvement opportunities
Efficient intake processing, minimal duplication, optimal data sharing and standard case management practices	Since case management practices vary by provider, there is no way to ensure prudent caseloads, timely case services and effective, sustainable service outcomes

While the performance measures vary from one human service entity to the next, HSD relies heavily on workload indicators, rather than efficiency and effectiveness measures. The table below illustrates the kind of performance indicators tracked by HSD (it also shows how little change has been witnessed since FY11).

Performance indicators (Budget)	FY11	FY12	FY13	FY14
Senior information and referral contacts	8,931	9,136	10,000	9,800
Seniors receiving home-delivered meals	250	230	235	245
Seniors transported to centers	425	437	445	450
Classes offered at Senior Center	152	155	155	152

HSD, with the County's support and in conjunction with its partners, should develop a countywide performance management system for health and human services. This system should include standard techniques for monitoring and analyzing health and human service performance metrics, leveraging client management data, and assessing service delivery options. These techniques should be employed in a collaborative fashion to identify productivity improvement opportunities.

Recommendation:

The County should lead a countywide initiative to develop a coherent countywide performance management system for all providers.

(3) The County's Health and Human Services Providers Do Not Have a Joint Facility and Technology Plan

The various health and human services providers in DeKalb County have become increasingly dependent on their client service facilities and their technology platforms. As summarized in the table below, the County needs a plan to improve the facilities and other resources through which countywide clients are served.

Best Practice	Assessment
Safe, secure and productive facilities for delivering services to patients and other clients	The county facilities through which CSB and Public Health deliver services are under-financed, poorly maintained and woefully inadequate for their intended purposes
A joint plan for defining resource needs, selecting strategies and costing proposed investment initiatives	The County's providers lack a joint resource plan
A coordinated strategy for improving client service facilities and technology	The County's providers lack a coordinated investment strategy

HSD should help its partners develop an actionable countywide plan for meeting their short-term and long-term resource needs, especially for facilities and technology. That plan should address technology and facility needs, estimate potential upgrade costs and offer cost-effective strategies for upgrading outmoded resources. The County should seek and reserve sufficient funds to address deferred maintenance issues for such facilities. For example, it should consider seeking voter approval for a secure, long-term funding source for upgrading and maintaining facilities. It should then make the requisite investments in improving the County facilities furnished to CSB and PHB.

With the requisite funding, the County also lead efforts to improve the technology available to its partners. It should, for example, develop a countywide information tracking system to support future efforts to improve client services (e.g., Palm Beach County's Key Community Indicators Report and award-winning Homeless Data Tracking Program). It also should consider developing a countywide client database (e.g., Boulder County), including appropriate personal data, to support targeted client marketing and outreach efforts, more seamlessly link clients with benefit programs and better ensure future self-sufficiency.

Recommendation:

Develop, adopt and fund a long-range plan for upgrading the HSD's technology, facilities and other office resources.

4-1 VOTER REGISTRATION AND ELECTIONS

This chapter of the report provides the project team's evaluation of the staffing levels, management, and organizational structure of the DeKalb County Registration and Elections Board. The Board's appointed director and her staff are responsible for registering voters and maintaining voter registration lists, altering and updating precincts and districts in accordance with Georgia Election Code, qualifying candidates and preparing ballots, operating accessible polling places on election day, tabulating ballots upon completion of the election, and conducting post-election audits. The following discussion of issues and recommendations is divided into staffing, management, organizational, and operational categories.

1. ANALYSIS OF STAFFING LEVELS

The Registration and Elections Department has a total staffing allocation of 14 full-time employees, contained in the following table:

Full Time Staffing Allocation	
Position Title	# of FT Staff
Director	1
Administrative Assistant	1
Software Specialist	1
Election Supervisor	1
Registration Supervisor	1
Election Coordinators	5
Supply Specialist	1
Registration Technicians	3

In addition to the full-time staff included in the table above, the Department also employs a fluctuating number (typically between 20-40) of seasonal registration and election workers for the multiple elections that the Department is responsible for conducting. These workers are assigned, among other duties, to staff the planned 10 early voting sites in the 21 days preceding an election. Currently, the scheduling of seasonal staff remains constant throughout the day instead of mirroring the hours of peak demand. Greater efficiency and cost savings can be realized if a staggered schedule is implemented at voter registration and early voting sites in order to meet peak traffic with peak staffing and reduce or eliminate the number of underutilized staff at those locations during off-peak hours.

For example, in a countywide election of lower voting volume, a staggered staff schedule could save 6 staff hours per day at each of the early voting locations. The Department currently adjusts staffing based upon historical trends of voter turnout and based upon the complexity of the election.

Staggered Staffing – Small/Moderate Voter Volume									
Hour	1	2	3	4	5	6	7	8	9
Temporary Election Worker I									
Temporary Election Worker I									
Temporary Election Worker II									
Temporary Election Worker III/IV									

Over the 15 business days in the 21-day span preceding the election, 540 staff hours could be saved. At a wage of \$9.83/hr (the prorated hourly rate for the midpoint salary of Temporary Election Worker I), this amounts to a cost savings of \$5,310.

Cost Savings - Small/Moderate Voter Volume	
Hours saved per station	6
# of early voting days	15

# of early voting locations	6
Average wage of saved hours	\$9.83
Total Savings	\$5,310

In a high-volume election, larger staffing contingents at each of the early voting locations provide opportunity for greater fluctuations in staffing throughout the day.

Staggered Staffing – Large Voter Volume										
Hour	1	2	3	4	5	6	7	8	9	
Temporary Election Worker I										
Temporary Election Worker I										
Temporary Election Worker II										
Temporary Election Worker II										
Temporary Election Worker III										
Temporary Election Worker IV										

If 12 hours per day are saved (and assuming that 1/3 of those hours will be at \$10.32, the midpoint prorated hourly wage of a Temporary Election Worker II), this amounts to a cost savings of \$10,799.

Cost Savings - Small/Moderate Voter Volume	
Hours saved per station	12
# of early voting days	15
# of early voting locations	6
Average wage of saved hours	\$10.00
Total Savings	\$10,799

The Department is projected to conduct at least 6 elections in 2015, one of which is a major countywide special election likely to have moderate to high voter turnout. Adjusting the staffing of early voting sites has the potential to quickly produce thousands of dollars in cost savings for the County.

Recommendation

The Department should continue and expand their analysis regarding anticipated turnouts to base staffing for election workers upon a review of historical voter

turnout by using staggered staffing schedules for election workers at election sites.

2. ANALYSIS OF MANAGEMENT

The County tracks a number of metrics to monitor workload. The following table shows the estimated 2014 figures for each workload measure tracked:

Current Workload Metrics	
Metric	2014 Estimate
Registered voters	475,000
New registered voters	25,000
Registration cards scanned	100,000
Name & address change	20,000
Deletions/transfers	40,000
Total precincts	189
Poll workers trained	6,500

These measures provide a snapshot of the Department's registration and polling workload and can be tracked over time to identify trends and project capacity requirements and staffing needs. In addition to these workload metrics, the Department should monitor workload associated with their voter outreach programs by tracking the number of voter identification cards distributed over the course of the year. Additionally, they should maintain a record of the number and magnitude of precinct and district adjustments that they make in cooperation with the County GIS staff.

Proposed Additional Workload Metrics
Voter ID cards distributed
Number & size of district/precinct adjustments

Along with workload metrics, the Department should adopt a set of quantitative performance measures by which the Department's effectiveness in each of its roles can be gauged. Voter turnout should be tracked in order to determine the Department's effectiveness in educating voters, engaging voters, and providing convenient, accessible polling locations. In a similar vein, the Department should track the percentage of voters that vote by mail or in advance, thus reducing some of the burden placed on polling locations on election day. In order to analyze the efficiency of registration workers and provide timely service to voters, the Department should track the percentage of registration forms, which are processed within a week of receiving them. Finally, the Department should monitor the performance of its voting machines by tracking the number of equipment failures for each machine type over the course of an election.

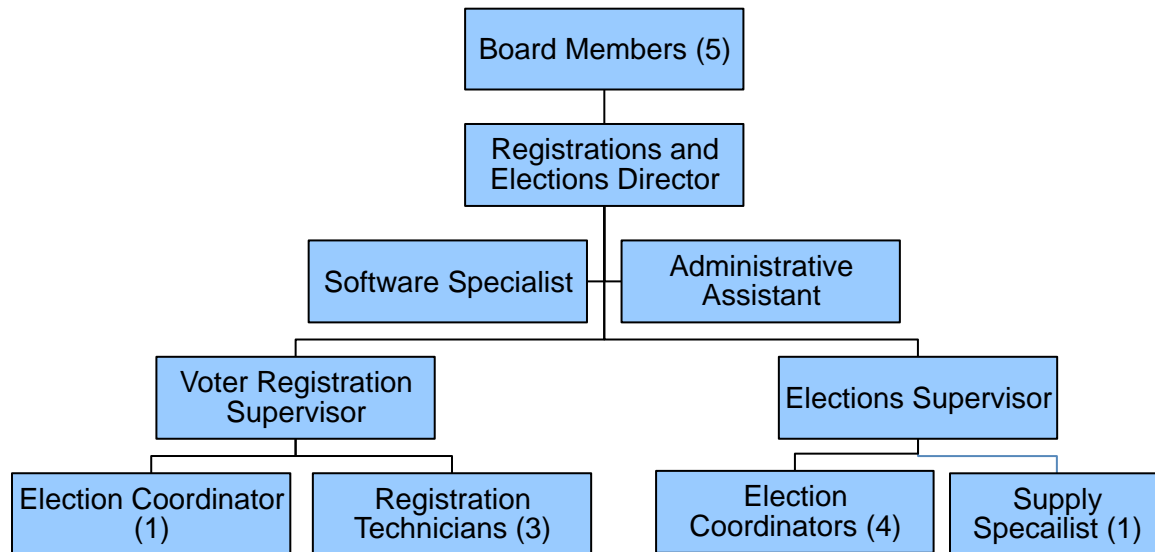
Proposed Performance Measures
Voter turnout
Percent of voters using mail/early voting
Percent of registration forms processed within a week of receipt
Number of equipment failures per election

Recommendation:

The Department should expand its workload metrics and establish a set of performance measures by which to track its effectiveness in performing each of its assigned roles.

3. ANALYSIS OF ORGANIZATIONAL STRUCTURE

The current organizational structure of the Department is depicted in the following organizational chart.



The project team did not identify any issues related to the organizational structure of the Department.

4-2 FINANCE

This chapter of the report provides the project team's evaluation of the overall staffing, management and organization of the Finance Department. Finance is responsible for the overall administration of the fiscal affairs of DeKalb County and directs the activities of the Budget and Grants Division, Treasury and Accounting Services Division, Internal Audit and the Division of Risk Management.

1. ANALYSIS OF STAFFING LEVELS.

DeKalb County's Department of Finance has a total staffing allocation of 93 budgeted positions of which 81 are currently filled. The Office of Management and Budget is proposed to become a stand-alone unit with funding set to start in May 2015. Thirteen of the nineteen existing positions which are currently in Finance (operating, capital and grants) will be transferred over to Office of Management and Budget. The Finance Department provides a wide-range of financial reporting, accounting and budget and grants functions. These services include: budget and grants, internal audit, treasury, risk management, water and sewer billing, Controller, Deputy CFOs split into two divisions, and business consultants reporting in Deputy CFO/CFO.

DeKalb County's Finance staff allocation is comparable to other sized jurisdictions. Similar jurisdictions such as Gwinnett County have 116 positions; 42 positions in Cobb County; 95 positions in Fulton County and the City of Atlanta has 157 employees in their Finance Department. billing, a function that is not included in Finance in all comparable jurisdictions.

Although there are some differences in size and how each of the County's Departments are structured and staffing allocations, DeKalb County Finance Department is generally appropriately staffed at the current levels compared to other jurisdictions. The major difference in the operational structures of these organizations is that the Finance Department in DeKalb is responsible for water and sewer

Recommendation:

The Finance Department should continue with its current allocation of staffing levels.

2. ANALYSIS OF MANAGEMENT

This section provides an assessment of the overall management processes and systems which could be enhanced.

(1) DeKalb Finance Treasury and Administration Should Implement More Routine Quarterly Financial Reporting to the Board of Commissioners.

Currently all financial reporting for the County is incorporated into CAFR. Best practices indicate that reporting should be done on a monthly or quarterly basis. DeKalb should ensure that monthly reports to Board of Commissioners are incorporated into Board of Commissioners regular agenda to ensure full transparency for the organization. This will also allow decision makers and the public to track performance of the organization and make real time changes throughout the year to achieve expenditure, revenue, and performance objectives. Enhanced financial reporting best practices are starting to be developed for implementation. CAFR Unlimited has the functionality and capability to automate these functions and generate these types of reports for the organization.

Recommendation:

The Finance Department should implement monthly or quarterly financial reporting to the Board of Commissioners on all financials to ensure the organization has the most updated financial information. This will allow elected officials to make effective informed decisions. Routine reporting will also ensure better transparency in reporting financial information consistent with best practices measures in other jurisdictions.

- (2) Finance Should Develop Enhanced Written Policies and Procedures on Critical Financial Processes such as Cash Handling, Check Cutting and Paperless Transactions. Finance Should Ensure Such Policies are Integrated Countywide.**

Improving financial transactions involving cash handling and check cutting to more electronic paperless processing should be a priority for the Finance Department. Paperless transactions reduce financial risk to the organization by reducing the amount of manual transaction. This will help reduce the potential for fraud and manual errors, which will create a more transparent, approach to financial reporting and processing.

The Department is in process of developing business charters to address some of these types of issues. Oracle Reporting/Cash Mgt. Module, utilization of an automated cash management system to manage liquidity and cash flows and a lockbox analysis proposal with better remittance processing to reduce organization financial risk is also being reviewed.

Recommendation:

The County should fully integrate electronic paperless transactions and reduce manual processing to ensure accountability and a more transparent approach to handling cash and check cutting. DeKalb should follow recommendations from ongoing business charters on financial processing and ensure all Departments are fully integrated and trained.

(3) DeKalb Should Establish a More Proactive Policy on Collections and Outstanding Accounts.

Establishing a more proactive approach to outstanding accounts and creating a better benchmark for third party collections will reduce financial risk to the organization. The remittance and collections process is an important function for any organization. Outstanding accounts cause more work for the organization, financial risk through bad debt and reduce revenue that the County could use for delivering services. A more robust policy will help the organization reduce financial exposure in the long run. DeKalb currently utilizes a third party agency for recovery purposes but is not actively engaged in an aggressive approach to recovery.

The County has identified this as an issue and is currently developing an outstanding balances charter to create a better benchmark for third party collection of bills along with a liens process charter. Better use of liens is needed or a stronger protocol to ensure better collections of fees and debts will help the organization. Clearing up overdue balances in a more timely fashion and enhanced liens protocol to ensure better collections will produce needed revenue for the County. A more comprehensive approach will make the organization more effective and efficient. The County is developing an RFP to establish a pool of collection agencies to collect outstanding debts on behalf of the County. The anticipated timeframe is 2015 for the establishment of this program including Board approval. This will significantly increase the County's ability to collect outstanding debts owed to the organization.

Recommendation:

DeKalb County should establish a more proactive policy on collections of outstanding debt. A stronger protocol on collections, bad debt and liens should be integrated within each of the County's Departments.

(4) The County Should Aggressively Move Towards Automation and Away from Manual Processing within the Financial Functions.

Automation and interrogation of current and new technology can help to reduce labor costs for the County. It would provide opportunities for administration to review current staffing complement associated with manual processing to streamline operations. Online automation could also help to reduce manual processes, which would allow department staff to re focus on customer service, which is a major priority for the County. Better-automated systems will enhance accountability and develop a customer focus approach. Some examples where this could be accomplished is through improvement of technology, billings, online website functions and forms.

Each division should be asked to develop a listing of automation initiatives to reduce waste, duplication and manual processes. A performance benchmark should be established within each Department to ensure this becomes a priority for line Departments. The County has employed Business Process Consultant (Oracle) to assist with the identification and implementation of many configuration and automation opportunities across the various processes. Key focus areas at this time include Fixed Assets, Cash Management, Oracle/CPAK file hand-off and data transfer, bank lockbox implementation, etc.

Recommendation:

DeKalb County should move towards more automation and full integration of new technologies to reduce manual processing. Enhanced automation will provide opportunities to realign workforce potentially saving money and allow DeKalb County to re focus on customer service functions. Departments should be asked to identify functions within each Department that can be automated and develop measurable benchmarks within Department budgets.

(5) An Investment Management Strategy Should be Developed and Implemented.

The County currently does not have a formal investment management policy. An investment management strategy should be developed to ensure full earning potential on investment interest in reserves. Best practices across the country routinely use such policies to effectively manage reserve funds. Finance staff should be assigned to oversee or coordinate this function whether it is done in house or managed externally.

The County is currently developing a business charter aimed to develop an investment management strategy. The Department of Finance should ensure that once this policy is formalized, regular financial reports are presented to the Board Of Commissioners on a monthly or quarterly basis. The main objectives of such a strategy should be to minimize financial risk and improve liquidity and yield. Prior to implementation of the investment management strategy, the County should update and refine the processes and automation related to cash management and cash flow processes within the organization.

A strong investment management strategy will improve information for decision makers and demonstrate to the financial community that the DeKalb is well managing and can effectively deal with unexpected fluctuations in revenue and expenditures appropriately. It is important to note that while an investment policy is necessary, the County has been achieving LGIP returns that historically exceed other fund returns.

Recommendation:

DeKalb County should develop and implement an investment management strategy to ensure full earning potential on investment interest in reserves. Results should be routinely reported to Board of Commissioners and incorporated within the budget process and financial projections.

