Review of the Operations of Bay Village, Ohio

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ABSTRACT:  This report describes the outcomes of an operations review of the City of Bay Village. The results suggest that the city has maintained a high level of service to its residents and businesses. While the city has mitigated many of the challenges resulting from the nation’s longest recession, there are also a number of areas in need of improvement that were noted during the operations review process. The greatest of these is technology.

Key Words:  assessment of municipal operations, Bay Village Ohio, benchmark, benchmarking, operations review, performance measures
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EXECUTIVE SUMMARY

An operations review of the City of Bay Village revealed that the city has maintained a high level of service to its residents and businesses. The city has mitigated many of the challenges resulting from the nation’s longest recession, while continuing to maintain a high level of satisfaction among its constituents.

Operations Review

Kudos

The outcomes of the operations review identified many areas in which the city is doing well. The administration has clearly communicated its priorities to be public safety and emergencies. This is evident as staff mobilizes to deal with storms and other emergency events.

There are numerous positive aspects of the city’s internal and external communications. It has several mechanisms for informing citizens including email blasts, a newsletter, and website. The website is undergoing a major renovation so that it can better assist citizens and businesses by providing commonly-needed information and forms. In addition, interviews with city employees revealed numerous examples of how the departments cooperate and share information that is relevant to each other.

Many of the city’s employees and members of the administration are progressive in their approach to providing service. Some use technology to improve their efficiency and effectiveness at work. Others are part of regional networks that keep them abreast of what is being done in other communities. The city has also been involved in consolidated fire dispatch and is looking at the possibility of regionalized fire and emergency medical service (EMS).

Challenges

There are also a number of areas in need of improvement that were noted during the review process. The area identified as having the greatest impact on productivity and quality of work is the use and availability of technology. Technology improvements (availability and training) will enhance job performance and the ability of departments to function more effectively. Technological improvements can also improve accountability.
for use of resources and enhance the ability of staff to identify and respond to citizen needs more quickly. There are a number of departments that currently utilize manual systems to document work (e.g., paper forms). The information on the paper forms is then entered by clerical staff into a software program. These departments would benefit from software packages that would improve their productivity, accountability, and access to information, while reducing the need for storage of paper files. Some of the existing software programs are not linked, so some data is not easily accessible to employees outside of that department. This also inhibits employees’ ability to have a comprehensive view of work that has been done or is being done by other departments. Inadequate technology also inhibits the ability of the city to measure the efficiency or effectiveness of resources (staff and equipment) being utilized to provide city services.

While some aspects of the city’s communications program are commendable, some employees feel disconnected, uninformed, and underappreciated. This sentiment applies to their relationships with their immediate supervisors, the administration, and council. This has contributed to a decline in morale in some departments and may result in lower productivity.

Rather than using benchmarks or performance measures, most departments and employees use citizen feedback as a benchmark for performance. A lack of criticism or complaints is viewed as the primary mechanism for determining that the department is doing a good job.

The city does not currently employ a capital planning process for evaluating and prioritizing capital equipment needs or purchases. While the PM is not suggesting that lack of this process has resulted in improper or inefficient use of taxpayer dollars, this type of process can ensure a fair and equitable method for evaluating capital purchases and a process in which capital purchases are aligned with the priorities of the city.

**Recommendations**

While there are four critical areas addressed in the recommendations, this report provides a total of 37 recommendations provided in the section Observations, Recommendations, and Commendations. Overall recommendations include addressing the technology needs of the city. The city should conduct an assessment of technology needs across the city or hire a consultant to do so. This assessment should identify technology solutions and provide a long- and short-term strategy with priorities for technology purchases.

To ensure capital purchases are in line with the values and priorities of the city, the city should establish a capital improvement planning process that is used to evaluate and
rank proposed capital purchases based on how these purchases align with the city’s mission, goals, priorities, and legal obligations.

While citizen compliments or complaints are one way to measure how citizens feel about city services, the city should establish some type of benchmarks for all departments. This would help the city identify areas of declining or improved performance, under or overstaffing, and areas in need of investment. Once the website is operational, the city should set up an ongoing survey that will provide citizens with the opportunity to provide feedback. Where data were available, this report provides some comparisons of the Bay Village performance to other communities. It also provides at least 52 sample benchmarks that should be reviewed by the city to determine which might be appropriate to establish as performance measures for each department. Comparisons are located in the Profiles section of the report; benchmarks are in the Sample Benchmarks section.

Finally, to address internal communications and morale issues, the city should consider making summaries of key points of directors meetings available to staff, reinstituting regular all-staff meetings, and ensuring employees are given positive feedback for a job well done.
INTRODUCTION

The City of Bay Village engaged the Center for Public Management to design and conduct a review of its operations, including its systems and functions. The purpose of the review is to determine whether there are more efficient and effective ways of operating and to make recommendations for streamlining operations. Sample benchmarks are also provided for each city department or division. These can help the city assess productivity and efficient use of resources in the future. This review provides information that will enable Bay Village leadership to make strategic decisions about the city and its portfolio of activities and services.

Bay Village, Ohio was incorporated in 1908 and adopted its first charter in April 1949. The city is located approximately 15 miles west of Cleveland and is bordered on the north by Lake Erie, on the west by Avon Lake and Lorain County, in the east by Rocky River, and the south by Westlake. Bay Village is a primarily residential suburb encompassing 4.63 square miles and comprising a population of 15,651 (U.S. Census Bureau, 2010). The city provides local government services through eight departments or divisions.

The charter provides for a Mayor-Council form of government, where the mayor is elected for a four-year term. Four ward council members are elected to two-year terms; two at-large council members and the council president are elected to four-year terms. The department directors are appointed by the mayor. The city departments and agencies provide police and fire protection, street maintenance, social services, recreation services, planning and zoning, and administrative support as well as maintain parks, a sewage system, and other city facilities. While the city provides for pickup of trash and recyclables, the city contracts with an outside provider for this service. The mayor oversees the department directors (See Figure 1).

Figure 1: Organizational Structure of the City of Bay Village
This report is divided into three critical sections: (1) Profiles; (2) Observations, Recommendations, and Commendations; and (3) Sample Benchmarks. The Profile section serves as the basis for the analysis. For comparison purposes, each profile begins with a general overview of the typical functions of similar types of municipal departments. This overview is followed by a description of the functions of Bay Village’s department and the general roles of the employees within that department. It also provides benchmarks or comparisons for the Bay Village departments that provided this type of data. The Observations, Recommendations, and Commendations section identifies observations made during the course of the operations review. Based on these observations, the PM developed a series of recommendations identifying areas where the city may yield greater efficiencies or levels of effectiveness and commendations for laudable practices. The Sample Benchmarks section provides a context for the benchmarks as well as examples of benchmarks and an explanation of how to use them.
DEMOGRAPHIC AND ECONOMIC CHARACTERISTICS

This section describes the demographic characteristics of Bay Village, focusing on changes the city experienced between 2000 and 2010. Data are from the U.S. Census Bureau’s 2000 and 2010 Source File (SF) decennial datasets and from the 2005-2009 American Community Survey unless otherwise noted.

Population

Like the majority (63.2%) of cities in Cuyahoga County, the population of Bay Village has decreased over the last decade. In 2010, the city’s population was 15,651, reflecting a slight decrease of 2.7% (436 persons) from its population in 2000.

As a whole, the city experienced relatively minor changes in the age of its population over the past decade. As shown in Figure 2, in 2010, the median age was 41.5 years (a small increase from 41.1 years in 2000) and 15% of the city’s population was 65 years and older (an increase of 0.6% from 2000). Twenty-eight percent of the city’s population was under 18 years of age in 2010, representing an increase of 2% in that time period.

More detailed comparisons of 2000 and 2010 population by five-year age groupings revealed that population age 30 to 54 contained the largest decreases in population, a change ranging from 97 to 269 persons per group (Figure 2). Three age groups between 55 and 69 contained the largest increases, ranging from 139 to 397 persons per group.

To provide the city with a sense of what the population might look like in five years, the PM made simplistic assumptions to estimate the population for 2015: persons in each range were aged five years and placed in the appropriate age range (Figure 2). In the 2015 estimate, the population increases in all groups age 55 years and older. In 2010, the population 55 years and older represents 31% of the total population for Bay Village.
Figure 2: Population by Age, 2000 and 2010 with 2015 Estimate
Source: 2000 and 2010 SF1 data, U.S. Census Bureau
Education

Data from 2005 and 2009 indicate that nearly all Bay Village residents (97%) age 25 years and older had at least a high school diploma, while more than half (57%) earned a bachelor’s degree or higher (Figure 3).

![Educational Attainment, 2005-2009](image)

**Figure 3: Educational Attainment, 2005-2009**

Source: 2005-2009 American Community Survey, U.S. Census Bureau

Housing

There are 5,670 homeowners and 528 renters in Bay Village. The vast majority (95%) of the city’s 6,434 housing units are single family units. About 5% (328) are multifamily units, which include two-family units, condominiums, and apartments (Cuyahoga County Auditor, late 2010). The city experienced a housing boom from 1950 to 1959. The 50 years that followed reflect a steady decline in structures built, with the most significant decreases experienced over the past six years (Figure 4).
Geographic patterns for the ranges of year built are evenly distributed throughout the city. Some of the most recent structures built, 1980 to present, are located along Lake Road, which affords these property owners views of Lake Erie (Figure 5). In the map legend, the numbers in parenthesis represent the number of structures built within the specific time period. Almost half of the structures built were constructed between 1940 and 1959.

Currently, the city has a relatively small number, 238 (3.7%), of vacant housing units. There have been 40 foreclosure filings for 2011 (as of August 31, 2011) and 73 foreclosure filings for 2010 (Case Western Reserve University, 2011).
Employment

The number of establishments (businesses) has held steady from 2000 to 2010, ranging from 240 to 230 (Table 1). During this same time period, these establishments have employed between 1,919 and 2,067 persons. Annualized wages in 2010 dollars rose from 61,732 in 2001 to 67,725 in 2006, and decreased to 61,582 after the 2008 economic recession.

Table 1: Establishments, Employment, and Wages, 2000-2010

<table>
<thead>
<tr>
<th>Year</th>
<th>Number of Establishments</th>
<th>Employment</th>
<th>Wages</th>
<th>Annualized Wages</th>
<th>Average Pay</th>
<th>Annualize Wages in 2010 Dollars</th>
<th>Average Pay in 2010 Dollars</th>
</tr>
</thead>
<tbody>
<tr>
<td>2000</td>
<td>240</td>
<td>2,063</td>
<td>12,992,945</td>
<td>51,971,779</td>
<td>25,194</td>
<td>63,352,204</td>
<td>30,710</td>
</tr>
<tr>
<td>2001</td>
<td>236</td>
<td>2,067</td>
<td>13,058,546</td>
<td>52,234,185</td>
<td>25,267</td>
<td>61,732,943</td>
<td>29,862</td>
</tr>
<tr>
<td>2002</td>
<td>232</td>
<td>1,956</td>
<td>13,392,220</td>
<td>53,568,881</td>
<td>27,393</td>
<td>63,194,635</td>
<td>32,316</td>
</tr>
<tr>
<td>2003</td>
<td>232</td>
<td>1,919</td>
<td>13,856,966</td>
<td>55,427,864</td>
<td>28,890</td>
<td>64,359,880</td>
<td>33,546</td>
</tr>
<tr>
<td>2004</td>
<td>231</td>
<td>1,927</td>
<td>14,595,209</td>
<td>57,980,837</td>
<td>30,089</td>
<td>65,326,301</td>
<td>33,901</td>
</tr>
<tr>
<td>2005</td>
<td>234</td>
<td>1,927</td>
<td>14,711,416</td>
<td>58,845,664</td>
<td>30,534</td>
<td>64,103,822</td>
<td>33,263</td>
</tr>
<tr>
<td>2006</td>
<td>235</td>
<td>1,961</td>
<td>15,831,213</td>
<td>63,324,851</td>
<td>32,291</td>
<td>67,725,834</td>
<td>34,535</td>
</tr>
<tr>
<td>2007</td>
<td>244</td>
<td>1,948</td>
<td>16,114,369</td>
<td>64,457,477</td>
<td>33,093</td>
<td>67,341,443</td>
<td>34,574</td>
</tr>
<tr>
<td>2008</td>
<td>239</td>
<td>1,978</td>
<td>16,441,691</td>
<td>65,766,764</td>
<td>33,249</td>
<td>66,191,673</td>
<td>33,464</td>
</tr>
<tr>
<td>2009</td>
<td>235</td>
<td>1,949</td>
<td>16,230,949</td>
<td>64,923,796</td>
<td>33,317</td>
<td>66,249,392</td>
<td>33,997</td>
</tr>
<tr>
<td>2010</td>
<td>230</td>
<td>1,922</td>
<td>15,395,448</td>
<td>61,581,792</td>
<td>32,040</td>
<td>61,581,792</td>
<td>32,040</td>
</tr>
</tbody>
</table>

Source: Ohio Quarterly Census of Employment and Wages (QCEW or ES202)
METHODOLOGY

This study follows elements of the approach to operations reviews described in *Operational Review: Maximum Results at Efficient Costs* (Reider, 2002) and process improvement methodology. The review is based on primary and secondary research including observations made during the course of the interviews with Bay Village employees and elected officials, site visits, data provided by the city, and other sources noted throughout the report (e.g., Census). To enhance the review of operations, the PM incorporated comparisons to peer communities (primarily Seven Hills Fairview Park) developed by the Auditor of the State of Ohio in a performance audit of the City of Seven Hills.

In July 2011, the PM conducted interviews of department directors and staff members selected by the directors. The purpose of the interviews was to find out about the functions(s), operations, and expectations of each department or function. The questions were designed to help the PM get a sense of departmental and individual roles, relationships and interaction between departments, how the department and staffing has changed over time, how priorities are set and communicated, and how work is evaluated or assessed. Appendices C and D include the protocol used to guide the interview and the data request provided to the city.

In addition, the PM examined Bay Village's charter and aspects of the Ohio Revised Code to determine requirements imposed upon city departments or positions.

While the PM acknowledges that changes occurred in the city subsequent to the issuance of the draft report dated December 2011, this report is based on staffing and structure within the city as it existed during the data collection period (June 2011 through September 2011).
PROFILES

In order to assess the operations of the city, the PM needed to gain an understanding of the roles, processes, and procedures of the departments and divisions as well as best practices or benchmarks applicable to each area. Profiles were developed based on materials provided by the city of Bay Village as well as interviews conducted by the PM project team. While the PM acknowledges that changes occurred in the city subsequent to the issuance of the draft report dated December 2011, this report is based on staffing and structure within the city as it existed during the data collection period (July 2011 through September 2011).

Each profile begins with a general overview of the typical functions of similar types of municipal departments. This is provided for comparison purposes to identify whether the functions served by Bay Village’s departments fall within the realm of those provided by similar departments. This overview is followed by a description of the functions of Bay Village’s department, the general roles of the employees within that department, and benchmark data or comparisons for the Bay Village departments that provided this type of data. It is important to note that the descriptions of employee roles are not exhaustive, but condensed to capture the most critical parts of their jobs. In cases where departments did not provide numerical data to serve as benchmarks, sample benchmarks are provided in the report section titled Sample Benchmarks. The Benchmarking section also discusses the importance of benchmarking.

Building, Engineering, and Inspection Department

Building departments issue permits for new construction or alterations to existing buildings, and inspect work performed under those permits for compliance with building codes. Permits are issued for building, electrical, plumbing, and mechanical (including heating and cooling systems) work. Included in the process is review of relevant plans and specifications. Generally, compliance with zoning regulations, fire codes, historic district regulations, and environmental regulations are outside the responsibility of building departments (North Carolina Local Government Performance Measurement Project, 2011, p. 230).

Because Bay Village is a mature community, it has little land for new development. Consequently, most of the building department activity is a result of home or small business remodeling.