(6) The County should Review Full Cost Recovery on Operating a Parking Deck by Charging Parking Fees for Employees and Evaluate Options to Contact Out Management or Asset Sale.

The County operates a parking deck with free parking for County staff and paid parking for citizens during weekday operating hours. The parking deck is also operated free of charge after work hours and on the weekends.

The Parking Deck is currently operated by the Department of Finance but the 2015 budget proposes to transfer operations and staffing to Facilities. Two parking Deck attendant positions will be transferred to facilities with a budget allocation of \$74,724 which represents most of the expenses of operating the deck.

Public parking facilities should be run to generate revenue as an offset on the full cost of delivering the service or at a profit. The County should evaluate the actual costs of delivering this service and revenue collected and start charging parking fees for employees and regular users. This new policy could also be evaluated for all County staff parking facilities.

New pricing models should be determined on a market driven basis with hourly and monthly rates. DeKalb County should also investigate contacting out operations or selling the facility all together which could provide needed revenue to re invest in priority areas for the County. This entire function has been transferred, prior to the 2015 budget, to Facilities for operational oversight and management.

Recommendation:

The County should review the true cost of operating a parking deck and viability of continuing to provide free parking for county employees. A proper cost recovery analysis, and feasibility study of selling the facility or contract out management should be considered by DeKalb County.

(7) Full Implementation of New Business Charters Should Be a Priority for Finance.

DeKalb County is in the process of developing 25 business case charters. Charters are focused on integration of current systems, streamlining operations, financial reporting, best in class approaches to financial transactions, and moving away from cash handling and check cutting.

Full implementation of these charters into practice is critical for the transparency of the organization. Ensuring better financial reporting, efficiency of current systems and integration of automation will make DeKalb County more effective and streamline operations.

Recommendation:

Finance should fully implement new policy and procedures, system interrogation and efficiency initiatives once research and background work is completed. Business consultants could also help to coordinate and evaluate performance benchmarking measurements through the CFOs office for Departments and budget process.

(8) Better Performance Measurements and Benchmarking in Department Service Delivery is Needed to Track and Monitor Department Performance. Productivity Measurements Need to be Incorporated in the Budget Process.

DeKalb County needs to develop better performance benchmarking measurements to track and monitor service delivery by Department. Service performance measurements can ensure the County is getting good value for money and allow DeKalb County to make ongoing improvements to services as required. Incorporating workload measures and performance measurements into Departments program budgets should be further developed.

Department operational targets need to set at the beginning of the budget cycle with direction and coordination by Department decision makers. Continuously monitored

throughout the year with evaluation performance matrix will make the system more efficiency and allow for constant improvement. Comparative data vs. other jurisdictions can also help to understand if taxpayers are getting value for service delivery as well as opportunities to improve service delivery for the County. These comparative measurements should be developed and incorporated into the budget.

An example of a performance benchmark that the County could utilize is related to the grants function. Each County Department could be given a benchmark of applying for 2-3 grant applications each year. Each department would be measured against this objective on a yearly basis.

The County is developing with each new P&P a set of performance metrics that will be reported on a quarterly basis. The first effort on implementation are a set of performance metrics for the Water and Sewer billing function as the pilot division. In this pilot program, the County is developing a weekly management metric package for Water/Sewer billing to enable increased management oversight and data-driven decision-making. The responsibility for the County-wide operation of this performance benchmarking would reside with the newly established Performance Management Unit.

Recommendation:

Performance benchmarking needs to be further developed within each of the County's Departments to track and monitor service delivery. A service based budget would help to ensure taxpayers are getting good value for money and enable the county to make improvements in services for residents on an ongoing basis. Departments should be required to set operational goals and productivity measurements with comparable data from other jurisdictions to monitor progress.

(9) DeKalb County Needs to Develop a Multi-Year Financial Budget Plan.

Currently, DeKalb County tables an annual budget. The 2015 budget has changed to incorporate future financial forecasts. DeKalb should develop a multi-year financial budget that details revenue, expenditure trends and project spending for a five-year period. A five-year plan will allow the County to have a more predictable budget process and enable DeKalb County to manage unplanned revenue or expenditures changes more effectively. A long-term plan will also make it easier for County officials to deal with large scale projects, future service levels, and evaluate staffing levels within Departments. This will enable the County to reduce financial risk and make budgeting more reliable and predictive for the future.

Another important advantage of a five-year financial plan is ensuring long-term financial decisions based on needs of the County as opposed to reactionary short term budget planning and decision making.

The County's current financial forecasting model needs to serve as a strong base for the development of this financial plan into the future. The proposal of the new Office of Management and Budget as a stand alone division should allow DeKalb to further develop a long term budget plan for the County.

Recommendation:

DeKalb County's Finance Department should develop a comprehensive five-year budget plan outlining and projecting major revenue and expenditures. A long term plan would also guide policy decisions regarding service levels, staffing allocations, and major revenue and expenditure decisions.

(10) Grants Function Needs to be Further Coordinated Within the COO's Office and Made a Full Time Stand Alone Responsibility. A Performance Benchmark Measurement Needs to be Established with Departments on Grant Application Activity to Ensure Full Grant Potential.

A new consolidated grant management process has been created and administered within COOs office as a coordinating clearing house for all grants applications. Some elements of the grants function are still within Department of Finance that mainly focus on compliance and the uptake and flow of money into line Departments. This role should be further coordinated within the stand-alone office.

In 2014, this new process has led to a 6% increase in the total dollars received from grants, although the total amount of actual grants was relatively unchanged from last year. New grant software has also helped to track and monitor grants applications by Departments. The software provides a useful matrix to evaluate the quantity and dollar figures of grants applied for by Department.

The centralized grants function also helps to reduce duplication of grants applications from different Departments capture any grants that fall outside Department mandates and help to identify grants that Departments could apply for. The new centralized role also provides grant writing resources and works as a long term planning process to ensure budgeting for matching grant dollars through line Departments and elected officials office are taken into account.

The County needs to develop a grant application performance benchmark target for each Department to ensure full compliance. DeKalb should use an application count, (potentially 2-3 per year per department) or a dollar cap as a matrix to evaluate process by Department. This process needs to be done in coordination with Departments at the beginning of the budget process each year.

The greatest benefit of redefining roles and responsibilities between the centralized grants function and the grants functions performed by operating departments is to reduce overall County liability for failing to comply with specified grant requirements. The centralized grants functions should be responsible for providing technical assistance to other operating departments in managing grants, implementing a compliance review process, and tracking all grants on a county-wide basis. A good model for this already exists with the report that has been developed and is utilized by the Community Development Department. This model should be expanded and deployed countywide. Departments should retain primary responsibility for the implementation and management of their specific grants.

Recommendation:

Make the grants functions a permanent stand alone function with a stronger centralized role of coordinating grants and increase the compliance monitoring performed for grants managed by other departments to mitigate risks and liability to the County.

The County should implement a grants tracking model for all county grants based upon the model currently being utilized by Community Development.

(11) The County Needs to Develop a More Comprehensive Cash Management Forecasting System with Accurate Revenue Projections.

Currently, the County's existing cash forecasting process involves Department staff e- mailing the revenue forecasting spreadsheets back and forth to add monthly revenue, expenditures and budget information. A more comprehensive cash flow management process would help with financial projection for the budget process.

Cash flow forecasting is an important function that provides a comprehensive estimate of liquid assets and guard against unexpected financial changes that may develop throughout the budget year. The model should be updated regularly and

contain variable scenarios to analyze the impact of unexpected events and disruptions on overall cash flows. The County is in the process of implementing the Oracle cash management module which will enable further automation of banking data and enable increased forecasting. This functionality was not previously available to the County because the Oracle system was utilizing outdated patches on the system.

Recommendation:

Budget and Finance Department should review best practices in cash flow forecasting from other jurisdictions to develop a more comprehensive forecasting model to use in budgeting process. This new approach should be developed and incorporated in DeKalb budget process

(12) DeKalb County Should Ensure All Internal Audit Reports have an Implementation Plan which are Quarterly Reported to the Board of Commissioners.

Time frames, compliance and turnaround responses from Departments remain an issue for Internal Audit. There currently is no real compliance requirements that ensure Departments are making timely recommended changes to operations. More authority or accountability through reporting on implementation plans would help to ensure recommendations are being implemented. A mandatory implementation action report of audit findings could also help address this concern and make departments more accountable for timely implementation.

All internal audit reports should be posted online. There was a commitment to post all previous reports from 2009 online but to date only a few are on the website. Ensuring all reports are accessible to the public will bring an added confidence that implementation of recommendations will be accomplished.

Administrative response to audit recommendations should also be incorporated into future audit reports. DeKalb County should change their internal audits to

incorporate administrative response to recommendations. These recommendations used to be included but due to difficulties in getting management responses from departments and/or elected officials, they were eliminated. The County Commission should establish a policy requiring all departments to provide a timely response (i.e., within two weeks) to all draft internal audit reports so that it can be included in the final audit report and held accountable if they do not comply. The reports should ensure Departments comment on the recommended findings whether they agree or disagree with the recommendations and any suggested course of action to address audit recommendation.

Recommendation:

Internal Audit should be given greater authority to ensure audit recommendations are implemented by Departments. Audit recommendation implementation action plans should be reported quarterly through Board of Commissioners and Departments should be required to respond to each of the recommendations with comment

The County Commission should adopt a policy requiring management responses to all issued internal audits and hold departments accountable for compliance.

(13) Internal Audit Should Review Opportunities to Outsource some of the Auditing Functions to Enhance Efficiency.

Opportunities for efficiency may exist with a review of potential outsourcing of audit functions. Performing audits could be administered in house or with external auditing companies. Any financial review of outsourcing opportunities should also take in to account any duplication of workloads by the use of existing staff gathering information in determining value for money for outsourcing. DeKalb could also consider a mix of in house and outsourcing audit functions to increase the number of audits, length of time to perform audits and compliance with previous report recommendations.

The use of outsourced audit functions could also revolve around complicated County Department operating functions that may need specialists to evaluate the role and function of Departments.

Recommendation:

DeKalb County should investigate the use of external auditors to conduct specialized or additional audits for the County. A business case should be established to review if costs savings could be found with the use of some external audits functions including compliance and enhanced turnaround times with previous and future Department audits.

(14) DeKalb County Should Purchase Better Auditing Technology Software to Help Audit Process.

Internal Audit staff currently utilizes existing off the shelf software for auditing functions. Better auditing technology software could enhance productivity of Departments and streamline the process for internal Audit staff.

Recommendation:

Internal audit should invest in improved auditing software to become more efficient and streamline audit function for the organization.

(15) Finance Department Should Develop an Action Plan to Implement Recommendations of the Report

Finance should develop an internal Department action plan to implement report recommendations. The Finance Department should prepare a semi-annual status report outlining implementation progress that should be provided to the CFO office prior to the next budget cycle.

Recommendation:

The Finance Department and management team should develop an internal action plan to implement report recommendations and provide a status report to the CFO office.

3. ANALYSIS OF THE ORGANIZATIONAL STRUCTURE

The Finance Department has made some recent changes to its organizational structure that will allow it to be a more effective organization in the future. The Department has split off role and responsibilities to better meet the needs of the organization and focus on stronger financial reporting and efficiency in service delivery.

The County has also recently announced in the 2015 budget that Management and Budget will now be a stand-alone division. Staffing resources will be transferred over to the new division to more effectively focus on key priorities for the Department and budget process for the County.

The Office of Management and Budget (OMB or "Budget") main priority is to provide budget information and analysis to decision makers and to assist the CEO/COO in developing, implementing, and overseeing day-to-day management procedures of County operations. The new division will allow DeKalb to provide a more in depth financial and program analysis, along with regular evaluations of funding proposals. OMB will continue the operating and capital functions of the current budget unit, grant applications and management. OMB's primary responsibilities will continue to be: the development of annual budget and capital budget plan.

This new stand alone division and recent changes in organization structure will allow the County to focus on more long term planning, research and improved financial and budget management issues overall. The project team finds the renewed overall organizational structure to be efficient and effective, facilitating both strong internal management of resources and activities, as well as clear lines of responsibility in support of departmental functions and specific subject areas. To further enhance their organizational operation and prominence, the Office of Management and Budget should

be transferred to the Chief Operating Officer's Office and renamed as the Performance Management Unit.

Recommendation:

The Finance Department should continue to transition the Department's organizational structure with the implementation of a dedicated Management and Budget Division which should be transferred to the Chief Operating Officer's Office and retitled Performance Management Unit.

4-3 HUMAN RESOURCES

This chapter of the report provides the project team's evaluation of the overall staffing, management and organization of the Human Resources Department. Human Resources is responsible for the overall administration of the County's employment function including, but not limited to, recruitment, selection, on-boarding, training, and classification and compensation.

1. ANALYSIS OF STAFFING LEVELS

The HR Department currently has 30 positions. Interviews indicate that a significant amount of staff time is spent on paperwork and data entry related to hiring, on-boarding, off-boarding, benefits, and related functions. The HR staff is primarily involved in employee management functions (such as classification, compensation, hiring, onboarding and off-boarding, and employee training and evaluation), employee relations, occupational health, policy management, HRIS, and business / operational support. One typical HR function, benefits selection, management and administration, is managed primarily by Finance.

Given the recent changes in organizational structure that have been implemented in the department over the last year or two, the organization is in a rebuilding mode focusing on improving services to the organization. Before considering additional changes in staffing levels, the new structure and approach should be given an opportunity to mature. Additionally, the Department should seek to gain efficiencies through greater automation (such as the implementation of the PeopleSoft employee

self-serve functionality), reduction in paperwork, and streamlining processes. These recommendations are discussed below.

2. ANALYSIS OF MANAGEMENT

As is typical in reviews of this nature, many customers expressed a desire for a greater level of support and responsiveness from the Human Resources Department. Because all Departments are dependent upon Human Resources for the acquisition of new staff, addressing performance and discipline issues, and addressing Occupational Health issues, a well-functioning HR Department is critical to overall success of the organization. Significant changes, both organizational and operational, have been implemented within the Human Resources Department over the last year. These efforts are still being fully implemented and the organization has not yet had time to fully realize the potential benefits from these changes. Examples of the recent changes include:

- Combining classification and compensation with hiring
- implementation of new initiatives focused on training and employee evaluations including a leadership development program;
- Implementation of NeoGov a web-based application system,
- Successfully conducting executive recruitments internally to save funds,
- Creation of a new policy division,
- Increasing the certifications and skills of HR staff, and
- Partnering with departments to address major challenges (such as the complete reorganization of Purchasing and Contracting).

These are just representative examples of changes being implemented. It is also developing service level agreements with client departments to establish clear service level expectations.

(1) The County Should Implement Performance Standards for the Hiring Process.

To provide a consistent and predictable hiring process, the HR Department must continue to work to improve the process. Despite efforts to address a perception that the hiring process takes too long, this perception remains within the organization. Continued efforts must be undertaken to increase transparency and effectiveness of the process. Clear roles and expectations must be established between HR and the operating departments regarding the hiring process. This is being addressed, in part, through the development of service level agreements.

In many cases, the delays encountered during the hiring process are beyond the control of the Human Resources Department (such as departments not reviewing applications timely, scheduling interviews promptly or the policies and procedures that must be complied with for civil service positions). Notwithstanding the reason for the delays, the timely acquisition of new employees is critical to the overall functioning of the County organization. The County, given its location, has extensive competition for top candidates that requires the recruitment and selection process to be easy, fast, and welcoming if the County desires to attract and acquire top talent as County employees and to become an “employer of choice”.

The HR department’s performance metric on hiring measures the time from receipt of a hiring request to when a list of candidates is provided to the department. This metric, 19 days as reported by the Department in 2013 and a current average of 21 days only measures a very small component of the entire hiring process. A sampling of recent recruitments (principally non-managerial or executive positions) shows an average time from requisition approval to start date of almost 50 days. For a

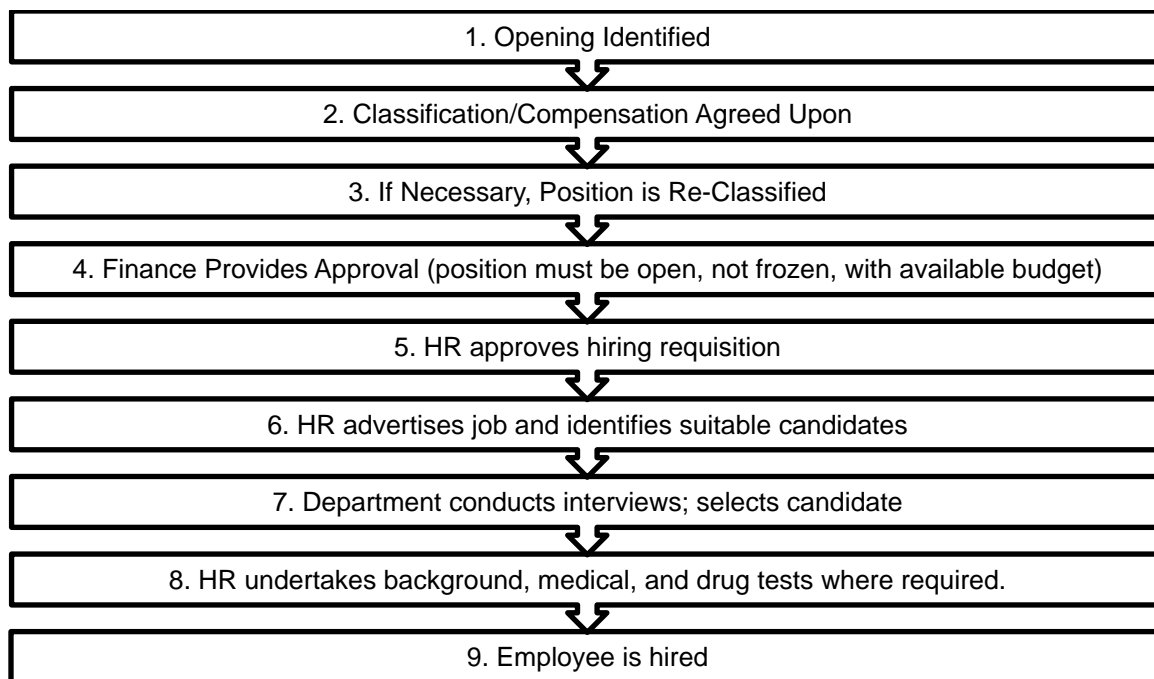
department waiting to fill a critical position, a two-month time frame can have significant impacts on operations. Typically, timeframes for executive and managerial positions are much greater than entry-level positions.

There are numerous positions that have been open for extensive periods of time without finding suitable candidates or where the position was reposted due to the inability to attract qualified candidates. Additionally, sometimes candidates who are referred to the Department are not viewed as fully qualified by the Department for hiring. This results in additional delays and contributes to the frustration that has emerged regarding the hiring process – specifically the timeframes.

The Human Resources Department needs to take a greater control and responsibility for the outcome achieved from the recruitment process – not simply the mechanics of the recruitment. A recruitment effort is only successful if highly qualified candidates are attracted, interviewed, selected and offered a position. What is of most importance is the outcome – the filling of a vacancy with a well-qualified individual – and ideally an outcome that is achieved in a reasonable time period. The recruitment process is most applicants first impression of an employer – for good or bad. Most well-qualified candidates seeking work are looking for a good fit but also a timely process. Even if DeKalb County were the employer of choice for a candidate, they may move on to other opportunities if the process is extended. Given financial difficulties that will likely make competing on salary and benefits difficult, the County must ensure that it's hiring process isn't an impediment to acquiring the best talent.

Given the disconnect between “customer” department perceptions and the metrics reported by HR, HR needs to look beyond these two data points at other

elements of the hiring process where delays are affecting departmental operations. This would include measuring time-frames related to required actions by other departments (such as finance and the hiring department.) While HR may have limited control over some elements of the hiring process, the current measure is not meaningful. HR needs to examine the entire process and, where delays are caused by other agencies, work with them to address any issues. Below lists the typical steps in the position creation / approval process. As shown, before HR can even begin recruitment for a position, numerous other entities must sign off on the position.



The County should streamline this process, but adopting a new approach to position management. If positions are authorized in the budget process, departments should be held accountable for the management of there operations and approval to fill positions should not require review and sign-off by Finance and the Chief Operating Officer (unless a hiring freeze is in place). Eliminating these steps will significantly

reduce processing times from department request to fill apposition and the time when HR begins the recruitment process.

To increase accountability for Human Resources and to manage expectations with their customers, key performance metrics should be adopted covering the entire recruitment, selection and retention process. The following table outlines some suggested measures – these are focused specifically on the hiring process, but similar measures should be adopted for all major functional areas of the Department:

Recommended Performance Measures for Human Resources Dept.	Target
Percentage of external recruitments (entry-level) completed within 50 days	90%
Percentage of external recruitments (mid-level) completed within 75 days	90%
Percentage of management position recruitments completed within 120 days	95%
Percentage of recruitments where pool of at least 8 qualified candidates are referred to department for interview	90%
Percentage of positions that are not filled through the first recruitment	<5%
Percentage of offer letters issued to candidates within 3 days of notice of selection	90%
Percentage of backgrounds completed within 7 business days	90%
Full-time employee retention rate following 1 year of employment	90%
Annual turnover rate	< 10%

The adoption of these types of performance outcome measures ensure that the focus of the department is on results – not simply processes and procedural steps. Human Resources must be viewed as – and perform as – the strategic partner of the other County operating departments. They are only successful when they meet the legitimate needs of departments in recruiting, selecting and acquiring well-qualified new employees.

For example, the default recruitment approach is typically to screen all candidates at one time after a set application period. This is typically done because it is viewed as “more fair” to all candidates. But most employer’s of choice and progressive

employers who want to attract the best-qualified candidate will leave the position open for applications until filled, but set a shorter time frame for initial review of candidates, and qualified candidates could be sent to departments for review on a weekly basis. This approach is utilized for executive, senior management and hard-to-fill jobs and should continue and be expanded. This approach is not appropriate for entry-level jobs as all applications received must be processed and the workload could become overwhelming for HR staff if the recruitment remains open too long.

As long as care is given to ensure compliance with EEO/AA goals, there is no downside to making this change and the service improvement can be substantial. This approach however, does require HR staff to think differently about the process and frankly may increase their workload slightly.

The establishment of these types of outcome measures (including time based measures), provides the foundation for accountability necessary in the County organization. It also provides the basis for service delivery targets that can be utilized for a managed competition for administrative functions where it is harder to quantify work products. The focus on accountability and defining performance measures that must occur prior to the implementation of a managed competition is a very important step – even if the service remains performed by in-house staff – as it generates staff review of their activities through a more critical eye, a focus on results not process, and a willingness to try new approaches to meeting needs.

Recommendations:

Create new performance metrics covering the entire hiring and on-boarding process with defined performance outcomes to increase accountability, transparency, and a focus on performance.

Streamline the entire hiring process by eliminating the need for Finance and COO approval to fill budgeted positions (unless a hiring freeze is in place). Hold Department Directors accountable for position management and performance against budget.

Include the Human Resources function as one of the higher priority function for inclusion in the managed competition process.

(2) The County Should Modify the Approach Utilized for Hiring Processes.

Background, medical, and drug tests are a necessary and standard practice for many positions. For example, it is critical for public safety and recreation employees where there is routine contact with the public, especially children, and for jobs that require a specific level of physical fitness. However, these may not be necessary for all positions, such as clerical positions.

The County web site states: *Successful completion of a job related physical examination by a County Examining Physician is required. DeKalb County Government does not discriminate against qualified individuals with disabilities or exclude them from participating in or receiving benefits of its services, programs, or activities, based on disability.*

The County should review all positions to determine those where a background check and/or medical examination is not required prior to offer of employment. In those cases, the requirement should be eliminated to save time and costs in the process.

Recommendation:

Review requirements, costs, and benefits for background checks and physical examinations for those staff without significant contact with the public and play no public safety role and consider elimination of these requirements where no benefit is found. If needed, request legislative changes to eliminate unnecessary requirements.

(3) Other HR Performance Metrics Should Be Revised

HR has implemented a system of performance reporting to better track HR operations and determine whether the department's performance is supporting broader County goals. The measures are an important first step but need to be modified and expanded. Many of the existing metrics measure work done, instead of focusing on outcomes. For example, "number of visits to work-sites" by HR staff does not provide any information regarding whether those visits are effective. Similarly, simply measuring "number of morale building events" does not address whether morale has improved.

The following table addresses specific current performance metrics that should be revised:

Current Measure	Recommendation
Onsite visits to worksites	Eliminate – not meaningful unless the planned impact surveys contemplated by HR are implemented.
Training: Sexual Harassment Prevention, Disciplinary & Grievance Process and Complaint Process. Drug and Alcohol Policy. Windows Applications.	Keep, but revise. Currently training metrics differ based on type of training. New metrics should include: % of staff having received the training within the past 2 years (by department) % of trainees who rated the training useful or highly useful % of managers who rated the training useful or highly useful
Employee complaints received (by department)	Keep, but report on resolution (i.e., approved / denied) in addition to total number.
Employee grievances received (by department)	Keep, but report on resolution (i.e., approved / denied) in addition to total number.
Merit/Hearing Appeals not Granted	Keep, but also report on number of merit/healing appeals.

Current Measure	Recommendation
Number of HR forms and processes automated.	Modify to focus on streamlining steps and processes related to HR functions. Metric as currently developed will encourage HR to focus on automating a large number of forms but not at streamlining processes or focusing on most critical documents.
Morale building events	Utilize increased number of event conducted to evaluate whether there is an improvement / correlation on the annual employee morale by department based on an annual survey. As needed, develop a county-wide plan to address areas of concern related to morale.
Number of recruitment events held to attract underrepresented groups.	Keep, but also track underrepresented group hiring by department.
Average number of days to refer a candidate.	Modify (see recommendation above).

The HR department should also maintain a number of additional metrics that reflect the strength of the department and the overall health of the County. These include:

- Number of requests for a classification audits or internal equity adjustments, and how these are resolved (approved / denied).
- Vacancy rate by department (number of open, approved, and unfilled positions by department).
- Manager satisfaction with new hires.
- Manager satisfaction with hiring process.
- Employee retention rate.
- Employee satisfaction rate.

The establishment of these metrics, in a manner that will enable core performance levels to be adequately assessed will also have an additional benefit. As part of a planned overall look at implementing managed competition throughout the

County organization, it will provide the baseline performance levels that would be expected of any future service provider.

Recommendation:

The County should modify the performance metrics utilized to measure performance of the Human Resources function. These metrics will enable the County to adequately measure actual performance and outcomes of the HR Department and provide a base level of service expectation if this service is included with the services evaluated through managed competition.

- (4) HR information related to hiring, benefits, training, and retirement should be entered directly into PeopleSoft by departments and employees, replacing a process where paper documents are routed to HR and entered at the end of a process.**

The County is expanding self-service offerings for HR information, including an employee portal for benefits and other data, but most processes remain heavily paper-based. HR staff indicate that data entered by departments has a high error rate, requiring correction in the HR department. Documents from employees and departments provided on paper and entered by HR include those related to hiring, benefits, benefits changes, address changes, withholdings, retirement plans, vacation requests, other leave requests, sick leave, training, and timekeeping. HR uses numerous databases and paper documents to calculate retirement and leave accruals and related issues as part of off-boarding and enters identical information numerous times when on-boarding a new employee. Employees cannot easily access information regarding compensation, benefits, and accruals without contacting HR.

Recommendations:

The HR department, working with IT, should aggressively pursue full automation of all HR functions to free up staff from data entry and management.

HR should escalate the process of transferring paper processes directly into PeopleSoft. Instead of correcting or entering paper documents, HR should

delegate data entry directly to staff and to line departments, with HR providing training and support to reduce error rates.

(5) The HR Department Should Identify and Implement a Document Management/Workflow Program

In interviews, numerous HR staff indicated that complex, paper-based processes are time-consuming, confusing, and hard to manage and that lost files and slow movement of paper documents poses a major issue. Electronic approvals and workflows would reduce paperwork and simplify operations.

The County currently owns several workflow/document management software systems but has not implemented them broadly and none are currently being used to manage HR processes. In addition, workflow capabilities exist within PeopleSoft and Oracle that have not been implemented.

Recommendations:

Where possible, all HR activities should be managed through PeopleSoft (as described above.)

The County should accelerate the process of developing a County-wide Document Management system, which would include workflow capabilities. HR should identify high-priority processes for integration into this system.

(6) The County Should be Proactive in Addressing Expected Compensation and Classification Findings

The County's existing Classification and Compensation system is significantly out of date, and issues with compensation (e.g., salaries offered for positions being significantly out of line with the market) are dealt with on a case by case basis, using HR generalist staff time to investigate the market for individual positions as requested by departments.

The County currently has a comprehensive Classification and Compensation study underway. According to HR staff, it is anticipated that the study will show a number of jobs where salaries are below market. Below market salaries results in hiring lower quality employees and difficulty retaining quality employees. For example, in Information Technology, the department has been unable to hire experts in Oracle and PeopleSoft and is instead relying on consultants making significantly more than their staff to backfill vacant positions.

In order to attract high quality employees, the County needs to bring salaries in-line with the market. Importantly, the County also needs a process in place to ensure that the current Classification and Compensation system accurately reflects the market as well as the skills and experience required for specific positions.

Recommendations:

The County should have a strategy in place to address the anticipated findings of the Compensation and Classification study, which is expected to show that many current classifications are not in line with the market.

The County should adopt a policy to systematically review compensation levels on at least a bi-annual level to ensure that the paygrades remain competitive over time.

(7) The County Needs a Robust Performance Review Program.

Performance reviews have been inconsistent in recent years, with many departments doing few performance reviews. A strong performance review system can be an effective management tool and a positive element of employee development. It is also a critical tool for dealing with problem employees. Performance reviews can be effective even when performance is not tied to merit increases, as is the current case in DeKalb.

While HR is encouraging departments to expand use of performance reviews, there is no system in place to institutionalize performance reviews, both for new employees and on an ongoing basis.

- New employees should be informally evaluated on a monthly basis for the first six months with a formal evaluation at the six-month mark, with an additional six months of monthly evaluations if the manager identifies development needs.
- Annual employee evaluations should be mandatory and institutionalized throughout the County.
- Evaluation process should include, at a minimum, a self-evaluation by the employee and a write-up by the employee's supervisor.
- The evaluations should continue to be tracked through PeopleSoft with a monthly report to all Directors showing their supervisors with outstanding performance reviews that have not been completed.

Recommendation:

The County should enhance the performance review process and place greater priority on ensuring all employees are fully, timely, and fairly evaluated on their performance.

(8) The HR Training Program Should Be Expanded and Institutionalized.

Employees receive training from a variety of sources, but continue to indicate on surveys that training is inadequate. HR has conducted a training needs assessment to identify the training desired by operating departments. This assessment should be updated annually and utilized for determining training priorities for the coming year. Additional financial resources is likely needed to fully meet training needs within the organization. Training provided by HR is entered into PeopleSoft but other training programs are typically tracked on-paper, so that there is no central repository of information regarding training needs or training received. Management of employee training, including tracking all training received, needs to be standardized and

consideration should be given to enabling departments to also track their training within PeopleSoft to provide a central repository.

Recommendations:

Each position should include a training matrix that identifies training requirements for new employees as well as on-going training needs

All training received by employees should be entered and tracked in PeopleSoft.

3. ANALYSIS OF THE ORGANIZATIONAL STRUCTURE

The HR Director has recently implemented a number of organizational changes, in particular combining the roles of recruiter and classification/compensation analyst under the Assistant Director, Classification and Compensation; implementing a policy unit, among others. Any significant reorganization at this stage would likely be disruptive and would not allow time to determine whether the new approach has the ability to improve service and provide the long-term change anticipated with the reorganization that was implemented. Therefore, no change in the existing organizational structure is recommended.

Recommendation:

The organizational structure of the Human Resources Department should remain as currently structured.

4-4 INFORMATION TECHNOLOGY

This chapter provides the project team's evaluation of the overall staffing, management and organization of the Information Technology department, which is responsible for providing all Information Technology support to County offices. This includes maintenance of desktops, servers, and locally hosted software as well as contracts for cloud-based hardware and software.

1. ANALYSIS OF STAFFING LEVELS

Information Systems consists a Chief Information Officer, Assistant Chief Information Officer, administrative support, and four overall functions:

- Project management, responsible for implementing major projects across the County.
- Software solutions, responsible for supporting and staffing enterprise-wide software programs, including those used by public safety and the courts as well as the County's human resource and finance systems.
- Infrastructure and operations, responsible for managing the County's hardware, including servers, virtual servers, and desktop computers, as well as desktop software.
- Security

The role of a Project Management Office is typically to provide leadership in identifying and implementing major IT systems across an organization. In DeKalb's case, current major IT initiatives include creating a new web site for the County, an upgrade to the Hansen permitting software system, and upgrading currently outdated and unsupported versions of the County's HR and finance software systems, as well as a range of other smaller upgrades and new systems implementation. The division currently has six employees, including one dedicated to public safety systems. It is not

unusual to have a dedicated full time project manager for each major implementation. Given the high IT needs of the County, the staffing level of six seems appropriate or low. More critical for the County will be to ensure that the people in this division have the appropriate knowledge and skills to effectively manage projects. Further recommendations regarding this group will be provided in the next section.

Infrastructure and operations includes public safety, watershed, server management, help desk, and voice and data network management. The County is currently in the process of migrating to virtual servers and cloud-based systems where possible. This approach is consistent with best practices, but will reduce the need for technical staff to manage servers and other hardware in the coming years.

Demands for software support of enterprise-wide systems remains high and should be anticipated to increase as technology becomes increasingly central to efficient government operations. The Software Solutions division does not maintain data on support requests. Interviews with division staff and customer departments consistently indicated that the office tends to be in crisis mode and does not have the resources to pro-actively manage enterprise software issues. The staffing levels within this division, as well as the systems that each sub-division supports, are provided in the following table.

Enterprise Systems Support	Resource Planning	Database Administration	Public Safety/Courts
Staffing Levels			
5	12	7	4
Systems Supported			
Absentee Ballot aXsInfo (Voter Signature) C-PAK (Utility Billing) DocDepot/DocMaestro* Faster FuelMaster Plus Granicus (agenda management) IVR – microlog IVR – mutare Internet Intranet Kofax Capture* Oracle Imaging Records Management Center Sharepoint SiteCore Workforce Development CRM Q-Matic	ArcGIS Expressions Formscape* Hansen iasWorld Kronos NeoGov Occupational Health Management Oracle eBusiness Oracle Imaging* Peoplesoft User Productivity Kit Unicenter Voter Workforce Asset Management		Active Control of Evidence APS/Quick Ticket Banner Client Profile CrimeView Firehouse Foreclosure Registry Georgia Electronic Accident Reporting System Inmate Lookup Jail Management Jury/Grand Jury JustWare JWarrant Mainframe Online Judicial System Onpoint/Focal Point Pistol Police Advance Technical Systems PowerDMS Records Management System SAS Omnigov Tracker WebEOC WinVRS

Recommendation:

As server support requirements decline, the IT department should reallocate staff from Infrastructure to applications support, in particular to expand the use and usefulness of enterprise-wide systems.