As discussed in Chapter 1301 of the Bay Village ordinances, the principal duty of the
director of the Department of Building, Engineering, and Inspection is to enforce both the building code and the zoning code in the city. The director of the Building, Engineering, and Inspection Department (building department) oversees the enforcement of state and local building codes, and oversees or handles review and enforcement of zoning codes and property maintenance complaints. The director ensures thorough review of construction plans before the issuance of building permits and the inspection of work performed under permits for compliance with the building code. Total full-time equivalents (FTEs\(^1\)) for the department is 5.875.

The director confirms that appropriate property records are maintained and that the department sends all necessary communications to property owners. The director ensures that all personnel are adequately trained and certified for their responsibilities, that they are aware of changes in building codes, and that the department maintains certification from the state.

The director also is responsible for educating the public about building safety issues and the permitting process. The director represents the department at city council meetings, as well as at meetings of the Planning Commission and the Board of Zoning Appeals. The position is full time and reports to the mayor. The position is currently vacant due to the retirement of the previous director.

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\(^1\) A full–time equivalent is calculated by taking the total number of hours worked per year by all employees and dividing it by 2,080 hours (the number of hours typically worked by full-time employees). This enables employment comparisons to be drawn against prior years, as well as to other entities by standardizing the number of hours worked to 40 per week. Since the standard for Bay Village’s directors is 40 hours per week, this is the basis for an FTE calculation.
In addition to the director, the department has a building inspector, two residential inspectors, a property maintenance complaint inspector, an assistant, and a secretary. The overall department structure is shown in Figure 6.

The building inspector reviews construction plans, reviews permit applications, and inspects permitted construction work at appropriate points to ensure compliance with state and local building and zoning codes. Most review of commercial construction is handled by the building inspector. The position is full time (35 hours per week, or 0.875 FTE) and reports to the building department director.

The residential inspectors also review construction plans, review permit applications, and inspect construction work for code compliance. Their work is focused on residential properties, although not exclusively. The inspectors are full time (35 hours per week, or 0.875 FTE) and report to the building department director.

The property maintenance complaint inspector performs interior and exterior property maintenance inspections in response to complaints. The inspector also enforces commercial sign regulations. The inspector is part time (18 to 20 hours per week, approximately 0.5 FTE) and reports to the director.

The state certifies municipal building departments as well as individual employees. Ohio
has two distinct building codes for residential and nonresidential construction. This distinction holds for certifications of building departments, building officials, and inspectors. While the city currently has a certified residential building official on staff, a certified building official has a different set of requirements to attain and renew certification than a certified residential building official. Bay Village’s inspectors are responsible for maintaining their certifications from the state, as well as keeping current with evolving building codes and standards. As of January 31, 2011, the Bay Village Building Department was recognized by the state as a certified building department (Ohio Department of Commerce, 2011, p. 2). A certified building department must have a certified building official on staff to maintain its certification, or replace an outgoing certified building official within 120 days (Ohio Department of Commerce, 2010).

The assistant to the director (assistant) enters permit information in the Integrated Code Enforcement System (ICES) program, and retrieves information from the program as needed. The assistant schedules inspections for the inspectors, and assembles data and prepares reports to the state board of building standards. The assistant also prepares yearly and monthly reports on the department’s work and handles licensing and inspection scheduling for over 200 rental properties in the city. The assistant is responsible for department web content, records retention, and purchase orders. The assistant also fields incoming calls and handles correspondence for the director and inspectors, and provides property owners and contractors information on inspections and fees. The position is 35 hours per week (0.875 FTE) and reports to the director.

There is also a secretary assigned to the department (at 35 hours, 0.875 FTE). This position reports to the department director.

City ordinance (1304.02) states that inspections be conducted within 24 hours (except on weekends) of a request for inspection or the contractor can go forward as though it has been inspected. This fact drives the prioritization of work in the department. Calls for inspection are distributed to inspectors by the assistant director, and logged on the inspectors’ work sheets. The department is also obligated to make monthly reports to the county on permits and inspections.

Benchmarking

The building department has data-gathering and reporting capabilities and responsibilities, through its use of the ICES program and in reporting on its activities to the state. This data is the basis for the department’s annual reports that provide a picture of the department’s activities.
In order to create effective evaluating measurements, the data should be standardized against full-time equivalent employees (FTEs), number of housing units, or population size. This would enable the department to compare its performance to its own in previous years or to other cities’ building departments. Examples with comparisons are provided below.

The following comparisons are based on data provided in a 2011 audit conducted by the Auditor of State of Ohio for Seven Hills Ohio (p. 4-47). In terms of staffing, Bay Village has fewer housing units per (inspector) FTE than Seven Hills and Fairview Park. This benchmark indicates that the staffing levels in Bay Village were higher relative to the number of housing units that need to be serviced. However, this benchmark does not take into account the level of activity, which is reflected in the count of inspections and permits. Bay Village’s building department fared better in terms of inspections conducted by the department relative to director and administrative assistant than Seven Hills and Fairview Park (p. 4-49). Bay Village’s building department had 3,281 inspections and permits per inspector and 1,640 per inspector FTE (p. 4-47). The inspections and permits per (inspector) FTE in 2009 were higher in Bay Village than Seven Hills and Fairview Park. Additional sample benchmarks for this department are provided in the section titled Sample Benchmarks.

Community Services

The work of social services or human services departments vary widely from city to city, depending on the city’s size, the capacity of the city government, and the needs of the city’s residents. Programs administered by these departments address the particular needs of the aged, youth, at-risk children and families, the unemployed, and people with intellectual challenges. Services offered can include consumer protection, tenant rights, employment assistance, housing assistance, daycare, and youth diversion programming (Ammons, 2001, p. 392-394; Banovetz, Dolan, & Swain, 1994, Chapter 8).

According to Bay Village’s codified ordinances (§140.02, 1991), the Department of Community Services is responsible for assisting older persons, those with disabilities, and others in need. The assistance comes in the form of social services, and guidance

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2 A full–time equivalent is calculated by taking the total number of hours worked per year by all employees and dividing it by 2,080 hours (the number of hours typically worked by full-time employees). This enables employment comparisons to be drawn against prior years, as well as to other entities by standardizing the number of hours worked to 40 per week. Since the standard for Bay Village’s directors is 40 hours per week, this is the basis for an FTE calculation.
on employment, nutrition, transportation, and health issues. The department also helps low-income residents, and provides youth and family services. The department is to develop these programs both internally and in partnership with other agencies and volunteers.

The department works closely with its Advisory Board to develop programs and activities (Bay Village, Ohio Code §140.04, 1991) and is responsible for the administration of the Dwyer Memorial Fund, which provides small amounts of money to residents in emergency situations. Administration of the Dwyer Memorial Senior Center is also provided by this department (Bay Village, Ohio Code §140.05, 1986; §937.02-937.03, 1996).

The Meals on Wheels program, transportation services, the Community Care Monitor (which contacts participants daily via phone), and a variety of activities (movie showings, exercise and dance classes, games, and hobbies) for senior citizens in Bay Village are provided by the Community Services Department. Among its many tasks, staff also produces a monthly newsletter for senior citizens. To assist older residents, the department provides information on low-cost handyman services and volunteer leaf-raking services, and services offered by other agencies, such as the Home Energy Assistance Program, food stamps, and Medicare Part D. The department also provides opportunities for youths to complete court-ordered community service and locates volunteers to supervise that service. The department loans equipment such as crutches, walkers, tub seats, and wheelchairs to residents that are temporarily immobilized.

Much of the department’s work, including delivery of meals and the activities for senior citizens, is accomplished through the use of volunteers, contracted instructors, and partnerships with other agencies. According to the director, coordinating these services in a way that ensures the needs of the residents are being met requires a considerable amount of time.

The department consists of 10 employees (See Figure 7). The director and assistant to the director are full time; the transportation coordinator, senior center manager, and drivers are part time.

In addition to overseeing the programs discussed above, the director of the Department of Community Services is the city’s sole social worker. The director conducts outreach and site visits, and provides information and referrals to appropriate services. The director also manages programs providing emergency assistance to residents, such as Adopt-A-Family and Feed-A-Family. The director works closely with the Advisory Board to establish the department’s goals and priorities. The position is full time and reports to the mayor.
The assistant to the director coordinates the Meals on Wheels program, publishes the newsletter for senior citizens, and coordinates the adaptive equipment loan program. The assistant also acts as an office manager and receptionist in the department, teaches classes at the Senior Center, and oversees the movie showings at the center. The position is full time (35 hours) and reports to the director.

The transportation coordinator oversees the department’s senior transportation services, including supervising the part-time van drivers. The position handles Meals on Wheels program when the assistant to the director is out of the office. The position is part time (20 hours) and reports to the director.

The senior center manager coordinates the programs offered in that building, including the various classes and activities. The position locates volunteers and contracted instructors to ensure a range of programming for senior citizens, and supervises the day-to-day operations of the building. The position is part time (20 hours) and reports to the director.

There are six part-time van drivers in the department who provide transportation to Bay area senior citizens. The drivers work 16 hours per week and report to the transportation coordinator.

The department contracts with instructors for many dance, exercise, and learning classes. These classes generated enough revenue to cover their direct costs in 2010, plus an additional $3,667.
Benchmarking

This department already gathers data on the use of its services in the community. In 2010, the department delivered 6,816 meals on wheels, provided 8,289 van trips, and garnered 1,375 volunteer hours in 2010. To begin benchmarking, some of this data could be standardized against staffing levels (per FTE) in order to show how the department adapts to budgetary constraints and changes in staffing. This standardization will enable a comparison to other cities or internal comparisons from year-to-year. Examples of benchmarks for this department are provided in the section titled Sample Benchmarks.

City Council and Clerk of Council

City councils are the legislative bodies of city governments, enacting ordinances to respond to the needs of the city and its constituents, approving certain actions of the executive, and reviewing and approving annual city budgets.

Council clerks are generally responsible for the maintenance of official records relating to the work of council and its various committees. Clerks prepare and distribute council meeting minutes, provide council members with agendas and background information for upcoming meetings, and maintain and provide access to council records (Ammons, 2001, p. 44-45).

In Bay Village, the council is defined by Article II of the city charter (1989) and Chapter 111 of the codified ordinances (1957). Council consists of seven elected members. Four are elected from each of the city’s four wards and two are elected as at-large members. Candidates specifically run for the seventh position of council president. Like the at-large council positions, this office is voted on by the entire city and is elected to serve four-year terms. Those representing individual wards serve two-year terms.

According to Bay Village’s charter, if the mayor is away or unable to fulfill the responsibilities of the office, the president of council becomes acting mayor (§ 2.6, 1949, § 3.8, 1973). If the president declines, the mayor can have a department director serve as acting mayor. The president of council also makes all committee assignments for council, serves as an ex officio member of all committees and commissions, and determines the agenda for council meetings.

The council members represent the interests of their constituents in council matters. They also channel information between constituents and the city, helping to resolve
citizen complaints, direct concerns to the appropriate department, or answer questions about city work.

Council meets on the first and third Mondays of every month.

The responsibilities of the clerk of council are detailed in the charter (Sect. 2.8, 1982) and in the codified ordinances (§ 111.03, 1957; § 113.01, 2003; § 113.02, 1961). The primary responsibilities of the clerk are to maintain the records of the council. The clerk prepares minutes of council meetings within one week of the meeting and provides access to those meetings, posts and publishes legal notices and legislation under consideration by council, and prepares and distributes a legislative packet detailing the business of the next council meeting. The clerk also provides notice to property owners if their property might be impacted by legislation under consideration by council. The clerk also takes minutes and keeps records for council committees.

The council clerk serves as secretary to the Civil Service Commission, and clerk of the Architectural Board of Review, the Board of Zoning Appeals, and the Planning Commission. For the Civil Service Commission, the clerk administers civil service examinations and prepares lists of those eligible for positions with the city, advertises open positions in the local newspaper, and processes applications.

In order to improve the efficiency of council, many business items are addressed by council only after a committee has done the preliminary information gathering and examination.
Benchmarking

Formal benchmark data were not provided by council or the council clerk. However, the clerk indicated that the timeframes laid out in city ordinance are met with regard to minutes being produced within one week of council meetings and legislative packets being distributed 48 hours before meetings (Bay Village OH Code 111.03, 1957). Other sample benchmarks for this department are provided in the section titled Sample Benchmarks. Bay Village Council should consider adopting its own benchmarks, such as percentage of ordinances and resolutions approved as emergency measures. This is an internal benchmark or goal that the council could establish as a way to avoid overuse of emergency measures.

Finance Department

Finance departments perform a wide range of fiscal responsibilities, usually including financial planning, coordinating the budget development process and generating the budget, monitoring the financial performance of departments, assessing the financial health of the city, forecasting revenue, and issuing debt (Ammons, 2001).

The Bay Village Finance Department has three full-time and four part-time employees. The finance director, assistant finance director, and payroll and benefits coordinator are full-time; the accounts payable coordinator and three receptionists are part-time. All department staff report to the finance director (See Figure 8).

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3 The city charter requires ordinances or resolutions to be read in three council meetings before being voted on, unless they are declared an emergency measure (§2.13, 2002; §2.14, 1962; §2.15, 1962). Section §2.15 of the charter defines an emergency measure as one needed for “the immediate preservation of the public peace, property, health or safety.” As an emergency measure, the proposed legislation would be adopted at the same council meeting in which it was originally proposed, thus allowing all three readings to be done at the same time.
Section 4.4 of Bay Village’s charter states that the director of finance is the chief fiscal officer and handles the duties and responsibilities assigned to treasurer’s and auditor’s in the Ohio Revised Code §705.08 and §705.09. As such, the finance director is responsible for collections and disbursements, and maintains the financial records of the city including taxes, assessments, assets and liabilities, and all appropriations made by the council. The director approves payroll, signs off that funds are available for purchase orders, and prepares and signs warrants and checks. The director helps prepare budgets and advises the mayor and council on the financial condition and needs of the city.

To accomplish these responsibilities, the finance director delegates many of the duties. The assistant finance director is responsible for coordinating audits, analyzing the budget, posting revenues, administering the information technology contract, and other duties assigned by the director of finance, as well as serving as the director in his or her absence. The payroll and benefits coordinator is responsible for administering employee health insurance, life and optional accident insurance, workers’ compensation, unemployment compensation, pension plans, and deferred compensation plans. This position also processes employee retirement, severance and payroll, and reviews paperwork (e.g., W-4s) with new employees. The accounts payable coordinator handles all aspects of accounts payable and processes approximately 4,000 checks annually. The receptionists perform various finance department duties such as processing quarterly sewer payments, entering purchase orders, and processing facility rent agreements and security deposits.

Tax, budgeting, and payables cycles usually determine priorities in the department. The internal tax budget process is completed every June and bond ordinances are prepared.
in July. Payables are processed and paid every Friday and the sewer bills are processed and delivered quarterly.

**Benchmarking**

There are typically two types of operating benchmarks used to assess financial functions. The first are financial indicators for the city; the second are benchmarks for the finance department itself. Financial indicators provide local governments with tools for trend analysis, useful for monitoring their financial condition and helping the community identify current or emerging fiscal problems. The companion report titled Broad Scan of the Financial Review discusses the outcomes of the review using these indicators.

The other type of indicator provides internal measurements that are compared to previous years’ performance or to those of comparable cities. Formal benchmark data were not provided for the Finance Department; however, data were obtained from a 2011 audit conducted by the Auditor of State of Ohio for Seven Hills Ohio. This audit indicated that the number of financial department employee FTEs in the city of Seven Hills to be 4.0 to 5.0; Fairview Park has 3.4. This equates to between 2,951 and 2,360 residents per FTE for Seven Hills and 4,949 residents per FTE for Fairview Park (Auditor of State of Ohio, 2011, p. 2-47). Bay Village has 3,112 residents per Finance Department FTE. Examples of benchmarks for this department are provided in the section titled Sample Benchmarks.

**Division of Fire**

Fire departments are typically responsible for fire suppression, hazardous materials protection, and rescue and emergency medical services (EMS). Many fire departments also are involved in fire prevention through community education, evaluation of fire suppression in buildings, and code enforcement (Banovetz, Dolan, & Swain, 1994, Chapter 11).

The responsibilities of the Bay Village Division of Fire are established in the city’s codified ordinances, Chapter 131. Required staffing positions and levels are detailed in the Bay Village Ohio Codified Ordinances §131.01 (2009), the duties and authorities of the division are in §131.04 (1978), and the hours to be worked are in §131.05 (1980). The duties include fire prevention and firefighting, operating the ambulance and paramedic unit, maintaining all department equipment, keeping records of emergency calls, inspecting and abating fire hazards, providing fire prevention educational
programs, and inspecting fire hydrants.

As detailed in the codified ordinances, the responsibilities of the Bureau of Fire Prevention in the Division of Fire include enforcement of laws relating to fire prevention, storage or use of flammable materials, fire alarm equipment, and relevant building codes. The bureau also is charged with the investigation of fires and conducting fire prevention programs (Bay Village Ohio Code §1701.05, 1985).

In Bay Village, the chief of the division of fire (fire chief) is responsible for administering the division of fire and supervising the division’s personnel. The position also maintains records and reports, develops and tracks budgets, and handles payroll and purchase orders. The chief maintains contact with relevant regional and state fire agencies. The chief also responds to fires and other emergencies to manage the department response. The position is full time; it reports to the safety director.

Figure 9 and as prescribed in the city’s codified ordinances §131.01 (2009), in addition to the chief, the department has three fire captains, three lieutenants, 19 firefighters, and a fire prevention and safety officer (27 FTE). According to a staffing comparison in a performance audit of Seven Hills (Auditor of State of Ohio, 2011), Bay Village is consistent in terms of the type of positions it has versus those of the Seven Hills Fire Department. Seven Hills has a part-time chief, part-time assistant chief, three captains, three lieutenants, and 19 firefighters (Auditor of State of Ohio, 2011).
Each fire captain is responsible for supervising a firehouse shift and assigning tasks to fire personnel. The captains respond to fires and other emergencies to oversee the department response. The captain supervises ongoing training of fire personnel and ensures compliance with relevant codes and standards. The captains have some record keeping responsibilities and assist in fire-cause and arson investigations, as needed. They also provide public education on fire prevention and safety, as well as technical assistance and information to city employees and the public. The positions are full time and report to the fire chief.

According to the fire chief, fire captains are the equivalent of a director and serve as shift commanders. The captains perform duties like directing the training program; reviewing revising, and adding to standard operating procedures (e.g., social media), and ensuring apparatus and equipment are maintained and replaced in accordance with an established schedule. Fire lieutenants are the equivalent of supervisors or managers. Lieutenants are charged with duties such as oversight of building and grounds maintenance (e.g., mowing the lawn, raking leaves, scrubbing showers), maintaining the heating HVAC system, and ordering supplies (e.g., paper products condiments, fuels, oils for chain saws). The lieutenants assume the role of the captain when the captain is unavailable. The positions are full time and report to the captains.
The firefighters’ primary responsibilities are to respond to fires and other emergencies. All are certified emergency medical technicians (EMT)-paramedics. The firefighters report to the lieutenants.

There is one fire prevention and safety officer in the department. The officer conducts fire prevention and life safety inspections. This position also is responsible for ensuring compliance with various building and fire safety codes, such as the Ohio Fire Code and the National Fire Code. The officer reports to the fire chief. There is no clerical staff in the division.

Emergency calls receive immediate priority. Outside of responding to emergencies, other tasks are assigned verbally by a superior officer and updates on work status are communicated in the same way.

Benchmarking

Benchmarking for fire departments is different than in other areas. It is difficult to weight outcomes (lives saved, property damage averted) and workload measures (emergencies responded to, etc.); these do not reflect either the effectiveness of the responses or the level of preparation of the department (Ammons, 2001, p. 147-150).

However, there are methods for evaluating performance that take into account the unique work of fire departments. Much, if not all, of the data are already collected by the department for its reporting to the state. Although benchmark data were not provided by the department, a 2011 audit conducted by the Auditor of State of Ohio for Seven Hills Ohio provides a few benchmarks and comparisons.

- Seven Hills reported average response time to fires in 2009 of 5:04 minutes and Bay Village reported 4:52. (p. 3.16).
- Bay Village had 43.5 calls per FTE for fire/EMS versus Seven Hills with 57.4, and Fairview Park with 53.0.
- For 2009, the ISO rating of 5.0 for Bay Village and 4.0 for Seven Hills on a scale of 1 to 10, with 1 being the best rating (, p. 3-16).

In evaluating staffing levels, the city should consider state requirements, professional standards, and peer staffing levels. According to the ORC 4765.43, on the way to an

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4 Insurance Services Office (ISO) rating: ISO evaluates a community’s water supply, fire department, and dispatch system to evaluate risks that fire presents to assist insurance underwriting. Note that 50% of the ISO rating is based on factors beyond the control of the department, yet reflect the level of fire protection in the community (Ammons, 2001, p. 151-153).
emergency, an ambulance must be staffed by at least one emergency medical technician (EMT) or paramedic, which can be the driver and on the way from an emergency scene while transporting a patient, staffing must be two EMTs or paramedics (one can be the driver). The National Fire Protection Association’s Standard for the Organization and Deployment of Fire Suppression Operations (known as NFPA 1710) suggests that at least two EMTs/paramedics should be available on any shift at a given station. They do not necessarily have to arrive at the scene of the emergency in the ambulance/EMS vehicle together, but should be part of the same response team to an emergency. Despite the level suggested or required in the aforementioned statutes or guidelines, many advanced life support procedures require or are more effectively administered by two EMTs or paramedics (Moore-Merrell, 2010). The Moore-Merrell Report on EMS Field Experiments showed that patient transport of a cardiac patient or trauma victim is better executed with two EMTs providing care and another person driving (Moore-Merrell, 2010). Finally, based on a 2011 audit conducted by the Auditor of State of Ohio for Seven Hills Ohio, Bay Village’s minimum shift staffing for fire/EMS is in line with peer communities and staffing per population for fire/EMS is slightly above the national average, but in line with peer communities.

Human Resources

Bay Village does not have a human resources department or dedicated human resources staff member. Human resources functions are spread among different personnel in the city. The mayor periodically participates in candidate interviews in conjunction with the department head; however, each department head makes the final hiring decision. The mayor is also involved in labor negotiations, disciplinary hearings, arbitration, and the hiring, firing, and laying off of higher-level staff (such as department heads).

Directors are responsible for the majority of human resources functions on behalf of their departments. These include reviewing and updating job descriptions; tracking hours and submitting payroll information to the finance department; conducting employee performance evaluations and handling disciplinary actions; and handling the hiring process for his or her department. Each director may also arrange for continuing education opportunities, training, and department orientation for his or her department’s employees. Certain payroll functions for the department, including tracking overtime, compensatory time, and timesheets, are typically handled by a clerical staff member in the department.

The council clerk performs many human resources functions through the role as
secretary to the Civil Service Commission. These include administering civil service exams, preparing lists of eligible applicants, advertising open positions, and processing applications.

The Finance Department has specific responsibilities for all departments in the city. These comprise ensuring that pre-employment physicals and drug screening tests are conducted, distributing employee handbooks to all new employees, working with new employees to complete paper work such as W-4s and related forms, and helping new employees set up deferred compensation and other benefits. If it is necessary to advertise a position in the newspaper, the Finance Department places the advertisement. The finance director serves as a resource for answering some employment-related questions.

The law director assists with some human resources-related legal issues including negotiating labor agreements.

Law Department

From time to time, governmental entities need assistance in dealing with legal issues. Legal services can be provided by employees, contracted firms or individuals, or a combination of the two, depending upon the entities’ needs. Generally, attorneys prepare ordinances and legal instruments; advise the council, commissions, and departments on legal matters and inform them of relevant changes in the law; attend council and commission meetings; represent the entity in court and in settling claims; review proposed contracts; and approve title to property the government is looking to buy (Banovetz, Dolan, & Swain, 1994, pp. 41-42).

The Bay Village Law Department comprises three part-time employees: the director of law, assistant to the law director, and city prosecutor. The assistant to the law director and the city prosecutor both report to the law director (See Figure 10). The Bay Village charter describes the duties of the director of law in Section 4.3. The director of law is responsible for serving the mayor, the administrative officers and departments, council, officer and boards of the municipality as legal counsel and attorney, as well as representing the municipality in all proceedings in court or before any administrative body. The law director is also responsible for any duties imposed by laws of the state and can perform other duties that the council or the mayor imposes that are consistent with the office. Beyond the duties set forth in the city charter, the current law director serves as interim mayor when the mayor is unavailable, and will also occasionally serve as a mediator for citizen disputes.
The Ohio Revised Code §§733.51 through 733.621 also set out some similar duties and requirements regarding directors of law, in that the city’s director of law must be an attorney-at-law, admitted to practice in the state of Ohio.

The assistant to the law director provides a variety of routine legal functions such as assisting in preparation of contracts, complying with public records requests, maintaining insurance files, and reviewing property maintenance complaints. A major responsibility is preparing the proposed legislation for city council meetings and committee meetings, such as resolutions, changes to codes, and appropriations. The assistant also provides legal assistance to all Bay Village departments.

The duties of the city prosecutor are established by the codified ordinances of Bay Village. The city prosecutor’s duty is to prosecute cases brought before the courts having criminal jurisdiction of violation of ordinances or statutes committed within the city or any appeal, and to perform the duties required of the prosecuting attorney of the county. The city prosecutor must be an attorney-at-law (§ 123.01-123.03, 1958).

All three positions in the law department are part time. The assistant to the law director’s hours were reduced in February 2010, from 30 hours a week to 20 hours a week. Priorities for the legal department are set by the mayor or council; the mayor has a staff meeting every Monday with all department heads. Also, tasks are prioritized in accordance with established deadlines.

**Benchmarking**

Formal benchmark data were not provided by this department. Examples of benchmarks for this department are provided in the section titled Sample Benchmarks.
Mayor’s Office

The mayor serves as the chief executive officer of the municipality. The office oversees the operations of the city and serves as the first point of contact for residents. In doing so, the mayor and support staff serve as a liaison between city departments and local business and residents.

The mission of Bay Village’s mayor’s office is to “be sensitive, responsible, and effective in working to meet the needs of the residents while providing vision for the future and responsibly managing the fiscal and human resources of the city.”

The mayor’s office comprises the mayor and an administrative assistant to the mayor (See Figure 11). Both are full-time, salaried employees. The Bay Village Mayor’s Office is often the first point of outreach for many of the city’s residents. The mayor’s office handles some human resources functions (along with the law and finance departments). The mayor also functions as the development director and safety director.

Figure 11: Mayor’s Office Organizational Structure

Article III of Bay Village’s charter details the position and duties of the mayor. Section 3.7 explains that the chief executive powers of the city are vested in the mayor. The mayor appoints all department heads and has ultimate responsibility for the operation of all departments and divisions. The mayor works to ensure that all laws, ordinances, and resolutions are obeyed and enforced. The mayor can introduce ordinances and resolutions to the council, and has the authority to veto legislation (two-thirds vote of all council members is required to override the veto). The mayor also signs all contracts and legal instruments on behalf of the city.

The mayor sets the priorities for the city, with emergencies and safety issues taking precedence. The mayor meets with department heads every Monday to discuss new
priorities and the business of the city. Department heads are expected to keep the mayor apprised of progress and updates.

The administrative assistant to the mayor provides administrative and clerical support, and also functions as the liaison between the mayor’s office, city administration, city council, residents, and the public.

**Benchmarking**

Benchmarks was not provided for mayor’s office; however, an example of a benchmark for the mayor’s office is provided in the section titled Sample Benchmarks.

**Police Department**

Ohio Revised Code (RC) §737.11 (1998) establishes a baseline for duties of police departments, which are to:

> Preserve the peace, protect persons and property, and obey and enforce all ordinances of the legislative authority of the municipal corporation, all criminal laws of the state and the United States, all court orders issued and consent agreements approved pursuant to sections §2919.26 and §3113.31 of the Revised Code, all protection orders issued pursuant to §2903.213 or §2903.214 of the Revised Code, and protection orders issued by courts of another state, as defined in §2919.27 of the Revised Code.

Section 129.04 (1941) of Bay Village’s ordinances outlines the powers and duties of the Division of Police as those identified in RC §737.18 (General powers of village police officers, 1986) and §737.19 (Powers and duties of village marshal, 1996), as well as “other powers and duties not inconsistent with the nature of such offices as may be conferred or imposed by ordinance.” The purpose of the department is further clarified in its mission statement as being “dedicated to providing the highest level of professional law enforcement services. Through a partnership with the community we will strive to enhance the quality of life and ensure the safety and security of all persons.”

The department has 24 sworn officers, two secretaries and a part-time janitor. All officers are salaried and work full time (40 hours per week). There are four part-time officers that are used on an as-needed basis, but the department is authorized up to seven. The secretaries work approximately 35 hours per week. The department
previously had an animal control officer, but this position was eliminated in mid-2011. There are also part-time jailers that work on an as-needed basis (when someone is being held in the jail) and seasonal school crossing guards. Staffing at the police department has remained fairly constant over the past four years.

The head of the police department is the chief of police. Next in the chain of command are the patrol lieutenants and the lieutenant detective, followed by the sergeants, then police officers and detectives (See Figure 12). The secretaries both report to the chief of police. There are three patrol shifts that have about five officers per shift, including a lieutenant. The 3:00 pm to 11:00 pm shift is usually the busiest, so it has one additional officer.

![Police Department Organizational Structure](image)

**Figure 12: Police Department Organizational Structure**

The police chief is responsible for directing and administering the city’s law enforcement program, which includes supervising the department personnel, coordinating with other law enforcement agencies and performing some related administrative functions. Some of the chief’s other duties involve establishing policies and department priorities; ensuring that procedures and policies are carried out; and initiating and supervising special investigations, patrol activities, and crime prevention programs.

The chief has the authority to designate one of the patrol lieutenants as the executive officer (EO). This position assumes all duties of the chief in his or her absence. In
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addition, the EO conducts inspections of personnel, equipment, property, police buildings, procedures, and results of police operations. The EO also assists with other functions such as disciplinary actions and preparing the annual budget, and has responsibilities such as evaluating the training program, ensuring officer compliance with internal rules, and gauging public reaction to policies. The EO also examines intangibles such as public relations, morale of the division, and the conditions in the community affecting police operations.

The police lieutenant directs road patrols and communications of the police department. Other responsibilities include analyzing and developing department policy with the police chief and reviewing daily activities of patrol officers. The senior officer on duty for every shift functions as the dispatcher; this is often the police lieutenant. That person is responsible for answering the incoming 9-1-1 calls to Bay Village and, if necessary, rerouting the calls that relate to the fire department or emergency medical service (EMS) to Westcom.

The detective conducts criminal investigations. This includes analyzing reports, planning investigations, conducting interviews, and coordinating with prosecutors. Ancillary duties included arresting criminals, serving warrants, appearing in court, and monitoring prisoners, as well as patrolling the city, enforcing laws and working on crime prevention.

A police sergeant supervises the officers assigned to a shift and conducts investigations, patrols the city, and performs special administrative or police functions. Police officers maintain law and order; investigate complaints and serve warrants; testify in courts of law, as needed; and perform other related duties, as required.

Benchmarking

The Bay Village Police Department provided the following internal benchmarks. These can be useful in gauging the need for staff:

- Burglaries and thefts increased 70.1% from 2009 to 2010,
- All offenses increased 15.6% from 2009 to 2010,
- Number of persons arrested decreased 8.8% from 2009 to 2010, and
- Jail occupancy hours decreased 36.1% from 2009 to 2010.

In addition to those provided by Bay Village, a 2011 audit conducted by the Auditor of State of Ohio for Seven Hills Ohio provides a few benchmarks and comparisons.

- Municipal police departments with a population size comparable to Bay Village
have an average of 1.8 sworn officers per 1,000 residents (FBI, 2010). Bay Village has around 1.5 officers for each 1,000 residents. Seven Hills has 1.6 officers per each 1,000 residents (Auditor of the State of Ohio, 2011, p. 3-4).