2. ANALYSIS OF MANAGEMENT

This section provides an assessment of the overall management processes and systems which should be enhanced.

(1) The County Should Utilize a Multi-Year Approach to Guide Information Technology Programs and Enhancements.

Decisions regarding procurement and upgrading of software systems are made during the annual budget process and weakly coordinated between the IT department and line departments. As a result, major IT purchase decisions tend to be reactive (based on the urgent needs articulated from individual departments) and unpredictable (based on the budget cycle and decisions by elected officials regarding which systems to fund). The County should develop a more strategic approach to software that looks at individual departmental and city-wide technology needs and provides a roadmap to meeting these needs. The technology plan should focus on seeking systems that have wide application across departments where possible and should incorporate the following principles:

- **Standardization** – Standardize IT solutions across the county where feasible to decrease costs and improve information sharing. Currently, for example, the County has at least four systems that support document management and workflow, while many departments are not taking advantage of these systems.
- **Business Process Support** – Ensure that the technology deployments include an examination of County business processes and automate these to the greatest degree possible. This includes ensuring comprehensive training for all employees so that the software's capabilities can be fully utilized.
- **Innovation and Flexibility** – Systems should allow new functionality to be added quickly as new needs are identified.
- **Maintenance and Support** – Once systems are procured and deployed, resources should be in place to maintain and support them, including training new employee.

Following these principles, the technology plan needs to be developed and implemented based on a needs assessment of each department, an understanding of short and long-term funding availability, equitable resource allocation, and sound

business practices. The full development of this plan may require some modifications to the approach currently utilized for IT governance to ensure all stakeholders have an appropriate level of input and buy-in to the developed plan.

Recommendation:

Develop and adopt a three-year technology plan, to be reviewed and updated annually.

(2) Systems Must Be Supported Once They Are Purchased

Historically, the County's approach to IT development has been driven largely by the budget process, with no long-term plan for maintenance and support of software. The County has consistently purchased best in class, enterprise-wide software systems, such as Oracle for finance, Peoplesoft for human resources, and Hansen for permitting and code enforcement, but funds for upgrading the systems have not been allocated. As a result, the County has been forced to function with versions of software that become obsolete and are no longer supported by vendors. Business-critical programs, such as IVR for inspections scheduling and Q-Matic for queue management were down for significant amounts of time because of this issue. When funding has been provided for upgrades, the versions in place are often so obsolete that the upgrade process is as complex as a new implementation would be.

Recommendation:

Develop a multi-year strategy to support and fund upgrades and improvements to major enterprise software systems. This should include multi-year budgeting.

(3) The Project Management Office Should Play a Stronger Role in Leading Major IT Projects.

During our study, the Project Management Office was being reconfigured. As a result, it was not feasible to fully assess the current staff or business practices as they

were being modified. Based on feedback from the IT director and other County employees, there is a strong need to improve project management so that this office can act as a leader in identifying and implementing major IT initiatives.

The role of this office should be to:

- Work with the CIO and departments to identify IT priorities.
- Develop, manage and maintain budgets for projects.
- Work with line agencies to develop technical and functional requirements for any new systems, enhancements, or upgrades.
- Establish a work plan, including all project components, deadlines, roles and responsibilities.
- Working with departments, analyze business practices to ensure that these are appropriately captured by the software or, alternatively, that business practices are adjusted to match software configuration.
- Track and report on project progress.
- Lead product testing through the implementation process.
- Provide training to all staff.

The Project Management Office should have clear performance standards and should use Project Management Software to track and communicate regarding progress on all projects.

Employees of this office should have experience with successful implementation of complex IT initiatives. Their role is to ensure that each project is completed on time and within budget, that the project's objectives are met and that the vendor, line department employees, and others are completing necessary tasks.

Below are sample job qualification summaries for IT project manager jobs in other government agencies:

IT Project Manager Responsibilities Summary (sample based on Mesa, Arizona)

Responsible for planning, coordinating, and managing IT projects simultaneously.

Duties include:

Managing enterprise-level business and IT projects using IT's Project Management Standards;
Ensuring accuracy, timeliness, and completeness of all project processes and documentation, management reports, and project status reports according to IT Project Management Standards;
Organizing, planning, and directing all project activities throughout the project's lifecycle and implementation (example: research/analysis, requirements gathering, risk assessments, technical alternatives, development and implementation planning); developing project proposals which include business justification, return-on-investment, risk assessment, and goals/objectives; facilitating meetings with customers, staff, and contractors in support of project activities;
Scheduling and tracking resource needs and activities (including County staff, contractors, and outside agencies) in order to meet project objectives and ensure overall quality of work;
Monitoring, evaluating, and providing performance feedback on County staff's quality of work; ensuring all work is done in alignment with County and IT long-term strategies;
Managing the procurement processes, which includes definition of the technical and business requirements for Request for Bids (RFB); writing, evaluating, and facilitating selection of Request for Bid proposals; managing project budgets with approvals from appropriate levels to ensure projects remain on-time and on-budget; and performing related duties as required.

While many aspects of project management are currently in place (such as the development and use of project schedules for each IT implementation), the current staffing allocations and skills-sets of staff are not appropriate for the full and successful implementation of a well defined, efficient and effective project management office.

Recommendations:

Staff IT Project Management division with experienced and trained IT project managers.

Create a Project Implementation Plan for every project that outlines budget, time-lines, roles and responsibilities, and key milestones.

Use project management software to manage and track all IT implementation and upgrade projects. Project leads should report on progress against the Plan using this system.

Measure and assess staff in the Project Management division based on effectiveness in meeting project goals and deadlines.

(4) The IT Department Should Develop In Conjunction with Human Resources a Robust Training Capability in the County's Major Enterprise Systems.

Numerous managers and employees in line departments stated that the County's existing software systems are under-utilized or utilized poorly because employees lack

training. While the Software Solutions office has a small training budget it is only enough to offer a few classes per year. Employees also indicated that they were over-reliant on IT staff for minor changes to software, report development, and customizations because they lack comfort and familiarity with the software. There are no staff within IT dedicated to training, and IT training provided by HR primarily focuses on desktop software systems (e.g., Word, Excel, and Powerpoint).

To ensure that all staff are appropriately trained in how to utilize existing technology, the Information Technology Department and Human Resources Departments should jointly develop a training curriculum. IT should take the lead in determining the type and content of courses that will be provided, and HR should lead the acquisition of trainers, scheduling of courses, and provision of the training (through contracted trainers).

Recommendations:

Identify training needs for all users of PeopleSoft, Oracle, Hansen, and other enterprise systems based on their job responsibilities. Develop and implement, in cooperation with Human Resources, a County-wide training plan and budget to ensure that employees have the required technical skills.

Work with Human Resources to integrate enterprise training into new employee orientation so that new staff have required skills.

(5) The IT Department Should Utilize a Help Desk Software to Track All Support Requests.

Within IT, the Infrastructure and Operations office does maintain a help desk for calls regarding desktop issues. According to interviews, this software is not used consistently and limited data from the system is used. (This data includes the time line from complaint to resolution.) The Software Solutions office does not use helpdesk software at all and instead sets priorities based on the urgency of the request.

Helpdesk software not only tracks complaints and their resolution, it can provide valuable data regarding the IT needs of an organization, recurring problems, and workload. In order for the County to take advantage of this, the software must be deployed department-wide and used to track all IT issues. IT is currently in the process of implementing a new SaaS Help Desk software (ServiceDesk Plus) that will address this issue.

Recommendation:

Implement Helpdesk software for all IT customer service functions, including Software Solutions, and ensure that all IT issues are reported through this software. Use the resulting data to set priorities for software enhancements, report development, and other departmental needs.

(6) The IT Department Should Have Greater Authority to Enforce IT Standards.

Standardization of the IT equipment and software in place in the county promotes consistency, increases security, and reduces the complexity of IT support functions. While DeKalb County has IT standards in place they are often not followed or enforced. As a result, there is a wide range of software systems on desktops, many of which are not supported and some of which may pose security risks. At the time of interview, a number of computers in the county were running Windows XP, which is no longer supported by Microsoft and presents known security vulnerabilities, especially with banking and other financial transactions. Some employees also had computers with Microsoft Office Home Edition, which they had purchased using P-cards. There was a wide range of printers being used throughout the departments, some of which had also been purchased without IT's knowledge using P-cards. IT had no master inventory of computer hardware in the departments.

In order to provide effective support to departments, the IT department needs to ensure greater uniformity in purchasing of IT equipment. This should not lead to greater bureaucracy or delays in equipment procurement. Instead, IT should be involved in identifying or developing contracts that can be used for computer purchases and should be informed about all purchases so that the department can ensure that they meet standards.

Recommendation:

IT and Purchasing should have in place a master equipment list providing specifications for PCs, printers, and other IT equipment to be purchased by County departments. P-card policy should specifically prohibit purchasing of computers or software using P-cards.

(7) The County Should Maintain a Consistent Replacement Schedule for Hardware.

The age of computers used throughout the County varied widely, as were standards for replacement. Some employees indicated that their computers were well over five years old and had inadequate memory to do basic tasks. Other departments had brand new computers, but no planned schedule for replacement. Best practices recommends replacing desktops every 4-5 years and laptops every 3 years to ensure that the hardware meets current standards. Given the ever decreasing cost of computer hardware, delaying upgrades and replacement of computer systems likely costs more in lost productivity than is gained in deferred expenses.

Implementing a consistent replacement schedule would achieve the following:

- Ensure that each employee who uses computing resources in their position has access to a computer of sufficient capability to support basic computing needs in fulfillment of their work responsibilities.
- Assure that appropriate computing resources are available County offices in support of the mission of the department.

- Implement minimum standards for computing resources, increasing the supportability of the institution's installed base of equipment.

The following table summarizes key components of an IT Purchasing Policy that should be considered for implementation.

Recommended Elements of County IT Purchasing Policy

All computer purchases must be made through [list relevant County contract or state or other regional contracts] and must adhere to the County's procurement and technology policies and standards.

Computer purchases made outside of these contracts or not adhering to these policies and standards will not be processed, supported, paid or reimbursed.

All computer purchases must conform to a set of County- specified standard models. [Provide list of models.]

All software placed on County-owned systems must be legally licensed, virus-free software. If non-supported software causes a conflict with software or network resources used to conduct University business, IT is authorized to remove it from the computer.

Departments will establish a formal 5-year computer system replacement/upgrade program.

The County IT department will maintain an annual inventory of all IT equipment in each department and will flag hardware that is over 5 years old for replacement.

The County IT department will maintain an inventory of all software in each department and flag systems that require upgrading. Every effort will be made to implement systems across departments so that multiple programs with similar functionality do not need to be supported.

All computers remain the property of the County until disposed of by the County IT department.

Failure to adhere to licensing agreements or other inappropriate or wrongful use of County- owned computing equipment, software or data can result in disciplinary action.

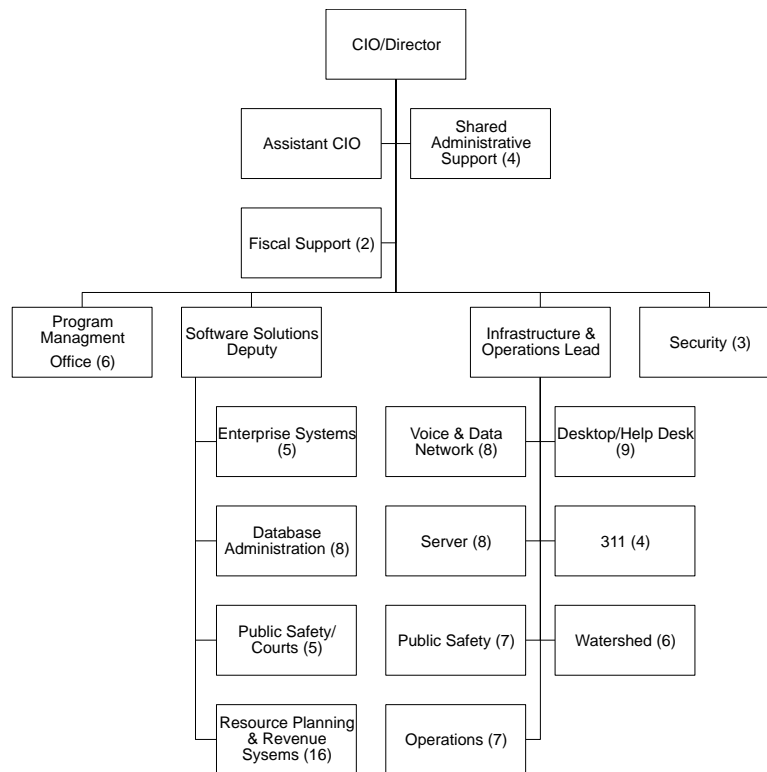
If a computer is lost or stolen, it is the responsibility of the employee to immediately notify the County.

Recommendation:

The County should develop and implement a computer IT policy including a defined replacement policy to upgrade hardware every 3-5 years County-wide.

3. ANALYSIS OF THE ORGANIZATIONAL STRUCTURE

The structure and allocation of personnel for the Information Technology Office is illustrated below:



The project team finds the overall organizational structure to be efficient and effective. However, as noted above, there is no office within IT dedicated to providing training. Training is a very small portion of the Software Solutions office and should be enhanced in order for the County's organization to effectively utilize the available technology resources provided to support their job duties.

Recommendation:

The Information Technology Office should continue with its current organizational and management structure but add a project coordinator position to focus on Software Solutions training requirements and Infrastructure IT training needs.

4-5 LAW DEPARTMENT

This chapter of the report summarizes the project team's evaluation of the organization, staffing and management of the County Law Department. The Law Department is led by the County's Chief Legal Officer. Unlike most other appointed officials in the County, the Chief Legal Officer reports to two elected officials or bodies, the Chief Executive Officer (CEO) and the Board of County Commissioners (BoCC).

The Law Department, as summarized in the table below, provides legal representation for County officials, County departments and quasi-County entities (e.g., the Board of Health and Community Services Board), supervises all litigation (e.g., trial research and preparation) and furnishes a variety of legal transactional services (e.g., legal counsel, legal opinions, ordinance drafting and contract review).

Program Area	Description of Services
Litigation	Coordinate and manage all litigation matters, including consent decrees Prosecute county code violations Defend County and County employees in lawsuits Assess legal risks and file litigation to enhance or preserve assets Provide legal counsel on special litigation matters (e.g., federal subpoenas)
Transactional Counsel	Provide legal counsel to County departments and issue legal opinions Review, draft and modify County ordinances Review contracts as to form and advise departments on other contract matters Provide legal counsel on other matters (e.g., public finance and elections)
Legal Administration	Provide legal counsel to CEO, BoCC and other boards and commissions Administer all legal services, including contracted legal services Manage attorneys and legal support staff Produce, store, distribute and manage legal documentation and records

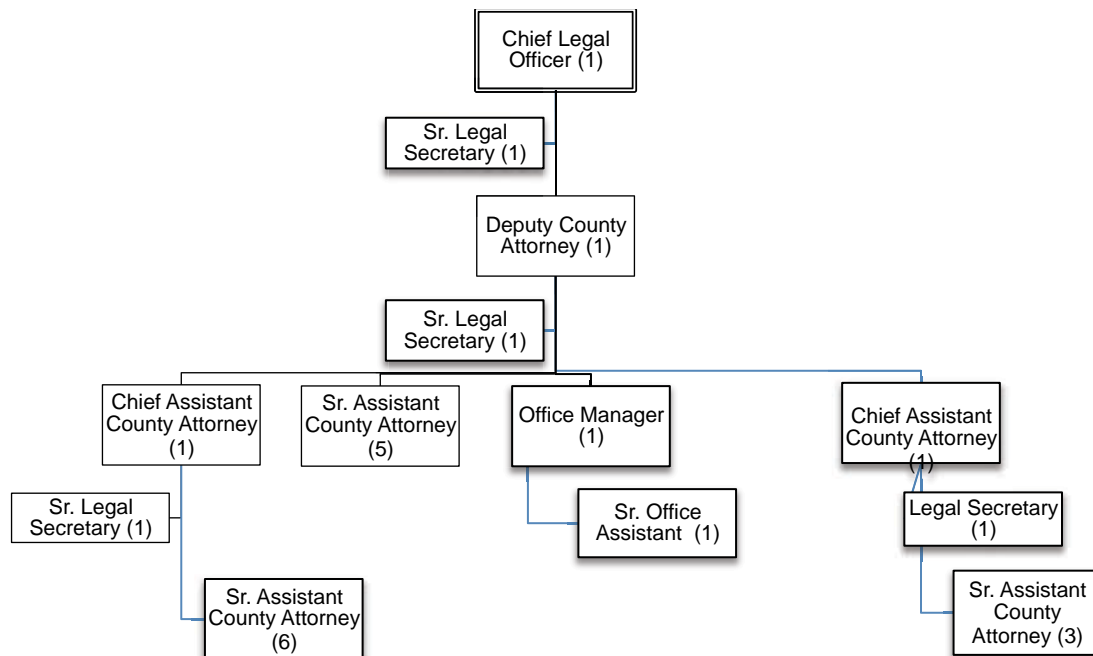
During FY14, the Law Department operated with an annual budget of \$3,195,000, including \$2,633,700 for personnel, \$502,300 for contract services and \$59,000 for other operating costs, up from \$3,139,700 in FY13 and \$2,981,500 in FY12.