Additional examples of benchmarks for police departments are provided in the section titled Sample Benchmarks.

Public Service and Properties Department

The functions of public works (or service) departments typically revolve around infrastructure management, where infrastructure is defined broadly to include traffic systems, water systems, public buildings and facilities, and electrical or communications systems. The functions can be categorized as municipal engineering, equipment services and fleet management, transportation systems and maintenance, water resources, solid waste collection, administrative management of the department, and special services such as dead animal collection or beach maintenance (Banovetz, Dolan, & Swain, 1994, Chapter 6).

In Bay Village, the duties of the director of public service and properties (service director) are detailed in the charter, section 4.6. The Bay Village service director is responsible for maintenance, engineering, and construction of all public works such as roads, sidewalks, bridges, sewers, and city-owned properties. The department also handles snow removal and leaf pickup, creates signage for the city, and maintains all city vehicles. Further duties include the handling of maps and surveys of facilities and public works, and the creation of bid specifications for public works projects.

Priorities are established by the director or other supervisors. Emergency situations such as snow removal, basement flooding, or pump station repair are given priority over other matters. Core infrastructure maintenance and services (leaf pickup, sidewalk repair, cleaning catch basins) are the next most important priority, followed by addressing citizen complaints (unless they are an emergency). Priorities are communicated to the work crews verbally and through work orders, and the operations manager and general foreman follow the status of the work orders with the leadmen.
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The department comprises two full-time administrative staff, 36 full-time staff, and part-time and seasonal employees (48 total FTEs). Its structure is shown in Figure 13. According to payroll records supplied by the city, all full-time staff work 40-hour weeks. There are 11 permanent part-time employees working varying hours (from seven to 40-hour weeks), accounting for 5.4 FTEs. There are 12 seasonal employees working from 24 to 40 hours per week, for 1.7 FTEs.

The current service director is an engineer who develops job and bid specifications in-house, while determining how to most effectively make use of outside consultants. The service director reports to the mayor.

The operations manager oversees all operations of the city garage, works with the general foreman to assign duties and schedule work crews, responds to complaints, and serves as the after-hours on-call supervisor every other month. The position also handles purchase orders for the service department, provides employee safety training,
coordinates with the police department for special events, and coordinates activities with utility companies and contractors.

The general foreman plans and manages the field operations of the service department. The position directly supervises the leadmen, handles incoming requests for service, prioritizes responses based on the nature of the request, and assigns work crews as needed.

In addition to typical secretarial duties, the service department secretary tracks certain work data (such as on sidewalk repairs or sewer cleaning), maintains contact with outside utilities to resolve issues involving them, and fields phone calls from the public.

The secretary prepares invoices, purchase orders, and work orders for crews. The position is cross trained to handle some of the responsibilities of the operations manager. Although the secretary is not responsible for entering payroll information into the payroll system, she handles payroll for the department, including tabulating timesheets and timecards and computing overtime, vacation days, sick days, and compensatory time. The position serves as secretary for the city’s tree commission and administers the sidewalk program (researching property information, mailing inspection and repair information to citizens, preparing lists for inspectors and contractors, and invoicing).

In addition to these positions, there are six leadmen who provide worksite supervision to crews, sewer corrections officers, mechanics who maintain city equipment, and full-time, part-time, and seasonal laborers.

Benchmarking

Formal benchmark data were not provided by this department; however, the department currently collects data on some work performed, such as sewers cleaned and sidewalks inspected and repaired. The department should also have at hand the aggregate data on its scope of services provided to the city, such as square miles, population, households, lane miles maintained, sidewalk miles maintained, and sewage pipe miles maintained. To begin benchmarking, the city would need to standardize the data against FTEs, total units serviced, citizens served, or other pertinent items. This would enable a comparison to other cities or internal comparisons from year-to-year.

Based on a comparison of Bay Village’s and Seven Hills service departments in a performance audit conducted by the Auditor of the State of Ohio, Bay Village salaries are in line with peer communities. However Bay Village has a greater number of FTEs.
per 1,000 citizens and services fewer lane miles per FTE than Seven Hills (Auditor of State, 2011).

Additional examples of benchmarks that may be appropriate for this department are provided in the section titled Sample Benchmarks.

Recreation Department

The functions of recreation departments vary based on a community’s needs, interests, character, resources, traditions, environmental features, opportunities, and relevant legal requirements (Banovetz, Dolan, & Swain, 1994). However, parks and recreation departments have traditionally managed facilities like playgrounds, trails, tennis courts, sports fields, swimming pools, and parks and provided services including day camps, sports leagues, exercise classes, and cultural and art programs. (Banovetz, Dolan, & Swain, 1994).

The Bay Village Recreation Department strives “to provide the residents of Bay Village recreational opportunities that enhance the quality of life in a fun and safe environment.” Their mission is to “sustain and improve the quality of life for the residents of Bay Village by providing a wide variety of leisure and recreational activities, special events, facilities and services that encourage health, fitness, relaxation, enjoyment, and learning as well as providing opportunities for community involvement.”

The Recreation Department provides programs for youth and adults and operates a youth center and fitness center. Youth programs include football, basketball, tennis, volleyball, baseball, lacrosse, swimming, track and field, golf, fitness, and preschool. There is also a babysitter training program for 11 to 15 year-olds that teaches young adults child care skills, first aid, safety issues, and injury prevention. The adult programs are golf, volleyball, dog obedience, fitness, and basketball. The department also puts on special events such as a family fun night and Halloween safety day.

The department has two full-time employees, 17 part-time employees and around 170 seasonal employees. The recreation director and the assistant recreation director are full-time employees. The community gym supervisor, community gym attendant, adult education instructor, supervisor, youth center coordinator, youth center attendant, and fitness center instructor are part-time. The part-time staff is responsible for administering programs, running leagues, and operating facilities such as the fitness center. The organizational structure of the Recreation Department is shown Figure 14.
According to the city’s codified ordinances, the director of the Recreation Department is responsible for development and implementation of recreation programs (§142.02, 1994). More specifically, the recreation director determines fees and develops procedures for all community programs as well as cooperates with the finance department to create and maintain a budget for all programs, facilities and activities overseen by the department. The director also handles purchasing, procurement of facilities, public relations and personnel services. As the department head, the director leads department staff and handles all staff disciplinary actions as well as enforcement of league rules, resident complaints, and staff and participant injury reports. This leadership role also includes managing and supervising the operations and providing leadership and direction in developing short- and long-range plans. The director sets the priorities of the department; all programs are considered to have the same level of priority. The director communicates any priorities directly to employees.
The assistant recreation director helps the recreation director with oversight of the recreation programs. The assistant director also handles resident concerns, oversees employee scheduling, promotes events throughout the community, maintains the department’s website and online registration, records payroll for the department, and prepares all necessary paperwork for employees such as human resources-related documents.

The city has a recreation commission, which meets quarterly and functions as an advisory board for the Recreation Department. The mayor nominates members to serve on the board, but the appointment must be approved by the council.

**Benchmarking**

Although benchmarking data were not provided, the Recreation Department director indicated that the department exchanges data with other recreation centers. It is a good practice to benchmark performance data against that of other communities; however, these types of comparisons, along with historical comparisons to the department’s prior performance, should be included in its annual report or some other publicly available format such as the website. National standards for parks and recreation tend to fall into one of five areas (1) parks acreages or types and numbers of facilities, (2) maintenance standards, (3) program operations, (4) program offerings and administrative functions, and (5) cost recovery (Ammons, 2001, pp. 261-262). Details on these benchmarks are provided in the section titled Sample Benchmarks.

In addition to national standards, recreation departments can develop performance-related benchmarks. Performance-related benchmark data were not provided by this department; however, the department currently collects some data that reflects work performed, number of program hours provided/units of service, or residents served. This data can be standardized against FTEs, square miles, population, number of residents, or number of households. This would enable a comparison to other cities or internal comparisons from year-to-year. For example, based on a comparison of Bay Village’s and Seven Hills recreation departments in a performance audit conducted by the Auditor of the State of Ohio, Seven Hills, OH has a population to staffing ratio of 449:1; Bay Village’s is 736:1. Sample performance benchmarks for this department are provided in the section titled Sample Benchmarks.
OBSERVATIONS, RECOMMENDATIONS, AND COMMENDATIONS

This section of the report identifies observations made during the course of the interviews and site visits conducted July 2011 through September 2011, as well as data provided by the city during that time. Based on these observations (noted by an “O”), the PM developed a series of commendations (noted by a “C”) for a job well done, and recommendations (noted by an “R”), which identify areas where the city may yield greater efficiencies or levels of effectiveness. Some recommendations are based on best practices, while others are based on process improvement methodology. Some of these are categorized by theme, such as communications or technology, while others are categorized by department. The recommendations and commendations are not exhaustive. The PM focused on the strongest themes and those that might yield the greatest impact if implemented. Lack of commendations for a specific department should not be perceived as a lack of noteworthy accomplishments or need for improvement; rather, the issues or practices in some departments are captured in the general or overall themes.

General

Kudos

C: The city is developing a website that can better assist citizens and businesses by providing information and forms. The website will provide access to information 24 hours a day, seven days a week. In the long term, this can increase employee productivity by eliminating or reducing calls regarding routine information, thus allowing employees to focus more on calls dealing with exceptions to the norm.

C: Public safety and emergencies are the priority communicated across departments. It is important that priorities of the administration are clearly understood by directors and staff.

C: The city communicates and informs its citizens using “email blasts,” newsletters, and cable channels. It also includes a newsletter in sewer bills as a way to save money on postage. It is important to communicate with taxpayers. This alleviates some unnecessary phone calls as well as provides information to residents on the projects, programs, functions, challenges, and successes of the city and its departments.
C: Most employees are conscientious and take their jobs seriously. They have a strong sense of teamwork, a positive attitude, and operate in a way that is respectful of taxpayer dollars.

C: Many employees use technology to improve their efficiency and effectiveness at work. Others have indicated that there is specific software that the city could purchase that would increase their productivity or responsiveness to citizens. It is important that employees understand how to incorporate technology into their work routines.

C: Several department heads and staff members are part of regional networks that keep them abreast of what’s done in other communities. This sharing of information can be critical in identifying better ways to handle things or new resources that might be useful to a department.

Technology

O: The Public Service and Properties Department and the Building, Engineering, and Inspection Department document much of the work completed using manual systems (e.g., paper forms). The information on the paper forms is then entered by clerical staff into a software program. This results in duplication of effort. In addition, the greater number of people handling data, the greater the likelihood of errors. Paper records are also accessible only in the location in which they are kept and, unless maintained in a fire proof cabinet, these could be lost in a fire or damaged by water.

R: In the short term, rather than filing all paperwork, many documents could be scanned and filed electronically, as time and budget permit.

O: There are several departments that would benefit from the ability to store, edit, and retrieve information from common databases. Software designed to work across departments can eliminate duplicative data entry of certain types of data and enable these departments to have a broader perspective on projects (e.g., infrastructure repairs) occurring citywide, as well as activities (e.g., inspections) for specific parcels within the city. For example, the Public Service and Properties Department and the Building, Engineering, and Inspection Department both maintain records on work completed on parcels throughout the city. Much of the data is kept either on paper or in software packages that do not interrelate.

R: Conduct an assessment of technology needs across the city or hire a consultant to do so. Look for interrelationships in data collected and used. Develop a long- and short-
term technology strategy that identifies potential software that the city might implement, as well as developing priorities and strategies for digitizing some of the city’s historical records. The technology strategy should also look at integration of databases and weigh the cost effectiveness of software purchases against cost savings through increased efficiency. Suggested areas of assessment include:

- Work order and fleet management software; some have web-based components that can also be used by the public to notify city hall of problems or can be used to ask questions
- Internet based software that enables recreation program participants to submit information and payment information online and stores the information in a database file that can be manipulated by staff
- Software to help track and file legal documents
- Shared system on parcel/property files
- Digital pens, handheld devices, tablets, or laptops to record inspections, meeting minutes, and service department work status

O: The process used for payroll currently involves the finance department providing “green bar” sheets to each department. A person in each department is assigned the responsibility of providing the payroll and benefits coordinator with the hours worked by each employee in his or her department. While the recreation and service departments (and perhaps others) use spreadsheets to do the calculations necessary to report accurate payroll information, the data is handwritten on the green bar sheets and then returned to the payroll and benefits coordinator for entry into the payroll database. During the peak employment period for the recreation department (summer), this payroll process takes an estimated 10 to 12 hours to complete each pay period.

R: The city should have a system that enables departments to enter payroll information directly into the system. In the absence of this type of system, all departments should be able to deliver payroll information digitally (e.g., in spreadsheet form and using email) rather than requiring information to be transferred, in writing, from a digital format to paper (green bar sheets).

O: The city currently uses a paper purchase order system. Departments needing to purchase an item, complete a paper purchase order that is signed by the department head and forwarded to the finance department. The finance director’s signature is required to certify that funds are available. A paper-driven purchase order system exerts great control over purchases but slows the process. While it is useful to have controls in place so purchases are thoughtful and well researched (particularly for more costly items like capital), a paper system can create unnecessary delays in the purchasing...
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process. During periods in which the city’s budget is constrained and the city cannot fulfill items approved during the budget process, the finance director should have some discretion to defer or reject items that were budgeted. However, the budgeting process should ensure that planned purchases are thoughtful and necessary.

**R:** The city should transition to an electronic purchase order system. This will expedite the purchasing process and eliminate the possibility of paper purchase orders being lost or misplaced.

**Capital Improvement Plan and Process**

**O:** The city does not currently employ a capital planning process for evaluating and prioritizing capital equipment needs or purchases. This type of process can ensure a fair and equitable method for evaluating capital purchases and a process in which capital purchases are aligned with the priorities of the city.

**R:** The city should establish a capital improvement plan, as well as a capital improvement planning process, that is used to evaluate and rank proposed capital purchases based on values and priorities of the city. Simply stated, a capital improvement plan identifies capital projects that have been screened and prioritized for funding using an established capital improvement planning process. A capital improvement planning process establishes criteria and a corresponding point and ranking system that take into account the city’s mission, goals, and priorities. The finance director establishes a capital budget. All departments are invited to submit capital projects. These submissions need to describe factors such as how the purchase satisfies the criteria, how much it costs, what is its useful life, estimated frequency of usage (in hours annually), and other pertinent information. Depending upon the item, the submitting department may be required to provide a comparison of the cost of the equipment purchase relative to the cost of renting the equipment. A committee, generally consisting of the finance director, the mayor, and the directors of various city departments, uses the point system to rate projects based on the extent to which they satisfy the criteria. The projects are then ranked based on their total point values. Those ranked highest, and falling within the amount available in the capital budget, are funded.

**Gateway to City Hall**

**O:** The receptionist is currently located on the top floor, while the main entrance to city hall is on the lower level. To the citizen unfamiliar with where he or she needs to go, the main entrance to city hall can be confusing. The initial reaction might be to ask the nearest employee, likely the building department, to direct the citizen on where to go. This is a distraction to the building department and detracts from staff productivity.
R: Since the role of the receptionist is to direct calls and visitors to the appropriate personnel, the city should consider moving the receptionist to the lower level near the main entrance of the building.

O: There are no measures in place to monitor the whereabouts of visitors to city hall.

R: Provide a sign-in sheet that indicates who visitors are there to see and have the person (they are there to see) or a representative from that department retrieve the visitor from the lobby to ensure that they arrive at the appropriate office.

Benchmarking and Feedback

O: Most departments and employees use citizen criticism as a benchmark for performance. Lack of criticism or complaints is viewed as the primary mechanism for determining that the department is doing a good job. Performance measurement or benchmarking can be a valuable instrument. This tool can identify areas of declining or improved performance, and under or overstaffing. It can also bring to the city’s attention that its infrastructure is declining and in need of replacement or that new equipment, technology, or training might be required to facilitate improved performance. Performance can be internal, where a department measures its performance over time, or external, where it draws comparisons to other community’s best practices.