The Law Department was, until recently, funded entirely by the General Fund. In FY14, however, legal costs associated with the County's ongoing environmental consent decree were funded by the Watershed Management Operating Fund.

1. ANALYSIS OF THE ORGANIZATIONAL STRUCTURE

(1) The Law Department's Organizational Structure Is Satisfactory

The Law Department's organizational structure is illustrated below:



The project team finds that the overall organizational structure comports with best practices. These best practices are summarized in the following table:

Best Practice	Assessment
Flat organizational structure with lean management (i.e., less than 0.15 managers per non-management attorney) and clear delegation of legal duties	Ratio of manager FTEs to non-manager FTEs is less than 0.15 and all attorneys have non-management duties; the CLO supervises two direct reports (Deputy Attorney and Senior Legal Secretary); the Deputy Attorney supervises two Chief Assistant Attorneys, Senior Legal Secretary, Office Manager and five Senior Assistant Attorneys; other legal duties appear clearly and efficiently delegated
A matrix structure groups lawyers by subject-matter for supervision and department for client service	Informal matrix structure assigns attorneys to litigation or transaction units, then departments and subject matters
Appropriate, consistent and cost-effective supervisory ratios	Supervisory ratios vary considerably by manager or supervisor, ranging from 1:1 to 1:9 (1:1, 1:2, 1:4, 1:7 and 1:9), but the CLO needs a narrow span of control to handle CEO and BoCC issues

The Law Department's organizational structure facilitates the rigorous management of legal resources and work without being top-heavy. The structure is a flat matrix with lean management and the clear delegation of legal duties. Its matrix structure enables it to assign attorneys first to work type (i.e., litigation or transaction work) and then to departments. Attorneys assigned to transaction work are given departmental assignments so that every department has at least one assigned attorney. In addition, most attorneys are assigned lead responsibility for a particular legal subject matter or issue (e.g., blighted properties).

Supervisory ratios vary considerably by manager or supervisor, ranging from 1:1 to 1:9 (1:1, 1:2, 1:4, 1:7 and 1:9). In the case of the CLO, a narrow span of control is required given the nature of the CLO's role in working directly with the CEO and BoCC. The Deputy County Attorney, by supervising all other managers, frees the CLO to focus on other matters, including communications with the CEO and BoCC. However, to the extent that the Office increases over time to meet rising workload demands, the Office could add another Chief Assistant Attorney to reduce the Deputy County Attorney's

supervisory load. In addition, to further balance the Office's supervisory ratios, the transfer of more non-attorney staff to the Office Manager, coupled with the creation of a strong Legal Administrator position, should be considered.

Recommendation:

The Law Department should continue to employ its current organizational structure with minor adjustments.

(2) The Law Department's Other Organizational (Human Resource) Practices Are Satisfactory, But Could Be Enhanced

The Law Department's human resource management practices, while adequate, offer some opportunities for improvement, subject to budget constraints. The relevant best practices summarized below illustrate those opportunities:

Best Practice	Assessment
A sufficiently competitive and flexible compensation structure to attract and retain qualified attorneys	While ways have been found to adjust salaries to meet needs (e.g., giving attorneys senior position classes), policy, practice and budget constraints have limited use of promising tools (e.g., compensation surveys and performance incentives)
An adequate hiring program for keeping pace with staffing needs	Hiring program appears adequate for keeping pace with staff attrition rates, but it makes limited use of on-line applications, structured interviews and formal evaluations
Formal, tailored training program that meets MCLE and projected office needs	Training program appears to meet MCLE requirements, but key elements appear under-resourced (e.g., core curriculum, new hire orientation and internal offerings)

The Law Department has striven to align attorney compensation with its needs for retaining qualified attorneys. For instance, it has used senior-level position classes to increase salaries for attorneys who can demand higher salaries elsewhere. However, while the County has authorized an independent compensation analysis, the Law Department has not had ready access to external compensation surveys. In addition, the County neither authorizes nor subsidizes performance incentives for professional staff such as attorneys.

The Law Department's hiring program appears adequate for keeping pace with staff attrition rates, but it is largely informal and reactive. It makes limited use of such tools as on-line applications, structured interviews and formal evaluations. Its training program appears to meet MCLE requirements, but key elements are under-resourced (e.g., core curriculum, new hire orientation and internal offerings).

Working with the County's Human Resource Office, the Law Department should continue its efforts to upgrade its human resource management practices. One strategy worth exploring would be to broaden attorney pay classes and institute incentives to enhance the flexibility and competitiveness of attorney compensation. It should increase its use of on-line applications, ad hoc panels, structured interviews and formal evaluations in hiring new attorneys. And it should consider expanding its attorney training program (e.g., new hire orientation and internal offerings) to maintain its reputation as a competitive workplace for attorneys. There will be some costs incurred for new application process and training offerings, but this should be regarded as an investment in high-quality professionals.

Recommendation:

The Law Department should, with the Human Resource Office's support, upgrade its human resource management practices to optimize its ability to recruit and retain the best attorneys for the work it performs.

2. ANALYSIS OF STAFFING LEVELS

(1) The Law Department Employs Relatively Few Administrative Support Staff and Does Not Have a Budget for Paralegals

The Law Department's current attorney staffing levels appear adequate. Moreover, as indicated by the chart below, the Law Department employs an efficient number of support staff, but fewer paralegals than suggested by best practices.

Best Practice	Assessment
Lean support staff (e.g., less than 1.1 support staff per lawyer) supplemented by strong paralegal support (e.g., at least 0.25 paralegals per lawyer)	There are only about 0.3 support staff per lawyer, but there is no budget for paralegals (the FY14 budget request for two paralegals and one Legal Coordinator was denied)
Assignment of support staff (excluding paralegals) to a legal administrator, an efficient delineation of lawyer and support work and continual staffing mix analysis and adjustments	Without a strong law office administrator (the office manager only supervises one employee), the Office probably finds it more difficult to regularly analyze and realign staffing resources and assignments

As shown in the organization chart, the Law Department had 24 authorized full-time positions approved for FY14, up from 23 in FY13 and FY12. Its authorized positions include only six non-legal positions—one office manager, one office assistant and four legal secretaries. The legal secretaries all report to managing attorneys. The resulting ratio of 0.3 support staff per lawyer is lean, but there are no paralegals. The CLO recognizes the need for paralegals, but budget constraints have stood in the way. While one new Senior Assistant County Attorney was approved for FY14, the request for two Paralegals and one Legal Coordinator did not survive the budget process. The Law Department should maintain its current staffing levels for attorneys and non-legal administrative staff. However, as its caseload expands or one of its attorneys departs, it should consider adding one paralegal and maintaining a paralegal support ratio of at least 0.25 paralegals per lawyer. The annual cost of one paralegal would be offset by savings in attorney time.

Recommendation:

As attorneys leave or workloads increase, the Law Department should exploit reasonable opportunities to add paralegals.

(2) The Law Department Makes Appropriate Use of Outside Counsel, but Does Not Use Volunteer Attorneys to a Significant Degree

Consistent with best practices (see chart below), the Law Department makes appropriate use of outside counsel (external lawyers) for legal work that requires specialized expertise (e.g., public finance and environmental law).

Best Practice	Assessment
Appropriate use of outside counsel to supplement in-house attorneys plus a cost-effective process for engaging such resources at a reasonable cost	Outside counsel assist with matters requiring specialized expertise (e.g., finance and environmental law); about 15% of the budget is allocated to outside counsel with hourly fees ranging from \$250 (general practice) to \$450 (specialized law)
Active recruitment, training and use of retired legal professionals (emeritus attorneys) to support critical programs	Office makes limited use of emeritus attorneys

The CLO has single-point oversight responsibility for outside counsel, but the Office's approach to engaging outside counsel is largely informal. It should develop a formal strategy for selecting and compensating outside counsel. A structured, efficient process for engaging outside counsel should include clear criteria for determining outside counsel needs, a standard competitive process for soliciting and selecting firms, a strategic partner program (e.g., preferred providers offering large discounts), standard agreements with efficient pricing terms (e.g., fixed fees, incentives and retroactive payment for satisfactory work), thorough performance monitoring and a formal performance assessment process or system. The Office should routinely track outside counsel performance metrics to support its ongoing analysis of resources.

The use of emeritus attorneys poses significant potential risks and management demands for any public law office. Still, in an era of relentless budget constraints, volunteer attorneys represent a reasonable response, if not a plausible alternative.

Moreover, municipal incorporations, which perversely curtail the County budget and increase the Law Department's workload, will only intensify such fiscal pressures.

Assess feasibility of creating volunteer lawyer program. One full-time equivalent volunteer attorney could save the costs associated with one full-time attorney.

Recommendation:

The Law Department should upgrade the systems and processes it uses to engage outside counsel and explore the feasibility of developing an emeritus attorney program.

3. ANALYSIS OF MANAGEMENT

(1) The Law Department Would Benefit from More Robust Performance Management Processes and Client Satisfaction Techniques

The Law Department has made a commitment to improving performance management and client satisfaction practices, but more work is needed to fully adopt relevant best practices (see chart below).

Best Practice	Assessment
Continual use of performance metrics to track cases, assess operations and client satisfaction, identify improvement opportunities and refine practices	Reported 94% litigation win rate and \$38,800 in net revenues recovered (\$750,800 less \$70,000 in settlements and \$642,000 in awards), but annual report contains no other metrics
Regular use of client surveys and other techniques (e.g., co-location) to assess client satisfaction and enhance service	Regular client surveys are not systematically used to identify opportunities for improving client satisfaction and service

The Office uses some performance measures to monitor and report its results, but it does not fully and systematically use performance data to identify productivity improvement opportunities. For example, its annual report contains statistics on work by type (e.g., cases and opinions), litigation win rate and revenue recovery. However, it contains no other efficiency and effectiveness measures

A comprehensive performance management system should encompass workload measures (e.g., case volume and hours per matter by type), efficiency measures (e.g., percent of service requests completed within a certain time period, average annual legal cost per capita and average ratio of residents per attorney) and outcome measures.

As with any professional law firm, the Law Department's success is at least in some measure a reflection of the degree to which it meets its clients' needs and earns their trust and satisfaction. Regular client surveys provide critical information for assessing and improving services to those clients.

Expanding the Office's performance management system to include efficiency, outcome and client satisfaction measures will be an investment. However, such metrics can be invaluable in projecting future workload demands, analyzing staffing resources, assessing performance and identify opportunities for improving productivity. In the long run, the costs incurred in developing this system will be offset by higher productivity and client satisfaction.

Recommendation:

The Law Department should expand its performance measures and enhance the processes it uses to gauge client satisfaction.

(2) The Law Department Needs a Comprehensive, Efficient Case Management System with Integrated Case Management Processes

Best Practice	Assessment
Efficient intake/assignment protocols (e.g., early review) and a vertical case management model for most cases (i.e., one attorney per case)	An informal but effective intake/assignment process and a vertical model for most cases with a horizontal model for special cases (i.e., multiple attorneys per case)
An automated case and time	Cases and transaction work are tracked by type (e.g., contract

management system for tracking service requests, targets, resources expended, work status and outcomes	cases and opinions), but a case management system is not used to track work, time and resource usage, project future workload demands, assess staffing needs, analyze office performance or improve operations
Rigorous caseload monitoring through disposition (e.g., monthly monitoring reports by attorney and matter type)	Periodic caseload monitoring through disposition (e.g., monthly reports for monitoring matters by attorney and matter type), but no system for tracking time or resources expended

In FY13, according to its annual report, the Law Department opened 1,016 new matters, closed 780 completed matters and oversaw 1,637 open or pending matters. Most of these matters were transactional matters, but the Office also handled a significant number of litigation cases. The continuous review of caseload data could generate opportunities for doing at least some legal work more efficiently. Transaction workloads probably offer greater productivity improvement opportunities than litigation.

As shown in the table below (a summary of selected case data from the FY annual report), over half of the pending cases in FY13 involved contracts. While many contracts may involve unique one-time situations, many (e.g., intergovernmental agreements) could benefit from standard templates. Analyzing comprehensive case management data on a regular basis could demonstrate quantifiable savings that could be gained from a more structured approach to such contract matters.

Case Type	Cases Pending (2013)	Percent (2013)
Bankruptcy	12	1.6%
Civil rights	21	2.8%
Claim/tort	15	2.0%
Contract	379	51.1%
Certiorari, Writ of Mandamus & Equity	11	1.5%
General/Miscellaneous	39	5.3%
Opinion	196	26.5%
Real estate & quiet title	20	2.7%
Tax appeal	48	6.5%
Totals	741	100.0%

A modern comprehensive fully supported case management system would enable the Law Department to more effectively control caseloads, monitor workloads and identify opportunities for improving the efficiency and effectiveness of the Office's legal services. This system should include several elements, such as an automated service request module, performance targets, monthly attorney and paralegal timesheets, performance data (e.g., cases by type and hours per case) and monthly or quarterly performance reports. A state-of-the-art case management system also would provide the data needed to help the Law Department make more informed decisions on training (e.g., for specialized areas that require outside counsel) and overall resource usage, including the use of outside counsel.

Recommendation:

The Law Department should implement a comprehensive, automated case management system with fully integrated processes.

(3) The Law Department Suffers from Inadequate Technology Resources and Unproductive Office Facilities

In today's legal environment, no law office can be truly exemplary without adequate technology and facilities. The Law Department is no different. As underscored

by the table below, however, the Law Department needs more technology resources and a more professional office environment.

Best Practice	Assessment
Technology committee for defining needs, approving plan and overseeing initiatives and vendor relationships	CLO formed a technology committee to select documentation software, but the degree to which its efforts will be coordinated with those of the Child Advocacy Office remain unclear
Ample technology capacity to ensure effective legal performance (e.g., matter, docketing/calendaring, entity, document and litigation support systems and mobile technology for improving attorney productivity)	Office has extensive document production and other technology needs, but it does not have sufficient capacity to meet its needs, nor are its plans or strategies for acquiring and maintaining emerging technologies sufficiently clear
Ample technology support (e.g., at least one dedicated technology specialist for every 30 users)	Limited internal technology support increases the Office's reliance on the County's technology unit; less than 2 percent of its total budget was allocated to technology in FY14
Suitable facilities, including offices and conference rooms, for attorneys	The Law Department's main office, which houses all attorneys, suffers from serious space constraints

The Office has extensive technology needs and many of these remain unmet to at least some degree (e.g., document production and case management needs). In addition, the main office where all of the attorneys are located suffers from serious space constraints and facility issues that could adversely affect productivity.

The Law Department needs a thoughtful, practical plan for meeting its short-term and long-term technology and facility needs. That plan should include a concise definition of the Office's technology and facility needs as well as cost-effective strategies for acquiring and maintaining emerging technologies and upgrading its other office resources and facilities. The Office's technology committee should expand its mission to include facilities and other office resources. It should then oversee a scan of proven law office technology applications, an analysis of alternative acquisition strategies (e.g., leasing) and a review of technology support options. It should participate in or otherwise take advantage of related county technology initiatives (e.g., Child Advocacy's case

management initiative). The long-range plan should include the results of these efforts and chart a clear course for giving the Law Department the support resources it needs to meet its mission to the County. Developing this plan, and making the requisite upgrades, will be costly, but such investments are vital for the Law Department to keep pace with growing demands.

Recommendation:

Develop, adopt and fund a long-range plan for upgrading the Law Department's technology, facilities and other office resources.

4-6 PROPERTY APPRAISAL

This chapter of the report provides the project team's evaluation of the staffing levels, management, and organizational structure of the DeKalb County Property Appraisal Office. The Property Appraisal and Assessment Department is responsible for the identification, classification and assessment of all property within DeKalb County in the following area: residential, commercial, personal, and exempt property.

1. ANALYSIS OF STAFFING LEVELS

The Property Appraisal Office has a staffing allocation of sixty-six positions budgeted in 2014. Overall, the staffing levels of the Office are sufficient to provide for the provision of a basic level of service to the County. The one area where the Office is not able to sufficiently staff duties is the performance of field assessments of properties. These are not conducted on as frequent a basis – or a rotating basis – at the desired level. While it has not significantly impacted the ability to assess properties, it does fall below the recommended typical standard for field inspections.

The project team's evaluation has determined that additional resources are necessary in order for the Property Appraiser to effectively carry out a comprehensive assessment process in accordance with industry practices (most specifically the requirement to visually inspect each property on an appropriate schedule). During this engagement, the Property Appraiser has acquired approval from the Board of Commissioners to contract out for additional resources to do field inspections on behalf of his agency. Given this approval, no further recommendations are made to address staffing at this point in time.

Recommendation:

No additional staff are recommended at this time given the recent approval by the Board of Commissioners to support the Property Appraiser in contracting with an external vendor for additional field support personnel. If this contract were not in place, additional staff positions would be required.

2. ANALYSIS OF MANAGEMENT AND OPERATIONS.

Overall, this operation is managed and operated in conformance with recognized assessing practices consistent with both state requirements and national industry approaches. The Office is structured according to functional duties (property assessment, deeds, and personal property) with staff allocated and trained to support one of these functional areas.