R: While citizen complaints are one way to measure how citizens feel about city services, the city should establish some type of benchmarks for all departments. In addition to this, the city may want to consider an ongoing survey of citizens that may give the city a better idea of what the community thinks.

Communications

C: Employees cited numerous examples of how the departments cooperate and share information that is relevant to each other. For example, if an inspector or police officer notices that a property appears neglected, he or she may notify the community services department to see if the resident is in need of its services. Police may also inform the building department if there are exterior maintenance issues.

O: Several employees expressed that communication does not flow sufficiently between employees and administration, and that they do not feel they receive enough information about what is happening in the city. Some indicated decisions are made that affect their jobs and these decisions are not communicated directly to them or the department. When they do find out, the information came from residents or personnel...
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from another department. In addition, some employees feel that directors, the administration, and/or council do not have an adequate understanding (and in some cases appreciation for the work done) of their jobs or departments. This has resulted in decisions in which jobs have been eliminated or people have retired and elements of those positions have not been assigned to others or those in the department are unsure who is responsible for handling those duties.

**R:** The city should consider making summaries of directors meetings available to staff. A summary would not need to be exhaustive, but rather briefly discuss issues that are pertinent to employees. This could be prepared and sent by email to those with city email accounts. Paper copies can be provided to employees without access to email.

**R:** The city should consider regular (e.g., monthly or quarterly) dialogues or meetings with all employees. Administration may use this as an opportunity to solicit employee suggestions on ways to improve performance of the city and its departments, as well as provide employees an update of upcoming changes or city activities and programs.

**R:** The city should develop complete job descriptions in conjunction with employees so department directors have a thorough understanding of what each position entails and employees understand what is expected of them.

**O:** The city is developing a website that can assist citizens and businesses by providing information and forms online. This will provide access to information 24 hours a day, seven days a week.

**R:** As the city redesigns and updates the website, it should incorporate overviews of processes for plan submittals, permit requirements for house rehabilitation, recreation department program information, printable forms, and other frequently requested materials or responses to frequently asked questions. The long-term goal should be to have forms that can be submitted online with the data being deposited into a database. This will minimize the amount of staff time spent on data entry and make appropriate information accessible to staff members needing access to it.

**O:** The city communicates and informs its citizens using a newsletter in sewer bills. The newsletter generally consists of a message from the mayor, projects underway in the city, and information from the “green team.” Some council members expressed an interest in providing a message to citizens that would be included in the newsletter.

**C:** This is a resourceful way of communicating with residents and businesses, while not incurring the additional expense of mailing a stand-alone newsletter.
R: The city should consider incorporating regular “columns” into newsletters as a way to inform citizens of committee, citizen, and council news.

Human Resources

O: The human resources function is served by many different employees in Bay Village. Several employees indicated that it would be helpful to have an impartial human resources staff member to provide guidance on staff-staff or staff-management conflicts and other human resources issues. Staff with human resources expertise can be helpful in providing training on sexual harassment, policies and procedures, ethics, and other related issues. Training on these topics can help in preventing lawsuits by making employees aware of appropriate behavior in the workplace. He or she can also be helpful in mediating employee conflicts and labor relations and serving as a resource during contract negotiations. With one source for human resources information, the city would also be assured of a consistent message to all employees.

O: The majority of job descriptions reviewed by the PM were inconsistent in content and format, with some missing important elements. Job descriptions are important in that they establish the expectations for performance by informing an employee what management expects of them. To ensure applicants that are hired have the proper credentials and experience, they also describe the qualifications. There are recommended elements of a job description (Freyss, 2009). These include (1) position title and department, (2) position summary or purpose, (3) essential functions, (4) qualifications (education, training and experience; knowledge, ability, and skill; and physical requirements), (5) supervision (who the position reports to and who reports to the position), (6) job environment, and (7) legal disclaimers. A more detailed description of these components is provided in Appendix B.

R: The city of Bay Village should standardize job descriptions in accordance with best practice recommendations referenced in Appendix B.

R: If funds become available, the city should consider hiring a human resources staff member (at least on a part-time basis) that would report directly to the mayor or, at a minimum, bringing in a consultant to develop standardized job descriptions across the city and identify other human resource issues that need to be addressed.
Building, Engineering, and Inspection

O: As of January 31, 2011, the Bay Village Building Department was recognized by the state as a certified building department (Appendix Z, p. 2). Ohio has two distinct building codes for residential and nonresidential construction. This distinction holds for certifications of building departments, building officials, and inspectors, as well. While the city currently has a certified residential building official on staff, a certified building official has a different set of requirements to attain and renew certification than a certified residential building official.

A certified building department must have a certified building official on staff to maintain its certification, or replace an outgoing certified building official within 120 days (Ohio Building Code 1.3.2.2; OBC Requirements for Building Department Personnel; Application for Certification of Building Department Personnel). The department head, who retired June 2011, had credentials that included being a Class I Chief Building Official. The PM was unable to determine if this is the same credential as a certified building official. If it is, then the departure of the department head has implications on the city’s status as a certified building department, since no other staff members in this department have this certification. At the time this report was written, this position had not been filled.

R: The city should consider the value that this type of credential offers the city. If the authority that resides with being a certified building department is important to the city, it should identify someone with the proper credentials or identify any existing employees who might be able to obtain the credential.

O: Employees mentioned a variety of documents that are maintained in paper form. Unless maintained in a fire proof cabinet, these records could be lost. In addition, paper records are accessible only in the location in which they are kept.

R: Rather than paper files, many documents could be scanned and filed electronically. In the short term, the city should consider scanning or digitizing important documents, as time and budget permits. It may be helpful to link some of these documents to related files (e.g., parcel files) in databases. As a long-term strategy to address future development that might occur, the city should consider requiring digital (e.g., DXF or DWG formats) submission of “as-builts” as part of the dedication of any street utility, easement, or any other improved real property.

O: Inspectors currently complete paper inspection forms. The information on these forms is entered by clerical staff into a database.
R: The city should explore the availability of handheld devices, laptops, or other digital equipment that would enable the inspectors to document inspections and upload the reports into its database. This would minimize data entry on the part of the clerical staff, which would enable them to direct efforts to other areas like working with property maintenance inspection staff.

O: There are occasions where both service department and building department inspectors are required to conduct inspections on a site.

R: The city’s building inspectors should be cross-trained to handle inspections that would normally be provided by the service department. If the building inspectors are already onsite or in the vicinity, it will save resources by not requiring a second inspector to be brought onsite to conduct inspections.

O: According to the building department staff, Bay Village strives to keep fees in line with other communities. Fees are established by examining at least four other local community’s permit fee schedules. The department also indicated that, in some cases, it charges for permits that are not required in other communities. Although permit fees were raised in 2004 and again in 2009, based on a 2011 audit conducted by the Auditor of State of Ohio for Seven Hills Ohio, Bay Village’s permit fees were significantly less than those of Seven Hills and somewhat lower than Fairview Park.

R: The city should assess user fees and charges-for-service more frequently than every five years and these fees should have a relationship to the actual cost to provide the service. ICMA's *Evaluating Financial Condition: A Handbook for Local Government* suggests that communities reassess the full cost of activities supported by user fees every year and that these fees or charges are adjusted to reflect cost increases or decreases. This source further recommends that an entity establish a target percentage of direct and indirect costs that will be recovered through charges and fees. The rationale for this is that all residents should not be required to pay for services that are only benefiting or being provided to a specific group of users.

**Community Services**

C: The Community Services Department is guided by input from a board and “senior summits.” This ensures the department is not operating in a vacuum or that it assumes staff has a complete understanding of what the client wants or needs. This department has also built a strong volunteer and sponsor network that helps it provide more with less.
C: Community services staff has developed partnerships with assisted living facilities and has raised 56% of its budget by obtaining funds from community partners.

O: The Community Services Department indicated that it has limited space available for its programs. Inadequate space limits the department in its ability to provide some programs, such as support groups, and limits its ability to expand services.

R: Over time, the city may want to expand existing facilities or construct a new facility so the recreation and community services department may be combined into one building. Shared facilities will maximize use of the facilities and may afford these departments the opportunities to share personnel.

Council

O: The city charter requires ordinances or resolutions to be read in three council meetings before being voted on, unless they are declared an emergency measure (§2.13, 2002; §2.14, 1962; §2.15, 1962). Section §2.15 of the charter defines an emergency measure as one needed for “the immediate preservation of the public peace, property, health or safety.” As an emergency measure, the proposed legislation would be adopted at the same council meeting in which it was originally proposed, thus allowing all three readings to be done at the same time.

Based on the PM’s review of the minutes of regular and special city council meetings January 10, 2011 through November 28, 2011, council passed approximately 80 ordinances or resolutions. All but one (#11-51) were adopted as emergency measures and none provided for readings at three separate meetings. Although this may be a common practice among local governments, Bay Village has a high percentage of emergency measures, thus suggesting that all decisions were of an emergency nature – by definition, necessary for “the immediate preservation of the public peace, property, health or safety.”

There are several advantages to following the “three readings” provision. It enables the council to study and debate the merits of the legislation and explore its fiscal impact. It also provides council the opportunity to hold up the legislative agenda if it does not receive adequate data to make an informed decision. Finally, it affords the public the opportunity to study the legislation and comment prior to the vote by council.
In Bay Village, the current practice is that the city council president makes the decision as to how a resolution or ordinance is placed on council agenda. The law director provided a rationale for the large proportion of resolutions and ordinances proposed as emergency measures. Unless an ordinance or resolution affects residents (e.g., user fees), it is proposed as an emergency measure. Section 2.14 of the charter indicates that ordinances are effective 40 days after approved by council. So, in addition to the 40 days, putting a measure through three readings would delay it another month or so. While the rationale for using emergency resolutions is understandable, according to Cleveland State University’s Urban Studies Professor Emeritus Lawrence Keller, J.D., it is not a good practice to routinely sidestep spirit of provisions in the charter or codified ordinances, nor is it a good practice to routinely conduct council business using emergency measures.

**R:** If the language in the charter dealing with ordinances is inappropriate for the city, it should consider modifying Sections 2.13 (Procedure), 2.14 (Effective Date of Ordinances or Resolutions) and 2.15 (Emergency Ordinances or Resolutions) so they are more consistent with the National Civic League’s (NCL) *Model City Charter, Sections 2.13 and 2.14* (2003). This type of amendment would enable the city to conduct city business without disrupting the legislative process. The model charter alters the public process for regular ordinances in that the ordinances would be subject to public posting and a public hearing process, not three readings. The public hearing may not occur sooner than seven days after the legislation has been posted. This affords both council and citizens the opportunity to review and ponder the implications of the legislation before action is taken.

The model charter also provides for a decrease in the number of days before an ordinance becomes effective, from 40 to 30 days. It also specifically defines the types of ordinances that may not be declared emergency measures. Generally, this excludes provisions levying taxes, regulating rate charges for services, or authorizing the borrowing of money – items under the purview of council – from being proposed as emergency measures. The NCL model charter also includes language that permits emergency measures to be effective upon adoption or at a later time specified.

**O:** Printed materials (council packets) are currently delivered to council by a police officer on Saturdays. While delivering printed copies may have been a requirement in the past, the existence of email makes this practice somewhat obsolete. Email provides the information in a more expedient manner while using fewer resources.

**R:** The council clerk should email these documents to council members, and any other persons typically receiving a copy. Files could also be made available for uploading
from an “ftp” site or similar mechanism. Printed copies could be made available upon request. For those council members wishing to utilize city resources to print documents, a computer and printer could be made available at city hall.

A longer term goal could be to follow in the steps of the city of North Liberty, Iowa. North Liberty recently eliminated all paper documents by providing council, the mayor, and select staff members (with a few shared devices for boards and commission members) with tablet computers (American City & County, 2011). The city administrator indicated that the tablets will save the city in printing, paper, and delivery costs and expects to recover its $10,000 investment in about one year. This savings is based purely on twice-a-month council meetings. When factoring in the paper used for committee, commission, and board meetings, the payback should be even sooner. The city provides access to files using an online service called Dropbox. Depending on the memory requirements needed to store these documents, this service can be free (2 GB or less).

O: According to council members, the clerk currently meets the 48-hour deadline established by §111.03 (1957) the city’s ordinances for distribution of the packets to council; members receive them Saturday morning before the Monday meetings. However, some council members expressed a desire to receive the agendas and legislative packets a day or two earlier to provide more time for review and information gathering before the council meetings. Providing additional time for council review would enable more informed decisions.

R: While not required to do so, the city should make every effort to provide council with information as soon as possible. Incorporating technology into this process can help in this regard.

O: According to the president of council, new council members receive a council handbook, but do not currently receive an orientation. Orientations can be helpful in explaining the ethics in the public sector and the roles and processes of government operations to new council members. Orientations can also serve as an opportunity to introduce council to the functions of departments. This type of training provides a foundation for council members as they make decisions that affect the city.

R: The city should provide an orientation to its new council members and existing council members who are interested in attending.

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5 FTP stands for file protocol transfer. This type of site enables a secure transfer of files via a server on the internet.
O: Minutes of council meetings are currently recorded by the clerk using shorthand and audio tape. These are then typed and distributed to council.

R: There are technologies that could make this more efficient. A laptop could also be used to record the minutes with an audio recorder that serves as a backup. This would expedite the process for producing meeting minutes by eliminating the need to transfer paper notes into a digital file. There are also pens that translate handwritten documents into digital formats.

O: It is a good practice to have staff cross-trained to handle most positions, including the clerk of council.

R: The city should ensure an individual is cross-trained for the clerk of council position so there is a clear understanding of the roles and responsibilities of the clerk. This may alleviate the pressure felt by a clerk of council to minimize or avoid usage of vacation time.

O: City phone numbers and voice mail are provided for city council members; however email addresses are not. In addition, council members are not currently provided with an onsite computer and printer to be used for conducting city business.

R: Council provides a valuable link between residents and the administration. Electronic mail is a convenient way for constituents to provide feedback and ask questions of council members. While not all council members may wish to take advantage, it is reasonable for Bay Village to make city email addresses available to council members to use for the purposes of conducting city business. The city should also consider making a computer and printer available onsite to council members should they need to print agendas, minutes, and other pertinent materials.

Finance

O: While the finance director and assistant finance director are able to process payroll, there is only one clerical staff member trained to handle this function. It is a good practice to cross-train at least one other person to handle most functions. In addition, it is not an efficient use of the finance or assistant finance director’s job to do payroll if the payroll clerk needs time off. Finally, without backup, the payroll clerk may feel compelled to work to process payroll when it needs to be done.
R: Given the complexity of the payroll in the service and recreation department, a clerical staff person within these departments could be trained to prepare payroll (as backup for the city overall) with the expectation that he or she would also handle payroll for his or her department.

O: The pay period currently ends on Saturday with payroll due to the payroll clerk on Monday. Direct deposits (or checks for part-timers) for that pay period are made Friday of the same week.

R: Consider allowing payroll to be done over a two-week time frame so there is a two-week delay on paychecks. With the process being less rushed, this decreases the potential for mistakes.

O: Cash is currently handled in multiple locations. This may require citizens needing to make payments to go to multiple locations.

R: Consider a centralized cashier function. Centralized collection may enable the city to leverage investment in technology to assist it in collections. It can also increase efficiency, control, and standardization of collection processes. A centralized location for this activity might be at the entrance of city hall where the building department is currently located. This function might be added to the receptionist duties, or another staff person could be shifted to the area handle these duties. A short-term solution would be to maintain this function in both recreation and city hall. A long-term goal would be to house all cashier duties at city hall and develop online systems to handle credit card payments for all city fees, services, fines, etc.

Fire/Emergency Medical Services (EMS)

C: The city currently invoices insurance companies for EMS service. This is a great cost recovery mechanism that does not adversely affect citizens or users of the service.

C: The city’s fire department is part of a consolidated dispatch center. The city is also investigating the feasibility of participating in a consolidated fire district. It is a good practice to evaluate the cost effectiveness of city-provided services against that available through other service providers.
Law

O: The law department currently maintains a gray box with index cards containing lists of directors, council and board members, board meeting dates, and a variety of other information. The assistant to the law department currently types this information using word processing software, prints it and attaches it to index cards.