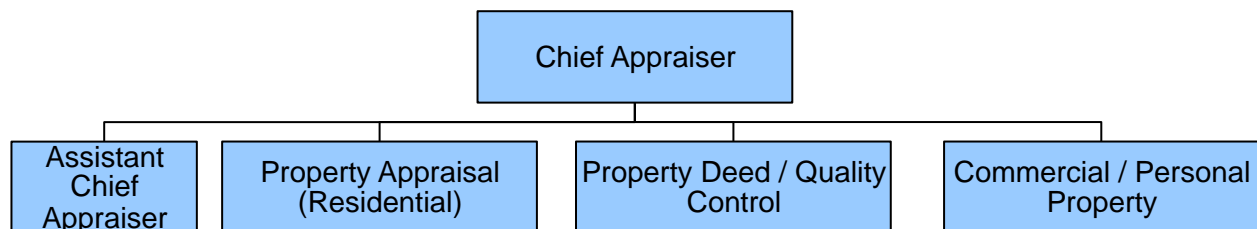
To maximize the use of available positions and recognizing some seasonal variations in workload, the Office should consider implementation of a cross-training program that would enable appraisers to have the background and skills to function in more than one area of appraisal. This will require the implementation of a cross-training program and may require some modification to the existing job descriptions to enable implementation. This would enable the Chief Assessor to reallocate staff between divisions based upon seasonal workloads, and to more effectively ensure the highest priority tasks of the Office are completed. Some modifications to job descriptions, and associated pay schedules, may be required to implement this approach.

Recommendation:

The Office should develop and implement a cross-training plan for staff that would enable staff to be assigned functions in other divisions based upon seasonal workload variations and determinations of highest priority work duties.

3. ANALYSIS OF ORGANIZATIONAL STRUCTURE

The current functional organizational structure of the Office is depicted in the following organizational chart. The chart shows the major functional areas of the office.



Notwithstanding the recommendation to increase cross-training of staff, the overall organizational structure of the Office – based upon duties performed – is an appropriate organizational structure and one typically seen in assessing offices.

Recommendation:

No change is recommended in the overall organizational structure of the property appraisal office.

4-7 PURCHASING AND CONTRACTS

In this chapter of the report is provided the project team's assessment of Purchasing and Contracts.

1. ANALYSIS OF STAFFING LEVELS

The Procurement and Contracts department currently has 55 employees, 16 of whom are dedicated to CIP projects. The department recently reorganized and reformed many business practices. As part of this reform, a new staffing allocation and organizational structure were implemented. All staff were required to reapply for positions and rehired into a new position based upon experience, qualifications, and abilities. These reforms should be given a chance to be tested before considering any additional staffing or organizational changes.

2. ANALYSIS OF MANAGEMENT

Prior to instituting new leadership and reorganizing the department, Purchasing and Contracts in DeKalb County was fraught with inefficiencies and marked by poor performance. Of note, the baseline number of days from a performance requisition to purchase order or contract was 348 days, which is far outside the norm of any public organization. Because of the poor performance, many customer departments say that they would seek to avoid the regular purchasing process through use of sole source contracts, amendments to existing contracts, and the use of P-cards.

The County has recently replaced leadership in Purchasing, re-written and re-classified all of the jobs, replaced many of the staff, reorganized, streamlined processes, and implemented new performance measures and standards. They are also

reaching out to departments and developing clear service level agreements to ensure that purchasing is timely.

In interviews, staff expressed a positive and optimistic attitude about the changes, which appear consistent with best practices and should be beneficial for the County. However, careful management and oversight, as well as exceptional customer service to both departments and contractors, will be necessary for the department to overcome its reputation.

(1) The Department Should Carefully Track and Report on Timelines

Purchasing Department performance, especially time-lines for management of competitive processes, will be critical to regain confidence of line departments that the department can efficiently procure needed goods and services. The Department has recently developed new performance indicators and targets, ranging from 1 day for informal requests for quote to 55 days for an Invitation to Bid for a project under \$100,000 to 120 days for professional services RFPs valued at over \$100,000. The new targets should be very achievable for a local government purchasing agency, but would represent a significant improvement over past performance.

In order to ensure that performance improves and to regain the trust of line departments, department-specific and county-wide data on purchasing should be developed and widely communicated on a monthly basis. This information should include, by department:

- Number of purchasing requests received (goods and services)
- Number and dollar amounts of awards issued
- Time-frame from request to award by award type

- Percent of awards at or below performance service agreement level.

Recommendation:

The Procurement Department should distribute a monthly report outlining key performance indicators and showing departmental performance in procurement activities.

(2) The Department Should Expand Options for using State or Regional Purchasing Mechanisms.

Increasingly, purchasing departments are moving to using regional procurement processes, especially for purchases of goods and commodities. Regional resources include state bid lists, GSA (general services administration bids), or other regional agencies. Using other organization bid processes reduces costs and eliminates time-consuming and duplicative processes.

According to interviews with purchasing personnel, the County does purchase some items from state and other bid lists, but in most cases conducts RFPs and bids in-house. The County should conduct a more comprehensive analysis of purchases to identify whether there are opportunities for regional procurement of goods and services. If these regional purchasing is available but the County instead follows an internal process, purchasing staff should review the results and compare the results of in-house competitive processes against rates that would be charged if a regional procurement were used.

Recommendation:

Identify commodities and other items available for purchase through state or other regional purchasing groups and use these opportunities to avoid duplicating procurement processes.

If items are available for purchase through a regional authority but the County conducts an in-house bid/RFP, review results to ensure that cost savings has been achieved.

(3) The Department Should Improve Performance Managing Contractors

A formal survey of County contractors was beyond the scope of this project. However, anecdotal evidence (including information provided by employees within the department) indicates that contractors have expressed concerns regarding confusing and inconsistent standards, poor communication, and unclear requirements from the County. Difficulty in interacting with the Purchasing Department may have discouraged higher quality and lower cost vendors from doing business with the County.

The Department has already put in place new systems to improve interactions with vendors. However, the results of these systems need to be measured to determine their effectiveness.

Recommendations:

Survey all vendors at the completion of a contract to identify issues and concerns and identify improvement areas.

Track and publish performance metrics related to managing contractors, including time-frame from bid award to contract signing and time-frame from invoice to payment.

(5) The Department Should Carefully Track and Assess Use of Exceptions to Purchasing Policies.

Because of past inefficiencies and slow timelines, departments have used a variety of mechanisms to avoid standard Purchasing procedures. These include: use of P-cards, use of sole-source justifications to avoid competitive processes, and use of contract addenda and modifications to increase scopes of work.

Purchasing has developed new policies regarding contract amendments and sole-source justifications, but they remain relatively vague and there is a potential for abuse. Critical to eliminating miss-use of amendments and sole-source is improving the

competitive process so that it is efficient, predictable, and fast, but the department should also make all information on amendments and sole-source contracts public to eliminate any appearance of or potential for impropriety. The department also needs to clearly track and review any purchases that are made outside of the regular purchasing process, including putting clear limitations on contract amendments.

Recommendations:

Track and review all contract amendments and sole source justifications to ensure that justifications are adequate and scope changes are appropriate.

Work with Finance to clearly audit and review P-card usage to increase transparency and ensure compliance with requirements.

(5) The Department Needs to Analyze and Focus on Large Value Contracts

The Purchasing department should provide greater detail on high-value contracts, especially those of over \$5 million per year to ensure transparency and competitiveness. Examples currently include:

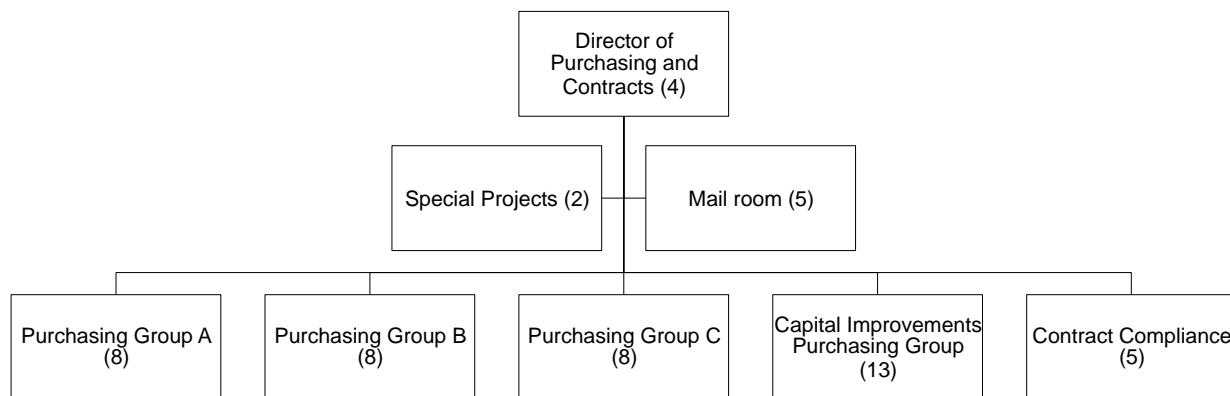
- \$41 million for inmate medical services
- \$14 million for vehicle parts and equipment
- \$16 million for water meters and repair (split between two companies)
- \$7 million for water and wastewater treatment chemicals (split between two companies)

To ensure effective cost spending for the County, the Procurement staff should focus more attention on the review, management, and oversight of high value contracts. This review should include extensive pre-contracting pricing evaluation, market research, and comparative contracts entered into by other counties.

Recommendation: Any contract of over \$5 million should include additional market analysis by Purchasing staff, including a comparative analysis of costs for other counties or agencies for similar services.

3. ANALYSIS OF ORGANIZATIONAL STRUCTURE

The recently-implemented organizational structure appears to be consistent with best practices and should promote efficient operations. We recommend that the relative workload and performance of each purchasing group be tracked so that staffing may be adjusted as needed.



The project team does not recommend any changes to the current organizational structure of the procurement department beyond that recently implemented.

Recommendation:

No change should be made to the existing organizational structure of the Procurement Department.

5-1 AIRPORT

This chapter of the report provides the project team's evaluation of the staffing levels, management, and organizational structure of the DeKalb County Airport operation. The Airport Department operates a business-oriented airport (DeKalb Peachtree Airport). The Department acts as liaison with a variety of federal and state agencies as part of operations including the Federal Aviation Administration (FAA), Georgia Department of Transportation (GA DOT), Atlanta Regional Commission (ARC), and the Federal Communications Commission (FCC). Oversees operation of the airport in accordance with the Airport Master Plan, Airport Layout Plan and coordinates with land use plans for those areas immediately surrounding the airport

1. ANALYSIS OF STAFFING LEVELS.

The Airport operation has a total authorization of twenty-four positions for the Department. The organizational structure and staffing allocation is shown in the following table:

Position Title	Number Authorized
Airport Director	1.0
Assistant Director	1.0
Contract Administrator	1.0
Administrative Assistant	2.0
Env. Noise Abatement Spec.	1.0
Security Supervisor	1.0
Security Guard	6.0
Maintenance Coordinator	1.0
Construction Supervisor	2.0
Electrician Senior	1.0
Crew Worker Lead	2.0
Maintenance Mechanic	1.0
Crew Worker Senior	2.0
Custodian Senior	1.0
Grounds Service Technician	1.0
TOTAL	24.0

The Airport operates as an “enterprise” or “special revenue” fund with little to no support from the General Fund. This is the appropriate operational model for a function of this nature. The staffing allocations, therefore, are limited and determined to some extent not only based upon the needs of the operation but also available funding streams to support staff positions.

In general, the staffing allocations for the operation are appropriate for current service approaches and standards. An additionally staffing issue unique to this operation is the need for staff that are appropriately background cleared / checked for access to and performing work on airport property. This often imposes an additional constraint on the ability to recruit and hire for positions in this operation.

There two areas where the operation may find future costs savings through an alternative staffing approach. The first is for the provision of security services and the second is the approach utilized to staff maintenance functions.

Regarding security services, this is a function that can be easily quantified in terms of the level of service required and the staffing requirements. As such, it is a function that should periodically be reviewed for the suitability of performing with in-house staff versus contractual staff. The project team would recommend that the County consider undertaking an RFP process to determine the cost for contracting out this service. While cost may not be the primary decision-point utilized in determining whether or not the service is performed internally or externally, it is a common contracted service and the County should undertake due diligence to determine if it would be appropriate in this circumstance. Given the cross-utilization of staff at the

airport, it may be determined that this is not a feasible alternative but it is one worth exploring.

The second area where a potential modification of the staffing allocations should be undertaken is the maintenance functions. Given the variety of maintenance activities that must be undertaken at the airport, and the small size of the staff allocated, this is a function that is also suitable for consideration of outsourcing. While the project team would first typically recommend that the County Airport staff discuss having maintenance functions undertaken on their behalf by the County's centralized maintenance operation, that is not a feasible alternative at the present time. As is discussed elsewhere in this report, there are significant modifications needed in the approach that the County undertakes regarding facility and infrastructure management and maintenance. If the County pursues implementation of an alternative approach to maintenance activities on a county-wide basis, any RFP issues should include an alternative that would seek pricing to include maintenance activities at the airport. This will provide Airport administration the ability to evaluate and determine whether it would be more cost-effective and efficient to further contract out additional maintenance activities at the airport.

Recommendations:

The County should explore the feasibility of outsourcing security functions at the airport through a competitive RFP process.

When the County evaluates alternatives approaches to providing facility and infrastructure management and maintenance, it should include in any RFP issues an optional or alternative bid for services at the Airport so that information and data is available for the Airport administration to evaluate whether an alternative staffing approach for maintenance activities is appropriate.

2. ANALYSIS OF MANAGEMENT AND OPERATIONS.

This section provides an assessment and recommendation regarding operational improvements or strategies needed for efficient and effective service provision – and in this case more importantly, the ability of the Airport operation to be self-sustaining.

(1) The Airport Should Further Develop a Multi-Year Strategic Development Plan.

Key to maintaining a self-sustaining operations, the Airport should have a clear articulated and developed vision of what its desired future looks like regarding future services, operations, and development initiatives. To accomplish this, the County should determine the role and market-segment that the Airport should focus on serving in the future. With the extensive development that is occurring around the airport, including the location of new corporate headquarters and other corporate facilities, the demand for the services of the airport are expected to grow significantly in the near future. However, the existing facility does not have the amenities and services available (not sufficient hanger space) to accommodate the grown or provide the types of facilities desired by the potential new clients.

A well-developed strategic development plan should be developed that focuses on the approaches that will be utilized to expand operations, increase new revenue streams, and develop in a manner that will support the market segment targeted. Additionally, this plan should highlight specifically the economic development focus where support may be needed from the County's economic development contract with the Development Authority.

The County's Airport operations should develop a multi-year strategic development plan, that supplements and complements the current capital investment

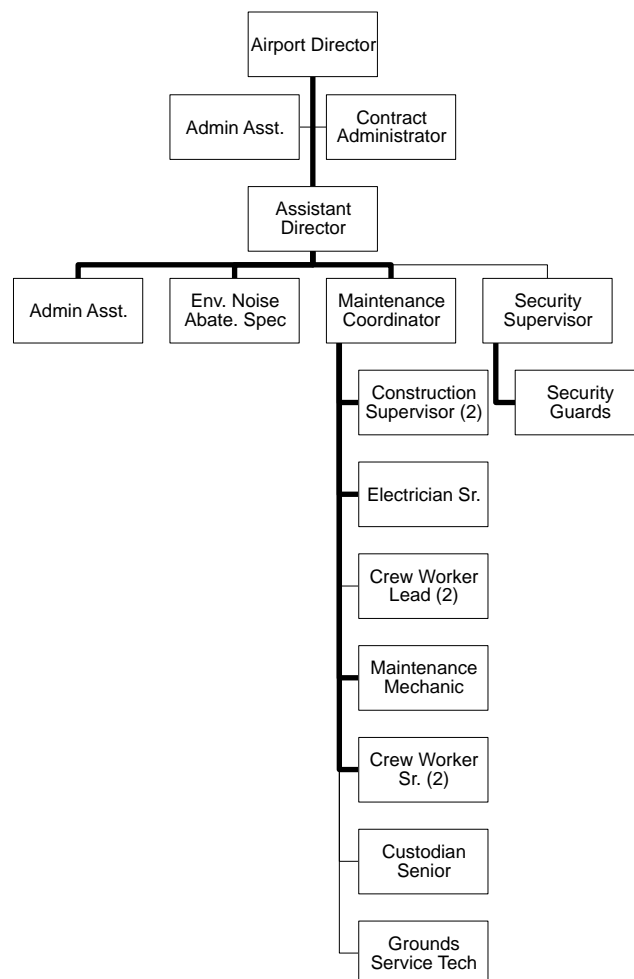
plan that is in place, that develops and adopts a future vision, targets specific market segments for service, and clearly identifies opportunities to integrate with the County's overall economic development strategy.

Recommendation:

The County should develop and adopt a multi-year strategic development plan for the Airport operation to set policy direction about future expansion, facility improvements, and market focus.

3. ANALYSIS OF THE ORGANIZATIONAL STRUCTURE.

The following organizational chart summarizes the current organizational structure of the Airport operation.



At the present time, there are no significant issues regarding the Airport's organizational structure that have been identified or that warrant immediate action. Generally, spans of control for supervisory and managerial positions are appropriate and based upon functional assignments and requirements. The specific alternatives related to potential changes in staffing were identified in the first section of this chapter. If the County were to implement either of those changes in staffing allocations, they should reconsider the overall organizational structure of the Department as a whole based upon the reduced headcount and the need for someone to manage the contracts for those services versus managing employees.

Recommendation:

No change in the overall organizational structure of the Airport Department is recommended at this time. If selected services are contracted out in the future, the County should revisit and review the overall organizational structure of the Department.