R: Historical and current records, such as these, should be kept in a digital file or database that is accessible to others in the city. Information such as this could also be posted on the website so it is available to residents. If properly backed up, digital files can ensure these records are not lost in case of water damage, fire or natural disaster.

Police

O: According to interviews with police department personnel, the senior officer on duty during a given shift functions as the dispatcher; this is often the police lieutenant whose responsibilities are 95% administrative. Based on a comparison of Bay Village’s job descriptions for a police lieutenant and Dispatch Magazine’s (2011) sample dispatcher qualifications, the skills required for these positions are different. While a police officer may have some of the same skills as a dispatcher, the requirements for an officer go beyond those of a dispatcher. This means Bay Village is paying for one of the higher-ranking, and presumably more highly-skilled, officers to serve in a position that could be filled by a lower-paid dispatcher. This is not an efficient use of taxpayer dollars, nor an effective use of police officers’ skills.

According to the police chief, the idea of having police dispatchers in lieu of sworn officers has been discussed; however, council indicated that for every dispatcher hired, there would need to be a commensurate reduction in sworn officers. The chief indicated that he would be interested in bringing in professional dispatchers, if this would enable the department to put another car on the road using the officers currently assigned to dispatch.

R: The city should look into options for police dispatch other than using sworn law enforcement staff. These options include contracting with another city for police dispatch, approaching Westcom to see if it is able to handle police calls, or hiring dispatchers to perform this function.

In 2010, the average hourly rate for Bay Village’s lieutenants and police officers were $38.22 and $28.75, respectively. According to the Bureau of Labor Statistics (2010), the
average hourly rate for a dispatcher in Ohio is $17.89. Based on these figures, the city could experience a minimum estimated savings between $67,752 and $126,834 over three shifts by using a professional dispatcher rather than police officers. When factoring in coverage for leave (vacations, sick leave, training), the range increases to an annual savings of $112,920 to $211,389. The savings varies depending upon whether a police officer or police lieutenant’s salary is used in the calculation.

**O:** There is no signage for the police department building. Building signage is very important for residents. Even with an address, signage makes the locations of public building easy to identify.

**R:** The city should provide appropriate signage in front of the police department building.

### Public Service and Properties

**O:** Incoming work requests and outgoing work assignments are handled verbally or on paper. While these can be effective methods, some aspects of work done by this department could benefit from computerization. By using a database, the department could better track the amount of time and resources required to complete various types of work. This provides management with information needed to project adequate staffing levels, types of equipment to purchase, and when supplies might be needed.

**R:** Consider purchasing work order software for the service department. Some have a web-based component that can also be used by the public to notify city hall of problems or can be used to ask questions.

**O:** The city’s service department has several pieces of large, costly equipment. Some of this equipment may not be cost effective when factoring in the overall cost to purchase and maintain it relative to the frequency and duration of use.

**R:** As the city’s high-cost equipment needs replacement, it should ensure a comparison is conducted between the cost of rental versus ownership. Given the number of times a piece of equipment may be used, it may be more cost effective to rent. The work order software may have a component that tracks the type of equipment used on jobs. This will make it easier to evaluate the need to purchase the type of equipment. Another option may be to explore joint purchases with nearby communities.
Recreation

O: The Recreation Department has manual systems for accepting and tracking payments. It handles program registration online; however, the existing online system does not allow staff to manipulate data. Online registration and payment affords citizens the opportunity to register and pay at their convenience without being restricted to the hours of operation of the city. Databases can allow staff to extract information so it can be manipulated for other purposes, such as establishing sports team rosters.

R: As part of an information technology strategy, the city should identify a system that will enable the Recreation Department to accept and track online payments and manipulate the data from online program registration. Ideally the database would be developed for the recreation department, thus enabling staff to create sports team rosters, game scheduling, and other functions needed by the department. The city will need to weigh the cost of these types of programs against their cost and the need for this software to interact with other data systems in the city.
SAMPLE BENCHMARKS

The concept of benchmarks and performance measures is not unique to an operations review. A variety of entities engage in or encourage this practice – the International City and County Management Association (ICMA), the Ohio Auditor of State, the Internal Revenue Service, and Moody’s Investors Service to name a few. In fact, the ICMA has instituted the Center for Performance Measurement. Through the ICMA Center, enrolled local governments can measure performance by comparing themselves to more than 150 peer governments in North America. The ICMA Center provides access to several hundred performance indicators and descriptors for each service area and includes data which enables these communities to evaluate 18 service areas and (ICMA, 2012).

Benchmarking is a process by which an organization compares itself to others providing similar services (Keehley, 1997). Benchmarking is a tool that provides objective information for making management decisions about appropriate staffing levels, determining whether a department is efficiently providing quality services, and making resource allocation decisions. This concept is the similar to an employee performance evaluation in that it helps an entity or department determine how it is doing. It can also reflect the extent to which a government or agency is being a good steward of public funds and whether constituent or stakeholder needs are being met. Some benchmarks can be used to assess the fiscal well-being of a government entity, while others may point to the need for closer scrutiny of staffing, or equipment, or indicate the need to increase usage of technology. Benchmarks can be used to not only reflect quantity (e.g., workload, efficiency, wasted or stolen resources), but they can also be used to identify issues with the quality of services or products. According to Municipal Benchmarks: Assessing Local Performance and Establishing Community Standards, “more than half of all U.S. cities collect performance measures of some type.”

As technology improves and information that was previously tracked using paper forms is transferred to computerized databases, the ability to engage in these practices to monitor cost, quality, and efficiency has become easier.

A variety of benchmarks can be used for any given department, division, agency, or organization and an array of comparisons can be made using the benchmarks that have been selected. It is important that an entity choose benchmarks that not only reflect productivity, effectiveness, or quality of service or products, but it is also critical that the data used in the benchmarks not be cumbersome to collect. An entity can use the selected benchmarks to compare its performance to earlier periods, relevant outside
organizations, preestablished targets, or existing standards (e.g., those of professional organizations).

This section of the report provides sample benchmarks, the formula for calculating the benchmark, and how the benchmark may be used. The intent of this section is to show a variety of content and format that local governments have used to assess productivity and measure quality or quantity of services or products provided to constituents. It is important to note that the PM is not suggesting that Bay Village adopt all the sample benchmarks; but rather, that each department select at least a few (either the sample benchmarks or those of the city’s choosing) that the director or administration feels reflects the productivity or quality of work conducted within the department. The administration and directors should assess whether the departments or divisions are able to collect the data necessary to track these benchmarks. These benchmarks should be incorporated into an annual report with historical (prior 5 years) or peer data provided for comparison purposes.

Building, Engineering, and Inspection Department

The department already has data-gathering and reporting capabilities and responsibilities, through its use of the ICES program and in reporting on its activities to the state. This data is the basis for the department’s annual reports that provide a picture of the department’s activities. In order to create effective evaluating measurements, the data should be standardized against FTEs or population size. This would enable the department to compare its performance to its own in previous years or to other cities’ building departments. Examples are provided below.

**Building inspections per year per 10,000 in population** – By standardizing inspections against population, this measure can be an effective comparison when used against other communities. If a community experiences significant changes in population, this can also be an effective internal measure to determine whether a population increase or decrease may be affecting workload of inspectors.

- Calculation/formula: number of inspections per year ÷ Bay Village’s current population ÷ 10,000

**Inspections or permits per inspector or per FTE** – By standardizing inspections or permits issued against FTEs, this productivity measure can serve as an effective internal comparison, particularly when a department has experienced changes in staffing or increases in workload.

- Calculations/formulas:
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- Number of inspections per year ÷ FTE (total number of hours worked per year by inspectors ÷ 2080)\(^6\)
- Number of permits ÷ FTE ((total number of hours worked per year by inspectors ÷ 2080)\(^7\)
- Number of permits issued ÷ total number inspectors

**Review time for building permits** – This type of benchmark functions more as a goal or a measurement against a required standard (e.g., dictated by the city’s ordinances). The department selects a goal, or uses a required standard, and tracks the frequency with which it meets (or does not meet) the standard. This can be expressed in terms of a percentage or frequency (e.g. the local government met the requirement 90 times of 100 over the course of the year).
  - Calculation/formula
    - Number of times the city met the standard or goal for review time ÷ number of times building permits were submitted OR
    - Number of times the city did not meet the standard or goal for review time ÷ number of times building permits were submitted

**Inspections conducted (or not conducted) within 24 hours of a request for inspection** – This type of benchmark functions more as a goal or a measurement against a required standard (e.g., dictated by the city’s ordinances). This is particularly appropriate for Bay Village, since city ordinance requires that an inspection be conducted within 24 hours of a request. Bay Village should establish its own benchmark or goal for this based upon what it feels is an acceptable percentage of construction sites to move forward with construction without inspection.
  - Calculation/formula
    - Number of times the city met the 24-hour inspection standard ÷ number of times inspections were requested OR
    - Number of times the city did not meet the 24-hour inspection standard ÷ number of times inspections were requested

**Housing units per (inspector) FTE** – This benchmark provides a sense of staffing levels relative to the number of housing units that need to be serviced. While this is a useful benchmark in comparing the department to that of other communities, this benchmark does not take into account the level of activity, which is reflected in the count of inspections and permits. These should be used in tandem.

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\(^6\) If the department is doing an internal comparison, then 2080 should be replaced by the standard number of hours worked per year by a full-time inspector. If this is an external comparison.

\(^7\) If the department is doing an internal comparison, then 2080 should be replaced by the standard number of hours worked per year by a full-time inspector. If this is an external comparison.
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- Calculation/formula
  - Number of housing units \( \div \) number of inspector FTEs

City Council and Clerk of Council

Due to the public nature and record keeping requirements related to the work of the council and council clerk, instituting benchmarks should not be difficult. If benchmarks are made available, they can reassure the taxpayers that funding for council-related activities is well-spent.

Production of council minutes – This is an efficiency measure, which is dictated by Bay Village’s Codified Ordinances. According to the code, minutes must be produced within one week of council meetings (Bay Village OH Code 111.03, 1957). This type of benchmark functions more as a goal or a measurement against a required standard (e.g., dictated by the city’s ordinances). The city selects a goal, or uses a required standard, and tracks the frequency with which it meets (or does not meet) the standard. This can be expressed in terms of a percentage or frequency (e.g. the local government met the requirement 24 times of 26 over the course of the year).

  - Calculation/formula
    - Number of times the city met the standard \( \div \) number of times council meetings were held OR
    - Number of times the city did not meet the standard \( \div \) number of times council meetings were held

Timeliness of legislative packet distribution – This is another efficiency measure dictated by Bay Village’s Codified Ordinances. Bay Village’s Codified Ordinances require packets be distributed 48 hours before meetings (§111.03, 1957). This type of benchmark functions more as a goal or a measurement against a required standard (e.g., dictated by the city’s ordinances). The city selects a goal, or uses a required standard, and tracks the frequency with which it meets (or does not meet) the standard. This can be expressed in terms of a percentage or frequency (e.g. the local government met the requirement 24 times of 26 over the course of the year).

  - Calculation/formula
    - Number of times the city met the standard for delivery of council packets \( \div \) number of times council meetings were held OR
    - Number of times the city did not meet the standard for delivery of council packets \( \div \) number of times council meetings were held
Accuracy of council minutes – This benchmark measures quality of work by comparing performance of a task against an established goal. An example of this is the clerk of Duncanville, Texas, who sets a target of 99% of minutes approved without amendment (Ammons, 2001, p. 49).

- Calculation/formula
  - Number of times council clerk met the standard for accuracy of minutes ÷ number of minutes produced OR
  - Number of times the clerk did not meet the standard for accuracy of minutes ÷ number of minutes produced

Percentage of ordinances and resolutions approved as emergency measures – This is an internal benchmark or goal that the council should establish as a way to avoid overuse of emergency measures.

- Calculation/formula
  - Number of times legislation is passed as an emergency measure ÷ number of pieces of legislation passed.

Community Services

This department already gathers data on the use of its services in the community. To begin benchmarking, the annual data should be standardized against FTEs in order to show how the department adapts to budgetary constraints and changes in staffing. Data can also be standardized against the number of people in the target population or the city’s total population. Standardization will enable a comparison to other cities or internal comparisons from year-to-year. Examples of benchmarks are below.

Site visits conducted, clients served, or hours spent serving clients (annually) per social service worker FTE – This benchmark can reflect social worker caseload and may be used when comparing a department’s historical performance or assessing performance against that of other communities.

- Calculation/formula
  - Site visits conducted, clients served, or hours spent serving clients (annually) ÷ social service worker FTEs

Cost per participant per hour of activity – This can be a valuable tool when evaluating the impact of or interest in one activity versus another and can help management determine where resources are best allocated. Since activities (e.g., events or classes) may differ in length of time, this formula standardizes the number of participants by hour and staff cost. Further analysis could be done if the facility cost was
factored into the calculation.

- **Calculation/formula**
  - Total annual cost to provide specific program (or activity) \( \div \) total number of program participants annually \( \div \) (number of times the program is offered multiplied by the length of the program, in hours)

**Volunteer hours logged per FTE** – This is a measure of what the department is able to leverage in donated time versus paid staff (in FTEs). This can be used to compare the volunteer hours leveraged by the department in the current year versus historical data or assessing this information against that of other communities. Based on 1,375 hours logged by volunteers, there are 299 volunteer hours per paid staff FTE in 2010.

- **Calculation/formula**
  - Total number of volunteer hours annually \( \div \) department FTEs

**Value of volunteer hours and donations** – While volunteering can provide volunteers with the opportunity to socialize and feel good about giving freely of their time, there is a benefit to the city in terms of cost savings for services provided. This benchmark places a dollar value on items and time donated. This can be used to compare the volunteer hours leveraged by the department in the current year versus historical data or assessing this information against that of other communities. For example, volunteers for Bay Village’s Community Services department logged 1,375 hours in 2010. Per the Bureau of Labor Statistics (2010), the Ohio Median hourly wage for social and human service assistants is $12.35. Using this figure, the value of volunteer services was $16,981.

- **Calculation/formula** - The department will need to determine the total value of donated items. It will also need to assign an hourly value to the volunteer hours
  - Number of volunteer hours annually multiplied by hourly rate [described above]. This figure is then added to the value of items donated for that year.

**Total annual (senior) transportation trips provided per FTE** – This is a productivity measure that can be used to compare a department’s current driver productivity against historical performance data or assessing performance against that of other communities.

- **Calculation/formula**
  - Total annual transportation/trips provided \( \div \) driver FTEs

**Cost per senior transportation trip provided** – This is a cost-effectiveness measure that can be used to determine whether contracting out the transportation function might
be a less costly alternative to providing the function in-house.

- Calculation/formula
  - Total transportation/trips provided per year ÷ (driver wage costs + driver benefit costs + vehicle costs)

**Finance Department**

There are two types of operating benchmarks provided here: The first are financial indicators for the city; the second is a performance benchmark for the finance department. Financial indicators provide local governments with tools for trend analysis, useful for monitoring their financial condition and helping the community identify current or emerging fiscal problems. These indicators are internal measurements that are compared to previous years’ performance. The first four indicators are financial indicators; the remaining are department performance benchmarks.

**Revenues per capita (in constant dollars)** – This benchmark compares changes in revenue to changes in population (itself a measure of both taxpayers and people serviced). It provides a means of determining if changes in service levels due to population changes can be maintained (Groves & Valente, 2003, pp. 16-19).

- Calculation/formula
  - Net operating revenues ÷ population

**Expenditures per capita (in constant dollars)** – In tandem with revenues per capita, this benchmark can help with tracking productivity in service delivery and the sustainability of current service levels (Groves & Valente, 2003, pp. 45-47).

- Calculation/formula
  - Net operating expenditures ÷ population

**Fund balances (as a percentage of general fund revenues)** – Positive fund balances are indicators of a city’s ability to cope with financial emergencies or fund capital purchases without taking on debt (Groves & Valente, 2003, pp. 68-70).