5-2 COMMUNITY DEVELOPMENT

This chapter of the report provides the project team's evaluation of the overall staffing, management and organization of the Community Development Department. The Community Development Department is responsible for the administration of various grant funding (principally federal and state) to develop a viable urban community for DeKalb County. The primary funding source for this Department are the Community Development Block (CDBG) funds, HUD funding provided through Title I of the Housing and Community Development Act of 1974, and other HUD funding including ESGP (emergency solutions grant program) and HOME (HOME Investment Partnerships Act) and others. Programs in the past have included: first time homebuyers down payment assistance, DeKalb sustainable neighborhood initiative, DeKalb Regional land bank, CDBG Recovery Program, homeless prevention and rapid rehousing programs, neighborhood stabilization program, etc. Various programs focus on the provision of suitable living environments, public facilities, infrastructure and community service, principally focused on low to moderate income persons. The Department collaborates with nonprofit agencies, various governmental agencies, nonprofits, schools, resident and the faith community in the provision of services

1. ANALYSIS OF STAFFING LEVELS.

The Community Development Department has a total of 23 authorized positions in 2014, an increase of one position, from 2013. The staffing allocations for Community Development are generally suitable for the variety and extent of grants managed – and

in many cases are directly tied to the funding streams associated with the grants (such as percentage available for administrative personnel and overhead).

The overall recommendation related to staffing in this area, is not in relation to numbers of staff but to consider implementation of a much broader classification system for staff assigned to this Department. Because the majority of funding for this Department is grant-related, the predictability of specific revenue streams from year to year is less certain than in those general fund tax supported Departments. The use of much broader class specifications (rather than job descriptions) provides the opportunity for the County to minimize impacts to the department when funding levels change. The class specifications should be written much broader in nature, to enable the incumbents to conduct a much wider range of duties than is currently in place.

Recommendation:

The County should consider implementing broader class specifications for positions within this Department that will enable staff to perform a broader range of duties that vary depending upon the specific grants and revenue streams that are received by the County.

2. ANALYSIS OF MANAGEMENT AND OPERATIONS.

This section outlines key changes in operational practices that can enhance the operations of the Community Development Department.

(1) Community Development Should Develop and Publicize a Set of Performance Metrics for the Department Based Upon Outcomes.

The Community Development Department, as previously noted, is highly grant-dependent for revenue streams to support programs and staff allocations. Both state and federal grants have extensive reporting requirements that require the impact of grants to be monitored, measured, and reported on. The Department should make

greater use of the data available to it to develop a set of key performance metrics for the department demonstrating the outcomes that are achieved for the community from grant revenues received and implemented.

The measures will increase understanding and community perception regarding the impact the implemented programs have had on key service areas such as housing programs.

Recommendation:

The Department should increase the use and reporting on key performance outcome measures to demonstrate the impact being achieved from the program administered.

(2) Community Development and Finance Should Work Cooperatively to Improve the Grants Management Function and Prevent Duplication of Efforts.

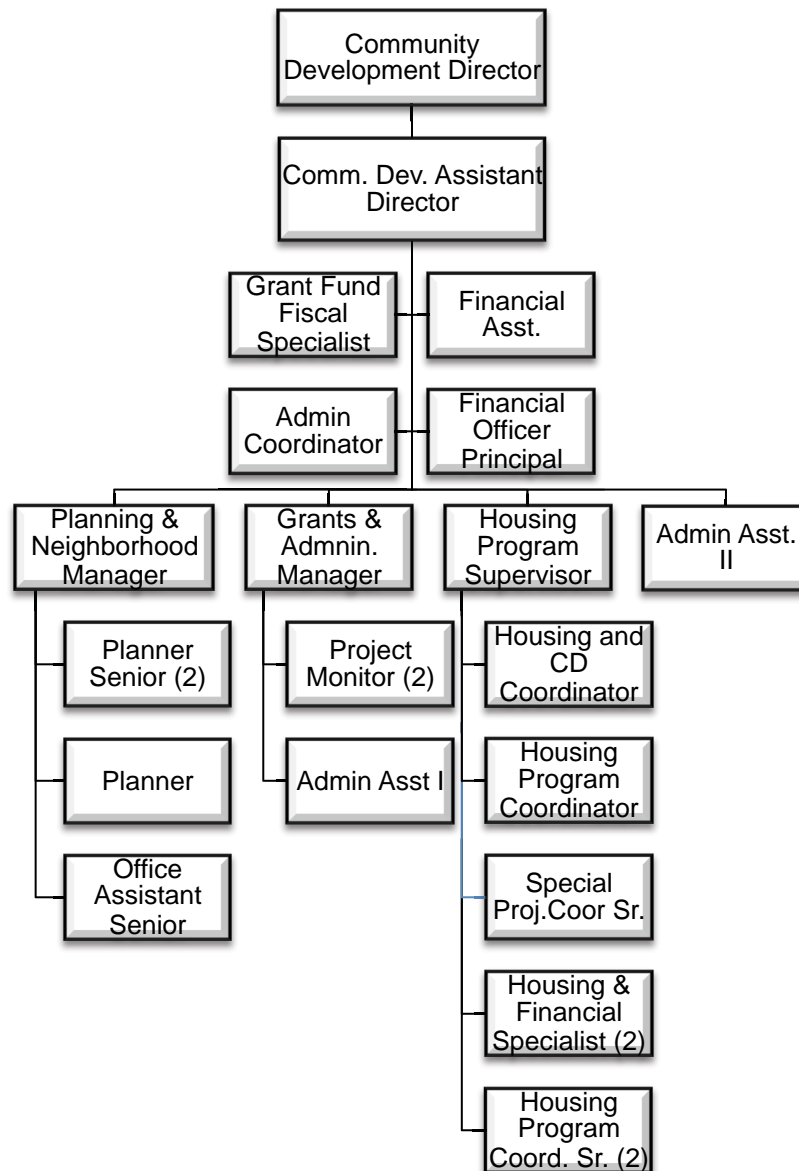
With the recommendation outlined in the Financial section regarding the establishment of a stronger countywide grants management function, it will be necessary for Finance and Community Development staff to work cooperatively in establishing clear roles and responsibilities related to grant management, reporting, and internal controls. Key decisions regarding financial practices should be promulgated at the Finance Department level with training and support provided to the grants staff allocated in the Community Development Department. It is important, even critical, that consistent approaches are utilized regarding grants management and that no duplication of efforts are in place between these organizational units.

Recommendation:

The Community Development Department and Finance Department should work cooperatively to ensure that all grants are managed in a consistent manner, that duplication of work effort is not occurring, and that the grant oversight and financial controls of each organizational unit is clearly outlined.

3. ANALYSIS OF THE ORGANIZATIONAL STRUCTURE

The Community Development Department's current organizational structure is outlined in the following organizational chart:



Overall, the organizational structure of the Community Development Department is appropriate with dedicated staff allocated to the key functional area: service delivery planning, grants management, and grants implementation and oversight. This function is unique within the organization and does not warrant consolidation with another Department.

Recommendation:

No change in organizational structure is recommended other than the potential change in broadening job descriptions previously described.

5-3 ECONOMIC DEVELOPMENT

This chapter of the report provides the project team's evaluation of the overall staffing, management and organization of the Economic Development function of DeKalb County. The Office of Economic Development at DeKalb County is charged with aggressively marketing DeKalb County to increase investment and jobs within the County, expanding the tax base while supporting balanced growth, and implementing targeted economic strategies for development and redevelopment County-wide. The County completed and adopted a comprehensive and extensive economic development strategy to guide and focus their economic development efforts. This was a significant undertaking and provides a strong focus for the future for the County's efforts.

1. ANALYSIS OF STAFFING LEVELS.

During the last year, the entire Economic Development effort was reorganized and is now provided through a contractual service with the Development Authority. There are no dedicated staff allocated to the direct provision of Economic Development activities. However, there are still significant efforts put into overseeing the contract, providing necessary County support and information, and involving top County administrators and development staff as necessary to demonstrate County support. There are specific reporting requirements outlined in the contract where the Economic Development Authority is required to provide specific reports and presentations to the County (both administrative and to the elected officials). During the last year, these have either not taken place, or not been conducted in a timely manner. Given the importance of this function to the County, and the need for closer oversight and

interaction, we are recommending an Economic Development Coordinator position be established at the County. This position would report to the Deputy Chief Operating Officer for Development, and be responsible for ongoing management of the Economic Development contract, staff support on economic development priorities and projects, and ensuring County support is provided to the Authority as needed to support their efforts. It is anticipated that this position, if instituted as a full-time position, would cost between \$65,000 and \$70,000 annually. In conjunction with the implementation of this position, the daily responsibility for oversight of the contract with the Economic Development Authority contract should be transferred to the Development Group.

Recommendation:

A position of Economic Development Coordinator should be authorized to oversee the Economic Development Contract and to coordinate County resources to support economic development initiatives being undertaken by the Authority. In conjunction with this position, responsibility for managing the Economic Development Authority contract should be transferred to the Development Group.

2. ANALYSIS OF MANAGEMENT

This section provides an assessment of the overall management processes and systems which could be enhanced to improve the Economic Development function at DeKalb County. Since the entire function is contracted out and the duties to be performed are clearly delineated in the contract, for this function the project team undertook a different review than for most functions of the County. The project team reviewed the contract to analyze how clear the required duties were outlined, the reporting requirements that were included, the clarity of roles and responsibilities, etc.

The contract established for the County's economic development function is very strong. It has a clear work plan, clearly outlines financial obligations and requirements,

reporting requirements, and outlined the roles and responsibilities of the Authority and the County.

The one recommendation that the project team believes warrants noting is that consideration should be given to ensuring that the County's top administrators have periodic meetings and discussions with the Economic Development Authority to make them aware of County priorities (and potentially changing priorities) for focused economic development strategies. The goals and priorities outlined should be reviewed at least annually to ensure they continue to meet the County's need, and a mechanism should be put into place to enable these priorities to be communicated to the Authority so that their efforts are in full alignment with the County's direction.

One potential area of particular focus could potentially be ensuring that activities or development that would strengthen or further support the airport could be given with focus and prioritization of development at or in the immediate area by the Authority.

Recommendation:

The County should review at least annually its economic development priorities and goals and provide direction or modification of the contract with the Development Authority as appropriate.

3. ANALYSIS OF THE ORGANIZATIONAL STRUCTURE.

Because the entire economic development function is outsourced, no analysis of the organizational structure was undertaken.

5-4 GIS

This chapter provides the project team's evaluation of the overall staffing, management and organization of the Geographic Information Systems Department of DeKalb County. Geographic Information Systems at DeKalb County is responsible for the development of an enterprise wide GIS, and implementation of geospatial capabilities throughout the county organization (through desktop, web-based and mobile applications). GIS is responsible for establishing and implementing mapping and database standards. GIS is responsible for various cross-departmental functions and GIS projects including: imagery libraries, base map, standardized street name and SITUS address databases, and maintaining property ownership database and property boundaries.

1. ANALYSIS OF STAFFING LEVELS.

The Geographic Information Systems Department had an authorized position count of 23 positions in 2014 – the same level that was also authorized the prior year. The following table summarizes the staffing allocation for the Department:

Position Title	Number Authorized
GIS Director	1.0
Asst. Director GIS	1.0 (vacant)
GIS Tech Coordinator	2.0
Admin Assistant II	1.0
Admin Assistant I	1.0 (vacant)
Property Mapping Manager	1.0
GIS Mapping Supervisor	1.0
GIS Specialist III	2.0
GIS Specialist II	2.0
GIS Specialist I	3.0
Addressing Coordinator	1.0
Property Mapping Tech Sr.	5.0 (2 vacant)
Property Mapping Tech	1.0

The Department is generally responsible for providing the following duties:

Program Area	Description of Services
GIS	<ul style="list-style-type: none">• Responsible for development of GIS standards and protocols.• Oversees development and deployment of county-wide enterprise GIS system.• Provides support to end-users through training and technical support, development mapping specifications, procuring hardware and software, customizing software to meet departmental needs and assistance on special projects.• Develops spatial data to assist departments with mapping needs and special projects.
GIS – Property Mapping	<ul style="list-style-type: none">• Responsible for developing, maintaining and overseeing address database.• Responsible for processing, maintaining and overseeing property ownership database and parcel boundary database.

The current staffing allocation for GIS is generally appropriate. However, there are currently four (4) vacant positions – several of them critical to the successful provision of services necessary from GIS. The Department will be unable to provide the support and play the strategic role desired unless these positions are filled.

Recommendation:

No specific changes to staffing allocations are recommended for GIS; however, it is critical for the successful implementation of the GIS strategy that the currently vacant positions be filled.

2. ANALYSIS OF MANAGEMENT.

This section provides an assessment of the overall management processes and systems which could be enhanced within the GIS function.

(1) A Countywide Plan Should Be Developed Outlining Targeted Development and Implementation of GIS Layers and Data Usage.

The County has invested a significant amount of time and effort into developing a its GIS infrastructure and databases. However, there are significant opportunities to expand the use of the available data and to further develop new datasets that will support the operations of the various County Departments. The County should develop

a strategic plan for GIS that is based upon the identified needs of the various County functions to have available and utilize spatial data and integrate this into decision-making and reporting. Similar to IT plans that are developed in consultation with the operating departments, GIS should seek input from each department on their needs (and provide suggestions for those departments unfamiliar with the possibilities of GIS), and then develop a mechanism for prioritizing departmental needs.

This plan should span several years so that a comprehensive proactive approach is developed related to the development, implementation and integration of GIS throughout the County's operations. It will also ensure that all departments know when their projects will be addressed and what specific functionality will be available for their use.

Recommendation:

The County should develop a multi-year GIS development plan focused on identifying and prioritizing departmental GIS needs for data and spatial reporting, and integrating GIS use into decision-making and reporting on service levels.

3. ANALYSIS OF THE ORGANIZATIONAL STRUCTURE.

The current organizational structure, based upon provision of GIS services and maintaining the parcel system and addressing database (through processing of deed and ownership data) is appropriate based upon the current allocation of duties. The project team considered an alternative organizational structure that would reallocate the responsible for handling deed and ownership recording and database management to another organizational unit (such as the Property Assessor). This is a function frequently conducted by Property Assessors in other jurisdictions with data transmitted electronically to GIS for utilization. This change is not being recommended at this time

for a couple notable reasons including: (1) as the Chief Appraiser in a non-County appointed position, this places responsibility for maintenance of the base data outside the County's direct control, and (2) the existing GIS staff has taken a system that was widely viewed as inadequate with little reliability in the data, to one where there is much greater confidence in the data provided. A change at this point is likely to have more negative impacts than positive.

However, given the broad organizational focus of the GIS program, the need for it to be independent of any specific department or focus, consideration should be given to reallocating this Department to the Administrative cluster when that group is put into place. This would ensure that all core internal support functions (GIS, IT, HR, Purchasing, etc.) are operating under the same model of independence, with a common approach to customer service, and a strong focus on serving the entire organization.

Recommendation:

The County should maintain the overall internal organizational structure of GIS as it currently exists.

Consideration should be given of reallocating GIS to the Administrative Cluster along with other internal support functions (i.e. – Purchasing, HR, IT, etc.).

5-5 WORKFORCE DEVELOPMENT

This chapter provides the project team's evaluation of the Workforce Development Department of DeKalb County. The Workforce Development Department provides a collaboration of services to the community providing unified education, training and employment programs for job seekers and workforce development services to businesses. DeKalb Workforce Development is a comprehensive one stop center with four partnering agencies to implement programs in accordance with the Workforce Investment Act (WIA) of 1998.

Core services provides including computer access, resume development, internet, email, phone and fax services for job seekers, development of employment trends for the County. The Department also provides intensive services including: education and training, occupational skill training, financial aid resources, and customized training, skills assessments, and job search assistance. Programs are focused both on individual job seekers and the needs of employees.

Workforce Development is also an integral part of the holistic approach the County is undertaking to economic development and job growth within the County. They can be leveraged to support these initiatives, and develop service packages for potential companies looking to relocate or expand within DeKalb County.

1. ANALYSIS OF STAFFING LEVELS AND ORGANIZATIONAL STRUCTURE.

Since the Workforce Development Department is entirely grant funded (principally from Federal Funds with some state funding), and changes to staffing levels do not have an impact on the general finances of DeKalb County Government. Workforce Development has employed a staffing model that is typical for similar

workforce development functions and specific staffing allocations are dependent upon available grant funding to support them. Typically, only a portion of each grant funding stream can be allocated to staff support versus program services provided to customers. Therefore, a detailed staffing analysis is not appropriate as any recommended changes would not impact in any manner, the overall County financial position.

The Department must have maximum flexibility to arrange staffing allocations based upon annual funding allocations and funding streams and organizations such as this must respond with staffing changes in a timely manner to changes in program focus and funding amounts. Therefore, no changes in staffing are recommended.

Similarly, the overall organizational structure was reviewed for conformance with typically seen structures employed by other organizations. DeKalb County Workforce Development has employed an organizational structure that is typical of those seen elsewhere, and this is grouped according to the specific services provided by staff.

Recommendation:

No specific changes to staffing allocations or organizational structure are recommended for Workforce Development.

2. ANALYSIS OF MANAGEMENT.

This section provides an assessment of the overall management processes and operational practices which Workforce Development could utilize to benefit DeKalb County. While changes in operational practices will not have a direct impact on cost structures for the County, there are ways for the County to benefit, as an organization, from Workforce Development.

(1) Workforce Development Should Work with Human Resources to Further Provide Staffing and Training Resources to the County.

Workforce Development has supported the County through the provision of applicant referrals and placement of interns within the organization. Especially in the case of interns, these costs are covered by Workforce Development as part of the services they are providing to their customers (the individuals placed in the internship). While these are limited timeframes that can be utilized, this program has provided significant resource assistance to many departments within the County.

Workforce Development should work with Human Resources to develop a more comprehensive approach to providing services to the County. The County, as an employer, can benefit from the same services all other employers receive from Workforce Development including the following:

- **Intern Placement:** These placements are typically very short-term in duration, but can provide valuable assistance to departments with additional short-term (typically project specific) staffing needs. The costs for these interns are typically covered by Workforce Development.
- **Applicant Referral and Placement:** Workforce Development can assist the County by referring qualified applicants to them for hiring consideration. Dependent upon grants in place at the time, there are often funds available to support the cost of hiring a qualified individual for a several month period. This would enable the County to offset some salary costs if a qualified individual is hired.
- **Employee Training:** Another core area of service provided by Workforce Development to employers is the provision of customized training programs to either (1) retrain existing employees for new positions, (2) enhance skills for existing employee to meet changing employer needs (job retention), or (3) pre-qualifying applicants for hard to fill skill-sets. There are possibilities for Workforce to participate in some limited training opportunities within the County to either develop an applicant pool of trained individuals for hard-to-fill positions or to enhance skill-sets of existing employees.

While the potential impact to the County is not substantial in comparison to the overall County budget, there is a real benefit to developing a strategic approach to using services available from Workforce Development. These benefits include some financial benefit to the County for utilization of interns and salary subsidies for hiring qualified applicants referred from Workforce Development, and access to training resources available at Workforce Development.

Workforce Development and Human Resources should jointly develop a plan for further integrating and accessing available programs and resources provided by Workforce Development to benefit the County organization.

Recommendation:

Workforce Development and Human Resources should jointly develop a strategy and program for further accessing and utilizing resources available from Workforce Development to leverage applicants and training that can be provided by Workforce Development to the County organization.

5-6 PLANNING AND SUSTAINABILITY

This chapter of the report provides the project team's evaluation of the staffing levels, management, and organizational structure of the DeKalb County Planning and Sustainability Department. The Planning and Sustainability Department is organized into four divisions as follows: Administration / Director's Office, Building Development Services, Planning, and Code Compliance. The Department is responsible for the development and administration of a variety of services impacted the built environment of the County (principally the unincorporated area) including comprehensive planning, current planning, permitting and inspections for new construction, and code compliance for existing structures (zoning, property maintenance, sign ordinances, etc.). During the last year, the business licensing function has been reallocated to the Planning and Sustainability Department as part of efforts to streamline the permitting process.

A significant portion of the Planning and Sustainability Department was recently evaluated as part of the Permitting Improvement Project undertaken by the County. This analysis and review focused extensively on those functions involved with permitting and development review activities of the County. Extensive recommendations were developed that addressed operational improvements, enhanced technology utilization and required staffing of the various divisions and functions. These findings are not duplicated or covered in this analysis, but the following sections focus on specific areas of improvement and recommendation that were not addressed in the prior study. However, there are key initiatives that bear noting as these require continued support and resources from the County to implement the developed plan. These include:

- **Permitting Software Implementation:** With approval of the Commission to move forward with this purchase, the Department must expand extensive time and effort over the next year to eighteen months in fully implementing the new software. A significant portion of the improvements to processes and customer service, including online submissions, concurrent reviews, and electronic plan reviews, are dependent upon this software being implemented.
- **Establishment of Review Standards:** The Department has developed targeted plan review times to increase service and consistency to customers. These targets must be implemented as soon as process changes and staff changes have been implemented in order to improve customer service.
- **Certified Permit Technicians:** A fundamental change in how the front counter is staffed was developed as part of the project. This ensures an ICC certified staff member is working the counter to review plans for completeness and increase the level of technical knowledge and service provided to customers.

These are but a few of the many changes identified, but are shown to demonstrate the level of work and effort that remains to achieve the service improvements possible within this Division.

Additionally, the County has been undertaking a significant effort internally to improve the Code Compliance function through a Code Enforcement Consolidation effort. The goal of this effort is to implement a more efficient, consistent, and accountable code and regulatory enforcement approach within DeKalb County. This effort includes review and evaluation of opportunities to further consolidate and improve inspection and enforcement functions, including: Code Compliance, Business License Inspections, FOG and Backflow Inspections, Sanitation Inspections, and Animal Control enforcement. Key efforts undertaken included transferring inspectors from Business License to Code Compliance and cross training, training all Code Enforcement Inspectors on business licensing inspections, funding of two positions in Code Enforcement by Sanitation and cross-training all inspectors to handle Sanitation inspection. There are now 35 Code Inspectors, an increase of 12 from 2013. This will

have a substantial impact on the ability to effectively and consistently conduct inspections in the County.

1. ANALYSIS OF STAFFING LEVELS.

The Planning and Sustainability Department had a total authorized position count of 105 positions in 2014. This represented an increase from the 87 positions authorized in 2013. The majority of staff increases were in functions related to permitting activities – a result of the increase in workload associated with the recovering economy and increases in development within the County.

The significant changes that have been implemented to date in enhancing and improving customer service, responsiveness, and timeliness of services in the permitting area position the County well to be in a position to potentially provide services to new communities that incorporate within the County on a contractual basis. Had these improvements not occurred, the perception of poor performance by the County related to permitting activities would likely have prevented this from being a viable option.

While we will not duplicate the extensive staffing recommendations and changes that were addressed in the permitting study, we do note that there are still several vacant positions and changes in staffing allocations that remain to be implemented. Several key managerial positions within the Building Fund, the implementation of certified Permit Technicians, and dedicated cashiers should all remain a high priority for implementation by the County.

In evaluating the other areas not addressed in the prior study, specifically planning and zoning functions and code compliance, the staffing allocations appear

reasonable and consistent with known workloads. Especially in the Code Compliance Division, extensive reorganization there has led to an increase in twelve staff positions since 2013 to an existing complement of 35 Inspectors.

Recommendation: No changes to base staffing levels within the Planning and Sustainability Department are recommended.

2. ANALYSIS OF MANAGEMENT AND OPERATIONS.

This section provides an assessment of the overall management processes and systems which could be enhanced to improve operations. As previously noted, the entire permitting function was recently reviewed with extensive recommendations developed and the County is in the process of implementation the majority of these recommendations. Additionally, as noted, the Department is in the process of making substantial modifications to the approach utilized for Code Compliance by cross-training inspectors to handle multiple code enforcement functions, and to increase staff allocations.

(1) The Department Should Track Workload and Performance Metrics and Publish a Quarterly Report on Them.

The Department, as a whole, should adopt key performance metrics that will enable it to make critical decisions regarding where to allocate resources and how to prioritize workload when volumes exceed staff availability. In order to quantify their effectiveness, the Department should commit to tracking a number of workload metrics and performance metrics. For some of the metrics, the Department should set a benchmark of effectiveness against which to measure its performance.

The following metrics would provide a clear picture of the Code Compliance Division's effectiveness:

Workload Metrics
Metric: Percent of cases that are proactive Current Performance: Should show existing performance level Recommended Benchmark: No recommended benchmark – will vary based on number of reactive cases. Proactive cases are officer initiated or the result of sweeps.
Metric: Number of cases opened per month Current Figure: 100 per inspector Recommended Benchmark: No recommended benchmark but this metric services a trailing indicator of officer performance that can be utilized to identify staff to be more proactive.
Metric: Number of inspections per day Current Figure: Unknown Benchmark: 12 to 15 per inspector
Metric: Number of cases closed per month Current Figure: Unknown Recommended Benchmark: 95% of active caseload should be closed each month.
Performance Metrics
Metric: Percent of initial responses to complaints that occur within 24 hours of receiving the complaint Current Figure: Unknown Recommended Benchmark: 80% (this measure must be adjusted based upon actual achievable workload levels).
Metric: Percent of cases resolved by voluntary compliance Current Figure: 98% Recommended Benchmark: 95%
Metric: Median time to resolution for cases resolved by voluntary compliance Current Figure: Unknown Recommended Benchmark: 20 days
Metric: Average time to resolution for cases resolved by judicial action Current Figure: Unknown Recommended Benchmark: 90 days
Metric: Average age of open caseload Current Figure: Unknown Benchmark: 50 days

In addition to tracking workload and performance metrics, the Division should publish quarterly reports on their webpage and to the Board of Commissioners. These reports should provide a snapshot of the Division's performance over the quarter in terms of the workload and performance metrics, any necessary analysis or clarification, and a picture of the trends in those metrics over the course of three years. A sample of

how this report might look is shown in the following table.

	Performance Target	2014				2015			
		Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
Workload Metrics									
1. Percent of cases that are proactive:	No target								
2. Number of cases opened per month:	100								
3. Number of inspections per day for each inspector:	15								
4. Number of cases closed per month:	100								
Performance Metrics									
6. Percent of Complaints with first inspection in 24 hours	80%								
7. Average time for resolution – voluntary compliance	20 days								
8. Percent of cases resolved by voluntary compliance:	95.00%								
9. Average time for resolution – judicial Action	90 days								
10. Average age of open caseload:	50 days								

Developing, monitoring and utilizing this performance report will provide greater management oversight of the code enforcement process and enable the Division to demonstrate its performance to key stakeholders.

Similarly, performance metrics for all other functions of the Department should be adopted. While extensive performance metrics were developed as part of Service Level Agreement standards for the permitting functions, the following should also be considered. Additionally, sample standards for other functions are included.

Measure	Target
Permitting Function	
Percent of Plan Reviews Completed with First Review Service Level Agreement Target (reported for each unique permit type)	100%
Percent of Resubmittal Plan Reviews Completed with SLA Target (reported for each unique permit type)	100%
Percent of Plans Submitted with more than 3 resubmittals	<25%
Percent of Plans Submitted Electronically	No target but should be tracked.
Planning Functions	
Percentage of Variances Granted	No target but tracked to identify potential code adjustments needed.
Average Days from application to decision on variances	<90 days
Number of special plans (i.e. – neighborhood plans) conducted annually	No target
Business Licensing Functions	
Percentage of Business License Renewals Completed Prior to Expiration	>95%
Percentage of Online Renewals	No target until functionality available

Recommendation:

The Department should continue to track key workload measures and implement specific performance metrics.

The Division should publish a quarterly report on those metrics on their webpage and to the Board of Commissioners.

(2) The Code Compliance Division Should Enhance and Increase Neighborhood-Specific Code Enforcement Sweeps.

The use of neighborhood-specific code compliance sweeps is recognized as a very effective approach to code enforcement that can have a much greater impact on compliance and neighborhood quality than simply addressing individual complaints.

This practice has proven effective throughout many counties in enabling staff to effectuate a noticeable impact on the condition of neighborhoods by focusing staff efforts in high-need areas and enforcing compliance where violations are most frequent. The Division should utilize existing information and data from complaints to map the number and type of cases typically addressed to determine neighborhoods where code enforcement sweeps are needed. These “hot spots” will appear on maps as concentrated areas of complaints or violations and more critical types of cases should be given greater weight than less critical issues. The Division should identify the hot spots in the County and develop a plan to systematically address these areas. This should be an ongoing effort, so resources are continually focused on the areas of greatest need within the County as a priority for the Division.

Recommendation: The Division should formalize a code enforcement sweep program by establishing regular intervals for sweeps and increasing the utilization of workload and performance metric data analysis to determine areas of highest need.

(3) The Code Compliance Division Should Utilize Complaint Prioritization to Manage Workloads.

A priority should be assigned to complaints based upon the seriousness of the reported violation. The most serious violations should be assigned a higher priority and receive an initial inspection in a shorter period of time than those receiving a lower priority. Given current work volumes, it is critical that resources are utilized to address the most critical issues first and that the public understand the criteria utilized for making call prioritization.

The following sample priority rating is one approach for rating complaints received:

Priority Code Level	Description	Calendar Days to Initial Inspection
Priority 1	Emergency, or "In the Act" Status Examples: Dangerous buildings, life safety issues, dangerous utility connections	1
Priority 2	Most Important in Normal Course Examples: Substandard Housing, especially interior violations (owner-occupied or rental)	3
Priority 3	Important But Not a Life Safety Concern Examples: Abandoned vehicles, Exterior Housing Violations	4
Priority 4	Lowest Priority Signs, Litter, Weeds, Graffiti, etc.	5

Along with the implementation of a priority rating system, the staff should monitor actual performance against the priority ratings assigned. The actual time standards can be further modified to meet the County's needs, but an established time period – based upon severity of the complaint – should be adopted. A report should be generated from the computerized code enforcement software that shows actual performance by type of violation and by staff member in conducting initial inspections against the established targets for initial inspection. The reports should be broken out by priority with reporting actual performance to the planned target for each priority.

Recommendation: Implement a priority system based upon the seriousness of the alleged condition. In no case, should the initial inspection time period be greater than 5 business days from date of receipt of the complaint.

Recommendation: Develop monthly reports that indicate the average elapsed days from the date of the initial filing of the complaint until the first site visit by a Code Compliance Division by priority rating and by individual Code Compliance Officer.

Recommendation: A summary report should be developed that shows the Division's overall performance for the prior month in meeting the initial inspection targets for each of the priority ratings.

(4) The Code Compliance Division Should Place a Stronger Emphasis on Education and Treating the Community as a Partner.

Education and outreach should be a cornerstone of a proactive and reactive Code Compliance Program. To that end, substantial efforts should be made to provide the necessary information and assistance to the community so that they understand the requirements of the County's codes relative to housing, premise maintenance, and weeds and litter. While the Code Compliance Division does perform some outreach efforts to the community to educate citizens about compliance issues, a more concentrated and focused effort should be undertaken.

Critical components of this effort should include information on the County's website that explains in plain English (rather than in ordinance or legal language) what is expected from citizens relative to property and premise maintenance. Examples of violations should be utilized that explain why the situation is in violation of the County's codes and what action is necessary for the citizen to bring the property into compliance.

As part of this effort, the Department should also develop a resource manual that provides information to the public regarding community and County resources that are available to assist those individuals who are unable financially to make the necessary changes to bring their property into compliance. In essence, the County would act as a clearinghouse for information regarding non-County services and agencies that could assist citizens in maintaining and upgrading their properties. The County should also clearly identify the amount and uses of any CDBG funds that will be targeted for property maintenance and whether these funds will be provided through grants or loan

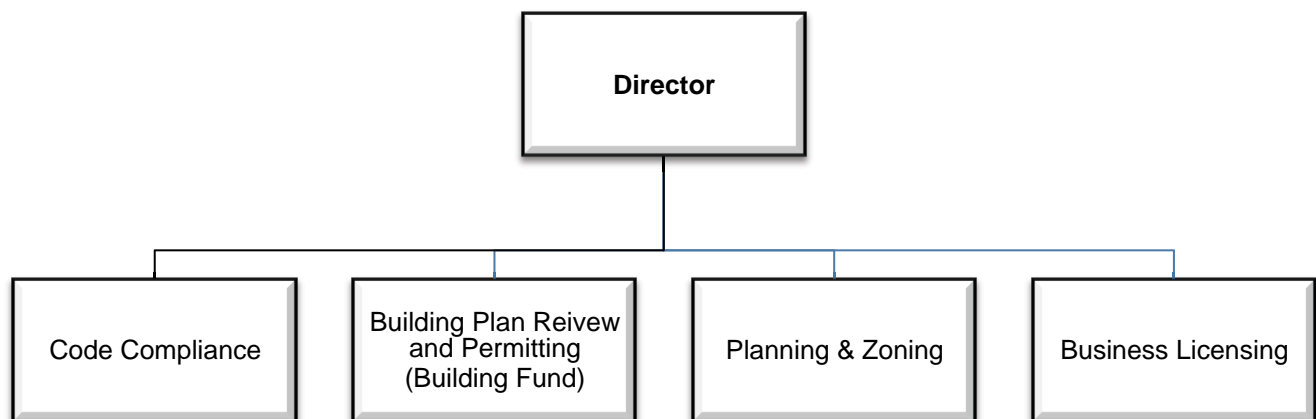
programs for qualifying low-income residents.

The County should publish this information on the website and develop a brochure outlining the programs available in the community. This brochure should be accessible on the County's website, as well as, provided, as needed, at the time the notice of violation is issued.

Recommendation: As part of the education effort, the Code Compliance Division should develop and implement a community outreach program that provides information, in easily understood language, regarding how to comply with the County's ordinances relative to property maintenance, and provide information regarding community resources available to those in financial need.

3. ANALYSIS OF THE ORGANIZATIONAL STRUCTURE.

The following organizational chart shows the functional responsibilities undertaken by the Planning and Sustainability Department.



This current structure has evolved significantly over the last eighteen months as significant changes were implemented to incorporate land development and business

licensing into the overall permitting function for efficiency and oversight by a single Director. This resulted in these two units moving into the Planning and Sustainability Department from other County Departments. These changes have substantially changed the organization for the better and the project team is not recommending any changes to the overall organizational structure at this time.

Notwithstanding this, it is important to note that dependent upon future actions, there are opportunities to consider the outsourcing of selected functions – such as permitting and business licensing. These are not recommended this time given the intense effort, money and staff time that have been invested in significantly improving these operations. If the County continues on the path it is on with regard to enhancing customer service and improving efficiency of these operations, it will be possible for the County to be a viable contender to contract to provide these services to new towns or cities that incorporate within the County – a consideration that would have been unthinkable only a short time ago.

However, if economic conditions were to change significantly, it is important to at least acknowledge, that these are viable candidates for the consideration of alternative service delivery models – including full outsourcing of permitting and business licensing functions.

There is one organizational structure change that is recommended. Currently, there are two divisions within the general planning area. It is recommended that these be placed under a single Division Director to ensure a more consistent approach and to streamline the organization. This change will not reduce the total position headcount in the planning area – but rather than have two managers over the planning functions

(long-range and zoning), there would be one with two units under the position. The net impact cost of this change should be minimal. It is estimated that the impact will be less than \$10,000 annually.

Recommendation: No change in the organizational structure is recommended for the Planning and Sustainability Department other than the reorganization of Planning to have a single Manager over both long-range planning and zoning.