- Calculation/formula
  - Fund balance ÷ general fund revenues

**Debt burden or long term debt (outstanding general obligation debt as a percentage of assessed valuation)** – If the government’s primary revenue source for repayment of general obligation debt is property tax, increases in this percentage over time can indicate a decreasing ability of the entity to pay its debts (Groves & Valente, 2003, pp. 79-81).
• Calculation/formula
  o Net direct bonded long-term debt ÷ assessed valuation

Efficiency measures – There are a number of efficiency measures that can be used by the finance department to evaluate activities such as:
  • Vendor invoices, encumbrances or transfers processed
  • Distribution of monthly reports
  • Payrolls posted
  • Collection rate for current taxes
  • Timely reconciliation of accounts
  • Timely audit and financial statement

These types of benchmark serve as a measurement against a goal or industry standard. The city selects a goal or standard and tracks the frequency with which it meets (or does not meet) the standard. This can be expressed in terms of a percentage or frequency (e.g. a finance department processed vendor invoices within five days 90 times of 100 over the course of the year or a finance department’s goal for collection of taxes may be 90%, but it may achieve 97%).
  • Calculation/formula
    o Number of times the city met the standard ÷ number of times the task was completed OR
    o Number of times the city did not meet the standard ÷ number of times the task was completed

Division of Fire

As noted by the fire chief in an interview, benchmarking for fire departments is different than in other areas and more difficult. It is difficult to weight outcomes (lives saved, property damage averted) and workload measures (emergencies responded to, etc.); these do not reflect either the effectiveness of the responses or the level of preparation of the department (Ammons, 2001, p. 147-150). However, there are methods for evaluating performance that take into account the unique work of fire departments. Much, if not all, of the data are already collected by the department for its reporting to the state.

Insurance Services Office (ISO) rating – ISO evaluates a community’s water supply, fire department, and dispatch system to evaluate risks that fire presents to assist insurance underwriting. Note that 50% of the ISO rating is based on factors beyond the control of the department, yet reflect the level of fire protection in the community
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- Calculation/formula – This data is available through the ISO.

**Fire Incidence per 1,000 population** – This benchmark reflects both overall workload and the effectiveness of fire prevention measures over time. This benchmark may be used when comparing a department’s historical performance or assessing performance against that of other communities.

- Calculation/formula
  - Number of fire incidences per year ÷ population ÷ 10,000

**Fire/EMS staff per 1,000 citizens** – By standardizing staffing against population, this measure can be an indication of whether staffing levels are keeping pace with changes in population. This benchmark may be used when comparing a department’s historical performance or assessing performance against that of other communities.

- Calculation/formula
  - Number of fire/EMS staff FTEs ÷ population ÷ 1,000

**Response time, measured in average minutes from 9-1-1 call** – Quick response is critical to emergency services. This measure can be broken down into several components: dispatch time, turn-out time, travel time, access time, and set up time. Measuring overall response time or any/all components are helpful in identifying problem areas. This benchmark may be used when comparing a department’s historical performance or assessing performance against that of other communities.

**Fire safety inspections completed annually** – Fire safety inspections can be an effective fire prevention tool. This type of benchmark serves as a measurement against a goal or industry standard. The department selects a goal or standard and tracks the frequency with which it meets (or does not meet) the standard. To enable comparisons against historical data or that of surrounding communities, the number of inspections completed can be standardized by dividing it by 1,000 in population. This benchmark can be expressed in terms of a percentage or frequency. For example, The North Carolina Local Government Performance Measurement Project sets a benchmark of 56 inspections completed annually (p. 200). Tucson, Arizona aims to inspect 45% of commercial buildings annually (Ammons, 2001, p. 167).

**Percent of fires for which cause is determined** – This type of benchmark serves as a measurement against a goal or industry standard. The department selects a goal or standard and tracks the frequency with which it meets (or does not meet) the standard. For example, the North Carolina Local Government Performance Measurement Project targets 86% as its benchmark (p. 200).
Law Department

While benchmarks or performance measures may not be an activity currently undertaken by this department, this data can reassure the taxpayers that funding for law department-related activities is well-spent.

**Typical turnaround times for requested ordinances and resolutions** – This type of benchmark serves as a measurement against a goal or industry standard. The department selects a goal or standard and tracks the frequency with which it meets (or does not meet) the standard. For example, San Antonio has an established goal of a three-day turnaround for ordinance preparation.

- **Calculation/formula**
  - Number of times the city met the standard ÷ number of times the task was completed OR
  - Number of times the city did not meet the standard ÷ number of times the task was completed

**Turnaround time for legal opinions** – This type of benchmark serves as a measurement against a goal or industry standard. The department selects a goal or standard and tracks the frequency with which it meets (or does not meet) the standard. For example, San Antonio has established a three-day turnaround for ordinance preparation and informal legal opinions; San Diego’s one-day review of resolutions; and a four-day turnaround for legal opinions in Chandler, Arizona, and Fort Collins, Colorado (Ammons, 2001, p. 37).

- **Calculation/formula**
  - Number of times the city met the standard ÷ number of times the task was completed OR
  - Number of times the city did not meet the standard ÷ number of times the task was completed

**Review times for municipal contracts** – This type of benchmark serves as a measurement against a goal or industry standard. The department selects a goal or standard and tracks the frequency with which it meets (or does not meet) the standard.

- **Calculation/formula**
  - Number of times the city met the standard ÷ number of times the task was completed OR
  - Number of times the city did not meet the standard ÷ number of times the task was completed
Litigation avoidance – This is benchmark that can reflect quality of work. This type of benchmark serves as a measurement against a goal. The department selects a goal and tracks the frequency with which it meets (or does not meet) it. To use this benchmark, the law department would need to set a goal as to what percentage of cases it would like to avoid litigating, track those in which litigation was avoided, and track the total number of cases with which it was presented. For example, Charlotte, NC settled 67% of its cases by negotiating; Milwaukee, WI resolved 54% without going to trial, and Oakland, CA has a target and actual settlement rate of 30%.

- Calculation/formula
  - Number of times the city met the standard ÷ number of potential legal case presented to the law department OR
  - Number of times the city did not meet the standard ÷ number of potential legal case presented to the law department

Mayor’s Office

Due to the nature of the duties of the mayor’s office, benchmarks are limited. However, utilizing some type of benchmarks data can reassure the taxpayers that funds are being spent responsibly, their concerns are being heard, and they can reasonably expect the city to respond in a timely manner.

Responsiveness to inquiries and complaints – This type of benchmark serves as a measurement against a goal. The department selects a goal and tracks the frequency with which it meets (or does not meet) that goal. For example, the Office of the City Administrator in Ann Arbor, Michigan responds to most citizen calls within four hours. Many cities, however, focus less on the initial reply than on completion of the response. Because providing the requested information or resolving the problem might not be possible at the time of initial contact, some cities set their performance targets accordingly, typically calling for completion within several working days (Ammons, 2001, p. 242).

- Calculation/formula
  - Number of times the mayor’s office met the standard ÷ number of inquiries or complaints OR
  - Number of times the mayor’s office did not meet the standard ÷ number of inquiries or complaints
Police Department

Police departments are similar to fire/EMS departments in that it is difficult to weigh lives saved, criminals captured, crimes prevented, emergencies responded to, and a general sense of security or safety and translate these into outcomes or workload measures; these do not reflect either the effectiveness of the responses or the level of preparation of the department (Ammons, 2001, p. 147-150). However, there are methods for evaluating performance that take into account the unique work of police departments.

Much, if not all, of the data are already collected by the department. The police department has some established benchmarks; however, standardizing some of these against sworn officer FTEs, number of sworn officers, square mileage, or per 1,000 population enables the department to draw comparisons to other communities or national figures. Internal benchmarks currently used by the Bay Village Police Department include:

- Change in frequency of burglaries and thefts over time
- Change in frequency of all offenses over time
- Change in number of persons arrested over time
- Change in jail occupancy hours over time

Below are examples of other benchmarks that can be used by police departments.

**Workload measures** – There are a number of workload measures that can be used by the department to evaluate its activities. Significant changes in these measures over time may reflect the need to adjust staffing levels. These benchmarks may be used when comparing a department’s historical performance or assessing performance against that of other communities. Below are a few examples.

- Sworn officer FTEs per 1,000 population
  - Calculation/formula – Sworn officer FTE ÷ population ÷ 1,000
- Calls for service per sworn officer FTE
  - Calculation/formula – Calls for service ÷ sworn officer FTE
- FBI Violent and property crimes per sworn officer
  - Calculation/formula – Number of violent and property crimes ÷ sworn officer FTEs
- FBI Violent and property crimes per citizen
  - Calculation/formula – Number of violent and property crimes ÷ population

**Quality benchmarks** – Benchmarks can be used to as indicators of quality of service rather than quantity or workload. While workload is an important indicator in evaluating performance, quality is critical. Three examples are provided below.
Percentage of sworn officers’ time to patrolling the field uncommitted\(^8\) – This type of activity can serve as a deterrent to criminal activity. This benchmark may be used when comparing a department’s historical performance or assessing performance against that of other communities. Decreases in this percentage, paired with increases in crime, may suggest the need for additional officers.

This type of benchmark can also serve as a measurement against a goal or standard. The department selects a goal or identifies an industry standard and tracks the frequency with which it meets (or does not meet) that goal or standard. For example, according to Municipal Benchmarks: Assessing Local Performance and Establishing Community Standards, officers in high-service-level departments are able to devote at least 45%; officers in medium service departments have 30% to 45% for uncommitted patrol; and those in low service departments have less than 30% (Ammons, 2001, p. 301).

- **Calculation/formula**
  - Sworn officers’ time to patrolling the field uncommitted ÷ total hours worked by sworn officers.

Emergency response time – This type of benchmark can serve as a measurement against a goal or standard. The department selects a goal or identifies an industry standard and tracks the frequency with which it meets (or does not meet) that goal or standard. For example, according to Municipal Benchmarks: Assessing Local Performance and Establishing Community Standards, high-service-level departments should respond to emergencies within five minutes (Ammons, 2001, p. 311).

- **Calculation/formula**
  - Number of times responders met the standard ÷ total number of calls for service

Percentage of calls answered within specified time frame – This type of benchmark serves as a measurement against a goal or standard. The department selects a goal or identifies an industry standard and tracks the frequency with which it meets (or does not meet) that goal or standard. The National Emergency Number Association (NENA) industry standard is that at least 90% of all 9-1-1 calls during the average busy hour should be answered within 10 seconds and 95% of all 911 calls should be answered within 20 seconds (2006, p. 8).

- **Calculation/formula**

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\(^8\) Patrolling uncommitted means that the officer is on patrol in the city and not on an assigned response to an incident or performing administrative duties.
Number of times dispatchers met the standard ÷ total number of 9-1-1 calls

Public Service and Properties Department

The department currently collects data on some work performed, such as sewers cleaned and sidewalks inspected and repaired. The department should also have at hand the aggregate data on its scope of services provided to the city, such as square miles, population, households, lane miles maintained, sidewalk miles maintained, and sewage pipe miles maintained. To begin benchmarking, the department would need to standardize the data against FTEs, total units serviced, citizens served, square miles, population, households, or other related items. This would enable a comparison to other cities or internal comparisons from year-to-year. A single benchmark should not be used for making management decisions; rather, multiple benchmarks and performance data should be assessed in conjunction with budgetary and other data. Examples of benchmarks are listed below.

**Miles of sewer line cleaned per FTE or per worker hour** – This is a workload or productivity benchmark that may be used when comparing a department’s historical performance or assessing performance against that of other communities. In conjunction with other data, this benchmark can reflect the need for adjustments to staffing levels. When comparing the department’s data over time or to that of other communities, it is important to make sure the type of department employee data is consistent. For instance, the data should represent all department employee FTEs (or worker hours) or all non-administrative FTEs (or worker hours).

- **Calculation/formula**
  - Miles of sewer line cleaned ÷ department FTEs (or number of hours worked by department employees)

**Lane miles maintained per FTE or per worker hour** – This is a workload or productivity benchmark that may be used when comparing a department’s historical performance or assessing performance against that of other communities. For example, Seven Hills maintains 5.3 lane miles per road crew FTE (Auditor of State of Ohio, 2011, p. 4-6). In conjunction with other data, this can reflect the need for adjustments to staffing levels. When comparing the department’s data over time or to that of other communities, it is important to make sure the type of department employee data is consistent. For instance, the data should represent all department employee FTEs (or worker hours) or all non-administrative FTEs (or worker hours).

- **Calculation/formula**
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- Lane miles maintained ÷ department FTEs (or number of hours worked by department employees)

Sidewalk miles repaired/replaced per FTE or per worker hour – This is a workload or productivity benchmark that may be used when comparing a department’s historical performance or assessing performance against that of other communities. For example, Dunedin, Florida, has a benchmark of 0.73 linear foot of sidewalk repaired per labor hour (Ammons, 2001, p. 409). In conjunction with other data, this can reflect the need for adjustments to staffing levels. When comparing the department’s data over time or to that of other communities, it is important to make sure the type of department employee data is consistent. For instance, the data should represent all department employee FTEs (or worker hours) or all non-administrative FTEs (or worker hours).
  - Calculation/formula
    - Sidewalk miles maintained/replaced ÷ department FTEs or number of hours worked by department employees

Park acreage maintained per employee, FTE, or worker hour – This is a workload or productivity benchmark that may be used when comparing a department’s historical performance or assessing performance against that of other communities. For example, Irving, TX maintains 27.46 parks acres per employee, San Antonio, TX maintains 39.4, Glendale, AZ maintains 52.75, and Overland Park, KS maintains 82.6 (Ammons, 2001, p. 270). In conjunction with other data, this can reflect the need for adjustments to staffing levels or the purchase of new equipment. When comparing the department’s data over time or to that of other communities, it is important to make sure the type of department employee data is consistent. For instance, the data should represent all department employee FTEs (or worker hours, number of employees) or all non-administrative FTEs (or worker hours, number of employees).
  - Calculation/formula
    - Park acreage maintained per year ÷ number of department employees, FTEs, or hours worked

Fleet/equipment availability rate – This type of benchmark can serve as a measurement against a goal or standard and can be indicative of changes in quality over time. The department selects a goal or identifies an industry standard and tracks the frequency with which it meets (or does not meet) that goal or standard. For example, the North Carolina Local Government Performance Measurement Project sets a benchmark of 95% of equipment available per day (2011, p. 258).
  - Calculation/formula
    - Number of times the city met the standard (number of times equipment was available) ÷ number of times the equipment was requested OR
Response time to citizen complaints/inquiries – This type of benchmark can serve as a measurement against a goal or standard and can be indicative of changes in quality or responsiveness over time. The department selects a goal or identifies an industry standard and tracks the frequency with which it meets (or does not meet) that goal or standard. For example, in Cincinnati, crews are expected to repair at least 80% of potholes within 24 hours of being notified by a resident (Ammons, 2001, p. 415).

- Calculation/formula
  - Number of times the city met the goal ÷ number of citizen complaints or inquiries directed to the department OR
  - Number of times the city did not meet the goal ÷ number of citizen complaints or inquiries directed to the department

Percentage of sewer lines cleaned per year – This type of benchmark can serve as a measurement against a goal or standard. The department selects a goal or identifies an industry standard and tracks the frequency with which it meets (or does not meet) that goal or standard. For example, St. Charles, Illinois, attempts to clean all sewer lines and manholes at least once every two years; Fort Collins, Colorado, aims for cleaning 70% of its wastewater lines per year (Ammons, 2001, p. 459). Consistent declines in percentage of sewer lines cleaned, in conjunction with other data, can reflect the need for additional staffing or equipment.

- Calculation/formula
  - Sewer line (miles) cleaned ÷ the total sewer line (miles) that the city is responsible for maintaining.

Recreation Department

According to Municipal Benchmarks: Assessing Local Performance and Establishing Community Standards, national standards for parks and recreation tend to fall into one of five areas (1) parks acreages or types and numbers of facilities, (2) maintenance standards, (3) program operations, (4) program offerings and administrative functions, and (5) cost recovery. Since every community has different geographical, cultural, climatic, and socioeconomic characteristics, it can be difficult to apply uniform numbers to individual communities. That being said, communities should develop their own standards for recreation, parks, and open space (Ammons, 2001, pp. 261-262).
Parks acreages or types and numbers of facilities - Ten acres of recreation space per 1,000 people has become a widely accepted norm. However, over the years park standards have been refined by the National Recreation and Park Association (NRPA) and they eventually recommend a core system of parklands, with a total of 6.25 to 10.5 acres of developed open space per 1,000 people. Applying these standards to Bay Village, there should be around 15.6 acres of recreation space and between 98 and 184 acres of open space.

NRPA also has standards for particular types of recreation facilities, such as one tennis court per 2,000 people, one baseball diamond per 5,000, one basketball court per 5,000, and one swimming pool per 20,000 people. For Bay Village, this would correspond to nearly eight tennis courts, three baseball diamonds, three basketball courts, and one swimming pool (Ammons, 2001, p. 262).

Maintenance standards - This category includes a variety of activities such as tree maintenance, grass/weeds/turf mowing, park structures, fixtures and playgrounds, and sports facilities. Since these tasks are taken care of by the Bay Village service department, they are not discussed under sample benchmarks for this department.

Program operations - These types of benchmarks can serve as a measurement against an operational goal or standard and can be indicative of changes in quality over time. The department selects a goal or identifies an industry standard and tracks the frequency with which it meets (or does not meet) that goal or standard. For example, some standards for public swimming pools are having one ring buoy or similar flotation device with rope and one life pole or shepherd’s crook type pole (Ammons, 2001, p. 269). Below are a few examples.

- Protocol standards
- Equipment standards
- Proper training
- Proper credentials of operating personnel

These benchmarks can simply be expressed in terms of the number of times the city did or did not meet or follow the standard or the number of times or days per year the city did or did meet or follow the standard.

Program offerings and administrative functions – These are workload or productivity benchmarks that may be used when comparing a department’s historical performance or assessing performance against that of other communities. In conjunction with other data, this can reflect the need for adjustments to staffing levels. This type of benchmark can also serve as a measurement against a goal or standard whereby the department
selects a goal or identifies an industry standard and tracks the frequency with which it meets (or does not meet) that goal or standard. For example, Portland, OR targets to have at least 50% of the youth population participating in recreation programs. In Tempe, AZ, 28% of the citizens indicated they have used a park or participated in a city-sponsored recreation program in the past 12 months. Savannah, GA has 9.8% of local youth participating in a recreation department athletic program and 32.6% are in a recreation program overall (Ammons, 2001, p. 292). Below is an example of this types of benchmark.

Program participants per department FTEs – If measured over time, this benchmark shows whether staffing FTEs are keeping pace with program participation levels.

- Calculation/formula
  - Number of program participants per year ÷ department FTEs

Program participants per number of people in the target population for the program – This type of benchmark serves as a measurement against a goal or standard. As indicated in the examples above, the department would need to establish a goal for program participation levels.

- Calculation/formula
  - Number of program participants ÷ number of people in the program’s target population

Cost per participant per hour of activity – This can be a valuable tool when evaluating the impact of or interest in one activity versus another and can help administration determine where resources are best allocated. Since activities (e.g., events or classes) may differ in length of time, this formula standardizes the number of participants by hour and staff cost. Further analysis would be necessary if the facility cost was factored into the calculation.

- Calculation/formula
  - Total annual cost to provide specific program (or activity) ÷ total number of program participants annually ÷ (number of times the program is offered multiplied by the length of the program, in hours)

Cost recovery - This type of benchmark can serve as a measurement against a goal or standard and can be indicative of changes in quality over time. The department selects a goal or identifies an industry standard and tracks the frequency with which it meets (or does not meet) that goal or standard. In this case, the benchmark would be the percentage of program expenses recovered through fees. For example, Cincinnati, OH aims to recover 45% of overall recreation program expenses through fees. Other cities aim higher, with Reno, NV aiming for 59% and Loveland, CO aiming for 84%. Some
cities look to cover a percentage of sports program expenses through fees. For example, College Station, TX aims at 60.4%, and Charlottesville, VA aims at 108% recovery for adult softball. Lubbock, TX aims to cover direct costs at the following rates: 125% for softball leagues, 180% for volleyball leagues, and 100% for basketball leagues (Ammons, 2001, pp. 295-296). Further analysis would be necessary if the facility cost was factored into the calculation.

- Calculation/formula
  - Total fees received from program participants annually ÷ annual cost to provide specific program (or activity)
APPENDICES

Appendix A: References

Appendix B: Standard Components of Job Descriptions

Appendix C: Interview Protocols

Appendix D: Data Request
Appendix A: References


Review of the Operations
Bay Village, Ohio


Ohio Department of Commerce (2010). Ohio Building Code 1.3.2.2; OBC Requirements for Building Department Personnel; Application for Certification of Building Department Personnel).

Ohio Quarterly Census of Employment and Wages (QCEW or ES202) (2011).


Appendix B: Standard Components of Job Descriptions


**Position Title, Department**
Accurately reflects the responsibilities of the position and where the position fits within the organizational hierarchy.

**Position Summary or Purpose**
A brief, concise, and clear narrative (five-sentence maximum), often used when advertising an opening. Contains information on essential duties, skills and experience, licensing, special equipment used, and physical abilities necessary. May also indicate required interactions with those outside the organization (vendors, public, council).

**Essential Functions**
A list of duties and responsibilities in decreasing order of importance. Each should be briefly described. Include a statement that the job responsibilities may change as needed, as well as a catch-all: “Other job-related functions determined by supervisors to be necessary.” May include a breakdown of functions by percentage.

**Education, Training, and Experience**
Brief statement about preferred or required educational levels, work experience, licenses or certifications.

**Knowledge, Ability and Skill**
Knowledge is factual or procedural information (e.g., understanding of electrical codes). Ability is an enduring capability that an individual has and brings to any job (e.g., ability to communicate effectively in writing, or prioritize tasks). Skill is proficiency at performing a particular task (e.g., skilled operator of a particular piece of equipment or proficient in software applications).

**Job Environment**
Describe the expected hours of work and overtime requirements, availability outside of normal work hours, and where the work will be performed (typical office setting, machine shop). Other options: frequent deadlines, working independently or as part of a work crew or team, interaction with the public.
Legal Disclaimers
Include language in the essential functions section and at the end of the job description to provide flexibility to the supervisor. (“This job description does not constitute an employment agreement between the employer and the employee and is subject to change by the employer as the needs of the employer and requirements of the job change.”)
Appendix C: Interview Protocols

Thank you for coming. [INTRODUCTIONS]. We are with the Center for Public Management of the Maxine Goodman Levin College of Urban Affairs at Cleveland State University. We’ve been hired by the city to do an operations review. Our goal today is to find out from staff about the functions(s), operations, and expectations of each department or function. Our questions are designed to help us get a sense of departmental and individual roles, relationships and interaction between departments, how the department and staffing has changed over time, how priorities are set and communicated, how work is evaluated or assessed, and a number of other issues.

Please keep in mind that our goal is not to assess individual performance. We will not attribute your comments to you in any of the reports we provide. We are trying to determine what and how things are being done, identify best practices that the city might be able to incorporate into how it does business, and make recommendations that might help the city and departments improve outcomes.

General

1. What is your title and in what department do you work? What is your role? Are there things you do on a regular basis that are not in the job description? How many hours per week do you work? (trying to get at overtime…are they understaffed, does this person need additional
training?) Do you feel you receive adequate training, supplies, and equipment to do your job well? If not, what do you need?

a. Can you talk a little about your department’s mission, goals and objectives? How are these defined? [and by whom]

b. What services does it provide and for whom? For example does it provide service internal to the city, external (to businesses, taxpayers, etc.) or both? Do you feel there are additional services your department should provide if funds were available? If yes, what are these?

2. How many staff members are in your department? How many hours per week does each staff member typically work (trying to get at FTEs here)? What roles (management, office staff, etc.) do they serve [what do others in the department do]? What is its reporting structure, both formal and informal?

a. How do you determine staffing levels and departmental costs?

b. How does the structure, number and composition of the department now compare to 4 or 5 years ago?

The Center for Public Management
a. How does the city ensure services are provided efficiently and effectively and in a way that satisfies internal clients, taxpayers and/or other external clients?

b. How do you engage customers to determine whether you are meeting their needs? So, at the end of the day, how do you know you’ve satisfied your customers? For example, has the city ever conducted a survey to help assess this or to determine citizen priorities, wants, needs?

6. What other departments does your department interact with and for what purpose?

7. What do you feel your department does really well? Explain.

8. What, if anything, would you change about how your department does business? What could it do better and how? What would you change about how the city does business? What could it do better and how?

9. Are there any plans or strategy documents for the city or your department that you could share with us?

10. Is there anything you would like to add to the discussion that would help us understand your department?

FOR DIRECTORS ONLY (as appropriate): We noticed that some of the data is missing from your department. Here is a list of what we still need. We would like to go over this to determine the status of the data [Does it exist? When can they provide it?] If we do not have their departmental org chart, have them draw it out for us.

Once we review our notes, we may have additional questions, so you may hear from us again to clarify various points.

We also want to let you know what happens from here. Based on interviews and information provided, we will prepare a profile of the departments that will describe the role and function, staffing, budget, processes and work flows utilized in their function, outcomes, and any benchmarks or measurements available to identify levels of productivity. We will also provide information on best practices that may be appropriate to various departments and functions.

Draft reports and profiles will be provided to the mayor and/or department heads to review for accuracy before they are finalized.

Thank you for your time.
Thank you for coming. [INTRODUCTIONS]. We are with the Center for Public Management of the Maxine Goodman Levin College of Urban Affairs at Cleveland State University. We’ve been hired by the city to do an operations review. Our goal today is to find out from staff about the functions(s), operations, and expectations of each department or function. Our questions are designed to help us get a sense of departmental and individual roles, relationships and interaction between departments, how the department and staffing has changed over time, how priorities are set and communicated, how work is evaluated or assessed, and a number of other issues.

Please keep in mind that our goal is not to assess individual performance. We will not attribute your comments to you in any of the reports we provide. We are trying to determine what and how things are being done, identify best practices that the city might be able to incorporate into how it does business, and make recommendations that might help the city and departments improve outcomes.

General

1. What is your title and in what department do you work? What is your role? Do you use technology to assist you in your duties and if yes, how? Are there things you do on a regular basis that are not in the job description? How many hours per week do you work? (trying to get at overtime…are they understaffed, does this person need
additional training?) Do you feel you receive adequate training, supplies, and equipment to do your job well? If not, what do you need?

a. Can you talk a little about your department’s mission, goals and objectives? How are these defined? [and by whom]

b. What services does it provide and for whom? For example does it provide service internal to the city, external (to businesses, taxpayers, etc.) or both? Do you feel there are additional services your department should provide if funds were available? If yes, what are these?

2. What do others in your department do? What are their roles? What is its reporting structure, both formal and informal?

3. How are the services prioritized within your department? If you can first discuss who sets the priorities, in what order the services prioritized (most to least important), and the rationale for prioritizing the services in this order? [note: this is particularly important in the service department where they must decide between a variety of service requests]

4. How are priorities and work assignments communicated [staff meetings, memos, on-line, etc.]? How often? How does the manager know when assignments are completed?

5. How do you measure quality of service (comments/complaints, responses from user surveys, praise from the Mayor or Council)? Do you use any metrics or benchmarks to track progress or productivity? If so, what is the annual workload of the department (units of work achieved per full-time equivalent)?
a. How does the city ensure services are provided efficiently and effectively and in a way that satisfies internal clients, taxpayers and/or other external clients?

b. How do you engage customers to determine whether you are meeting their needs? So, at the end of the day, how do you know you’ve satisfied your customers? For example, has the city ever conducted a survey to help assess this or to determine citizen priorities, wants, needs?

6. What other departments does your department interact with and for what purpose?

7. What do you feel your department does really well? Explain.

8. What, if anything, would you change about how your department does business? What could it do better and how? What would you change about how the city does business? What could it do better and how?

9. Are there any plans or strategy documents for the city or your department that you could share with us?

10. Is there anything you would like to add to the discussion that would help us understand your department?

We also want to let you know what happens from here. Once we review our notes, we may have additional questions, so you may hear from us again to clarify various points.

Based on interviews and information provided, we will prepare a profile of the departments that will describe the role and function, staffing, budget, processes and work flows utilized in their function, outcomes, and any benchmarks or measurements available to identify levels of productivity. We will also provide information on best practices that may be appropriate to various departments and functions.

Draft reports and profiles will be provided to the mayor and/or department heads to review before they are finalized. Thank you for your time.
Thank you for coming. [INTRODUCTIONS]. We are with the Center for Public Management of the Maxine Goodman Levin College of Urban Affairs at Cleveland State University. We’ve been hired by the city to do an operations review. Our goal today is to find out from staff about the functions(s), operations, and expectations of each department or function. Our questions are designed to help us get a sense of departmental and individual roles, relationships and interaction between departments, how the department and staffing has changed over time, how priorities are set and communicated, how work is evaluated or assessed, and a number of other issues.

Please keep in mind that our goal is not to assess individual performance. We will not attribute comments to you in any of the reports we provide. We are trying to determine what and how things are being done, identify best practices that the city might be able to incorporate into how it does business, and make recommendations that might help the city and departments improve outcomes.

1. How long have you served on council? Are you an at-large representative or do you represent a ward? On what council committees do you serve? What council-related activities are you involved in on a regular basis? How many hours per week are you involved in council activities?
2. Describe your role as a council person. What services does council provide and for whom?

3. Does the city use technology to assist you in your council duties and if yes, how?

4. Do you feel you receive adequate information, training, supplies, and equipment to do your job well and do you feel you receive it on a timely basis. [If not, what do you need and within what time frame?]

5. What do feel are the most important services provided by council and by the city? Why?/please explain.

6. How are council priorities identified? How are these priorities communicated, to whom, and how often?

7. How does council measure quality of service for the city? Do you use any metrics or benchmarks to track progress or productivity?

8. How does the city and council ensure services are provided efficiently and effectively and in a way that satisfies internal clients, taxpayers and/or other external clients?

9. How do you engage constituents to determine whether you are meeting their needs…so, at the end of the day, how do you know you’ve satisfied them? [For example, has the city ever conducted a survey to help assess this or to determine citizen priorities, wants, needs?]

10. What city officials, departments or staff members do you interact with on a regular basis and for what purpose?

11. What do you feel the city does really well? Explain.

12. What, if anything, would you change about how council does business? What could it do better and how?

13. What would you change about how the city does business? What could it do better and how?
14. Are there any plans or strategy documents for the council that you could share with us?

15. Is there anything you would like to add to the discussion that would help us understand council and its role?

We also want to let you know what happens from here. Once we review our notes, we may have additional questions, so you may hear from us again to clarify various points.

Based on interviews and information provided, we will prepare a profile of the departments that will describe the role and function, staffing, budget, processes and work flows utilized in their function, outcomes, and any benchmarks or measurements available to identify levels of productivity. We will also provide information on best practices that may be appropriate to various departments and functions.

Draft reports and profiles will be provided to the mayor and/or department heads to review before they are finalized. At the city’s request, a final presentation can be made to council on the outcome of the review.

Thank you for your time.
Appendix D: Data Request

Overall Data Request

1. An organizational chart for the entire city
2. A copy of the city’s most recent a strategic plan
3. A copy of the city charter (or a link to the charter online)

Departmental Data Request

1. Organizational chart that shows the reporting structure for all positions in the department.
2. Job descriptions for all employees
3. Annual budgets for 2006-2010
4. Benchmarks (or metrics) used by the department to measure or assess progress, productivity and/or quality. Benchmarks typically answer the following questions: How do you know your department is efficient and effective? How do you know when objectives have been met? How much time and effort goes into providing your services and what are the outcomes in measurable units, by function. For example, how many tons of garbage collected, how many staff and trucks, how many staff on each truck, how many FTE hours, etc.